

Newberg Riverfront Master Plan



Adopted
City of Newberg: Ordinance No. 2002-2564
Yamhill County: Ordinance No. 714

Prepared for:
City of Newberg

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Acknowledgments

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This project is the culmination of several years of work on the part of the City of Newberg and its citizens. The Riverfront Master Plan would not have been possible without the participation of citizens of Newberg and Yamhill County.

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The Riverfront Master Plan is a result of the commitment of the City of Newberg staff to the project, especially the project leadership team:

- Duane Cole, City Manager
- Mike Soderquist, Community Development Director
- Barton Brierley, City Planner
- David Beam, Economic Development Coordinator / Planner

The project also benefitted from the technical expertise and participation of:

- Yamhill County Planning Department
- Yamhill County Parks & Recreation Department
- Yamhill County Park Board
- Chehalem Park and Recreation District

The cooperation and coordination of City and County governing bodies led to the success of the Riverfront Master Plan:

- Newberg Urban Area Management Commission
- Newberg Planning Commission
- Yamhill County Planning Commission
- Newberg City Council
- Yamhill County Board of Commissioners

Newberg Riverfront Master Plan

Final Report

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Introduction

Project Background

Like many other cities in Oregon and throughout the United States, Newberg has traditionally used its riverfront for industrial purposes. A typical development pattern in American cities has been to locate industrial uses on riverfronts, which offered easy access to transportation, a convenient supply of water, and the potential to generate power. The Newberg riverfront has been zoned for industrial purposes for more than 20 years, and has been and still is the home for industrial and other heavy development. Although there have been discussions over the years about other potential uses for the riverfront, at the time the zoning designation was made, it reflected the primary and historic land uses in the area.

For years, the riverfront was the location of the Newberg Landfill. The site was shut down in 1984 and remains closed to the public. The riverfront also contained Newberg's wastewater treatment plant, which closed in the 1980's following the construction of a new treatment plant at another location. The old plant was subsequently razed. The SP Newsprint (formerly Smurfit) paper processing plant abuts Newberg's southern edge on the riverfront and still operates on a site that once served as a sawmill. SP is a major employer in Newberg, and has recently invested in significant upgrades. In addition, the company provided the Rogers Landing boat ramp site to Yamhill County on a long-term lease. Within and nearby the project area, there is a mix of other uses, such as older residential areas, filbert orchards, an apartment complex, and vacant land.

Over the past few years, the community has been publicly questioning whether the use of the Willamette waterfront should be reconsidered. This follows trends throughout the country. Within the past two decades, a number of cities have been reconsidering the use of their waterfronts. Because of the community's interest, the City of Newberg sought funding to assist in the development of a master plan for the area that takes into consideration natural resources, economic, recreation, transportation, planning, land use, and urban design issues. The City was successful in obtaining grant funding from the Department of Land Conservation and Development (DLCD) for the project. Because the DLCD grant could not provide enough funds to accomplish the scope of work the City originally planned for this project, additional funding was sought. Two private companies stepped up to assist the City: SP Newsprint agreed to provide additional funds, and Baker Rock Resources agreed to provide in-kind contributions.

Project Boundaries

Figure 1 depicts the Riverfront Master Plan Study Area in relation to Newberg's downtown. The study area includes the land within the Newberg Urban Growth Boundary (UGB), from Rogers Landing on the east to the UGB limits on the west generally paralleling Chehalem Creek. Total acreage within the project area is approximately 200 acres.

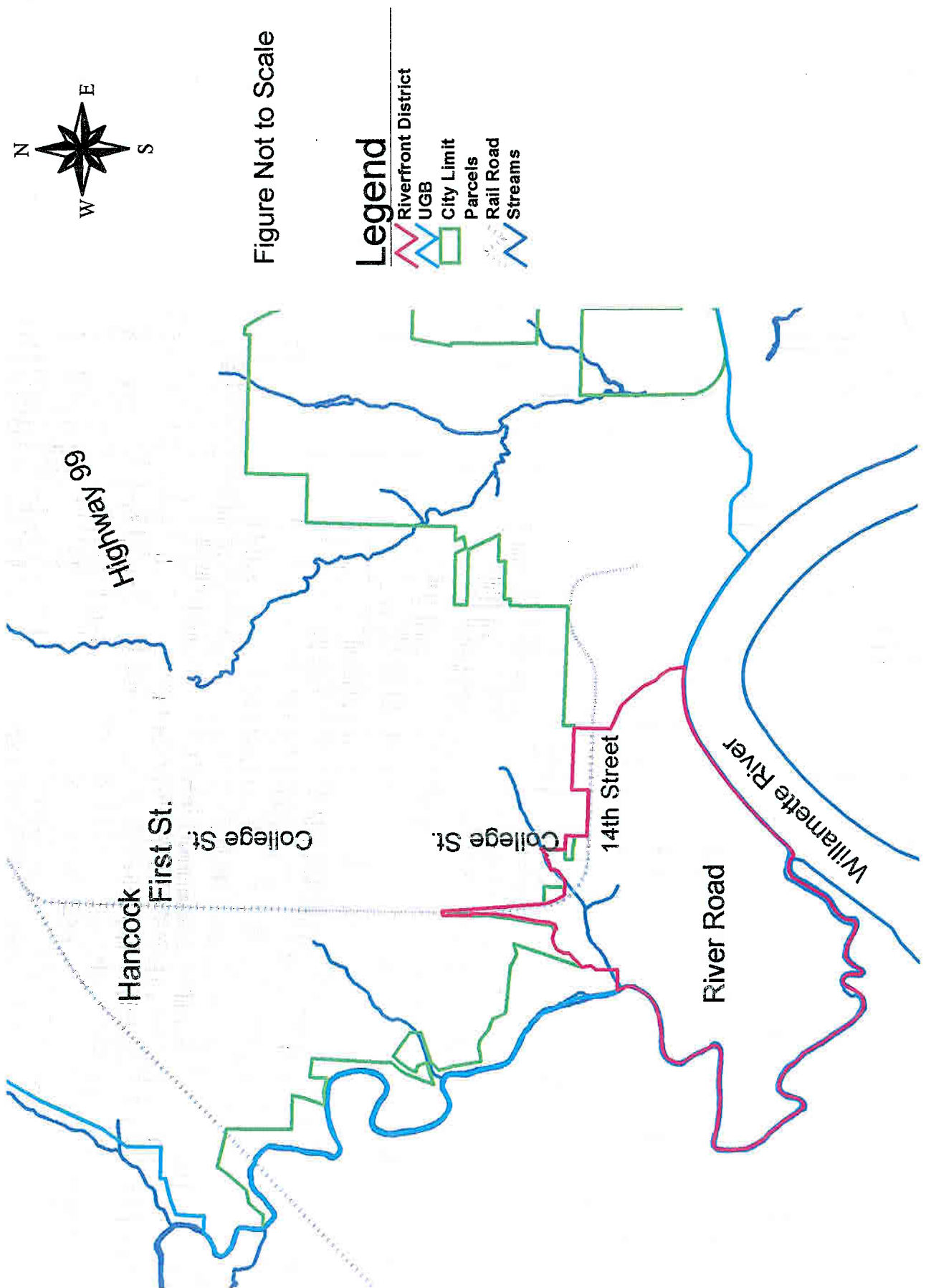


Figure Not to Scale

- Legend**
- Riverfront District
 - UGB
 - City Limit
 - Parcels
 - Rail Road
 - Streams

Figure 1: Study Area Vicinity



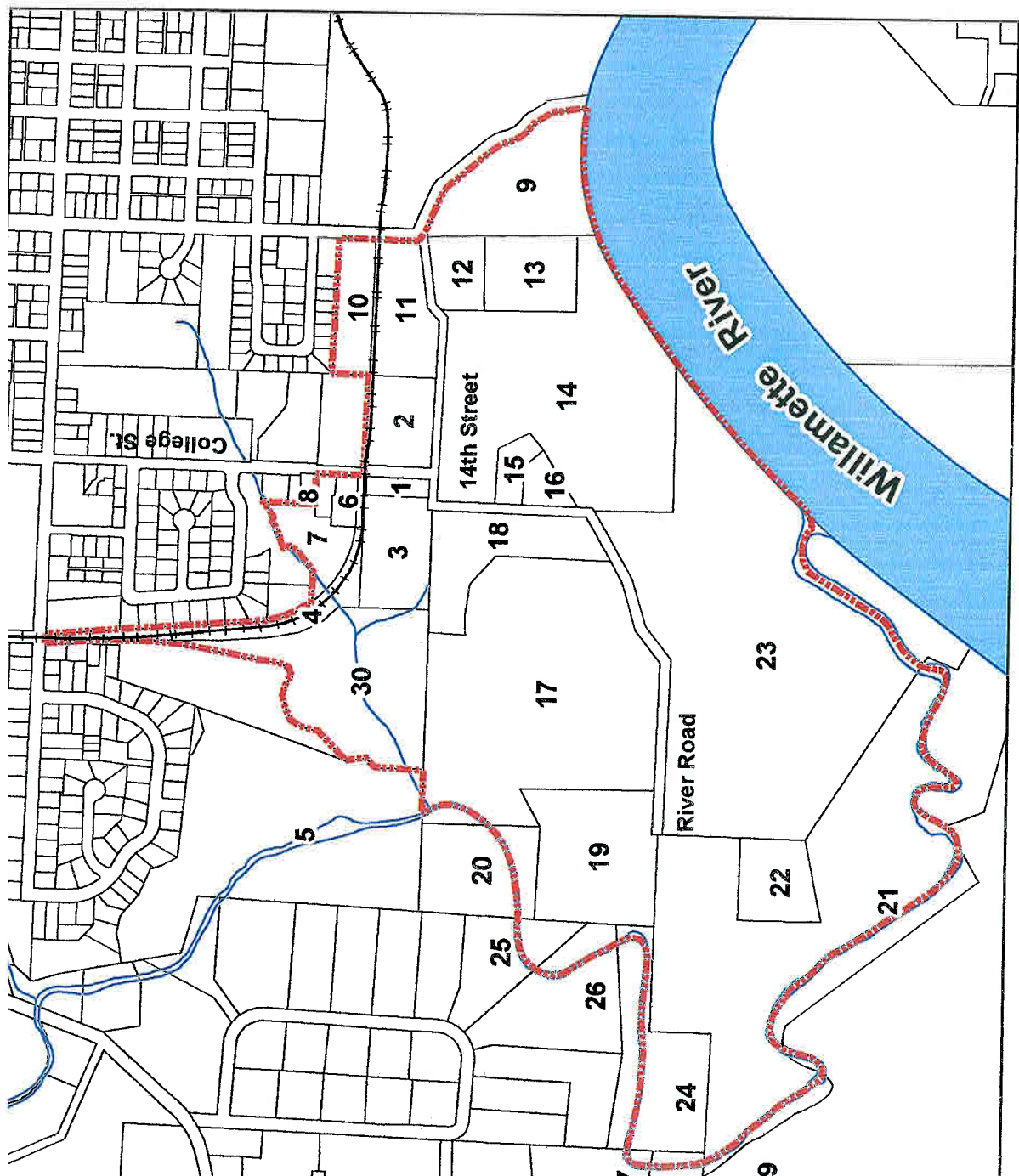
Property Ownership

Figure 2 shows the parcels within the study area. In Figure 2, the parcels that are partially or wholly included in the project area boundary (except parcel Map ID # 5) have been numbered for easy reference. Much of the land within the project area is contained within larger tracts, with relatively few property owners. There is a total of 17 property owners in the study area.

Ownership information is contained in Table 1 below, and is keyed to the identification number given on the map in Figure 2. These parcel numbers were assigned to facilitate discussion for the sake of this planning effort and are not the same as the parcel numbers assigned by the Yamhill County Tax Assessor.

Table 1. Parcel Ownership Inside or Partially Inside the Project Area*

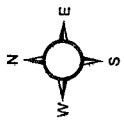
Map ID #	Owner	Acreage	Zoning	Comp. Plan Designation
1	Carl E. Allen	0.58	AF-10	IND
2	Southeast Paper Manufacturing Co.	2.85	AF-10	IND
3	David L. & Judy E. Richards	3.48	HI	IND
4	Southeast Paper Manufacturing Co.	4.40	AF-10	IND
5	Chehalem Park & Recreation District	23.82	AF-10	P
6	Joyce Hutchison	0.65	AF-10	IND
7	Southeast Paper Manufacturing Co.	2.22	AF-10	MDR
8	George B. & Janice K. Engle	0.32	M1 (CITY)	IND
9	Southeast Paper Manufacturing Co.	9.00	AF-20	IND (FUTURE PARK)
10	Yvette Saarinen	2.39	AF-10	IND
11	Southeast Paper Manufacturing Co.	3.95	AF-10	IND
12	Newberg, City of	2.00	PWS	IND
13	Newberg, City of	3.45	PWS	IND
14	Hardrock Enterprises LLC	20.18	HI	IND
15	Earl L. & Nancy Stonebrink	1.00	VLDR-5	IND
16	Christine Y. & Arthur L. Holmgren	1.00	VLDR-5	IND
17	Kenneth I. & Mildred A. Weatherly	28.00	VLDR-5	IND
18	Patrick K. & Stephanie A. Wright	5.20	VLDR-5	IND
19	Steven A. & Denise M. Wozniak	7.77	VLDR-5	IND
20	Chehalem Park & Recreation District	5.31	VLDR-5	IND
21	Larry M & Lois A. Christenson	32.00	VLDR-5	IND
22	Larison G. Lockhart	2.96	VLDR-5	IND
23	Yamhill County	40.15	PWS	IND
24	Lawrence M. & Lois A. Christenson	4.50	VLDR-5	IND
25	John J. and Margaret A. Hoopes	3.91	VLDR-2.5	IND
26	Calvin J. and Rebecca N. Mariani	6.38	VLDR-2.5	IND
27	Robert D. & Jo L. Engelke	1.89	VLDR-2.5	IND
28	First Northwest Development Co.	2.16	VLDR-2.5	IND
29	R.B. Pamplin Jr.	100.00	AF-10	IND
30	Chehalem Park & Recreation District	11.4	AF-10	IND



Legend

- Parcels
- Riverfront District
- Streams
- Railroad

Refer to Tables
1 & 2 for Parcel
Ownership Data



Map is not to scale.



Map created by Jan Wolf 1002
c:\gis_planning\figure7.mxd

Figure 2: Study Area Parcel Ownership Map

Property boundaries represented on this map are approximate only, based on assessor records. They do not constitute a property survey. This map is to be used for preliminary and general purposes. It is not intended to be complete and accurate for any other purposes. The map and associated data are subject to change without notice.

Yamhill County owns the largest amounts of land inside the project area, with a total of 40.15 acres, all in a single parcel. There are four other property owners with major holdings within the project area. For the purposes of this project, major property owners are considered to be those who have a total of 20 acres or more inside or partially inside the project area. Major property owners are shown in Table 2.

The remaining acreage is contained in parcels ranging from 0.58 acres in size to 7.77 acres, with no two parcels under the same ownership. These parcels are zoned either VLDR-5 or AF-10 and are all in low intensity uses such as a single family home on a large lot or small farms.

Table 2. Owners of 20 acres or more inside or partially inside the study area

Owner	Total Acreage	Map ID #s	Zoning	Use
Yamhill County	40.15	23	PWS	Landfill
Lawrence & Lois Christenson	36.5	21, 24	VLDR-5	Hazelnut Farm
Kenneth & Mildred Weatherly	28	17	VLDR-5	Hazelnut Farm
Southeast Paper Manufacturing	22.42	2, 4, 7, 9, 11	AF-10, AF-20	Mostly open space & Rogers Landing
Hardrock Enterprises, LLC	20.18	14	HI	Rock storage

Project Context

The Riverfront Master Plan project area is south of the city limits of the City of Newberg but inside the city’s urban growth boundary. There is little connection between the River and the city, physically or visually. There are only a few streets that provide access to the riverfront area, and none of these provides a strong connection between the river and downtown, other commercial areas, or neighborhoods. The only point of public access to the Willamette in the study area or even in the vicinity of the study area is Rogers Landing. This public access point is highly auto-oriented. Prior to construction at Rogers Landing, a minor trail for pedestrians was located on the lower bank above the parking lot. However, the master plan for the improvement of Rogers Landing does include the construction of a pathway for pedestrians and cyclists that is separated from the street. Fourteenth Street is the closest public street to the river, and is lined with trees and other vegetation. This vegetation is important to the stability of the steep slopes adjacent to the river, but at the same time acts as a screen which helps to increase the visual and resultant psychological disconnect between the City and the river.

industrial purposes, most of the land along the Willamette to the east and west of Newberg is either farm land or rural residential. From the project area toward Champoeg State Park to the east, most of the land is used for farming, but from Champoeg State Park to Wilsonville there is a section of rural estate homes fronting the Willamette. This area has many equestrian facilities and quite a few of the homes face or abut the river. Moving west along the river to Dundee, most of the land near the river is still being used for agricultural purposes.

The most prominent way that the Newberg riverfront area connects to the surrounding communities is through the river itself. There are no roads or trails directly linking the waterfront to the surrounding areas, so the waterway itself serves as the main connector. This is a sometimes tenuous connection since most of the surrounding communities have developed in a pattern that, like Newberg, has resulted in the towns turning their backs to the river. While not physically linked by trails or roads along the riverfront, many of the surrounding communities are becoming increasingly aware of their connection to each other through the river due to water quality issues and the increasing public awareness of issues relating to fish and wildlife habitat.

The physical presence of the river in this area also serves to connect Newberg and the surrounding communities through shared history. This entire area was once known as the French Prairie and was a major node for the fur trade before statehood. In fact, the settlement that used to be on the current site of Champoeg State Park was the birthplace of Oregon's government. In 1843, settlers met at Champoeg to form Oregon's first provisional government, which later evolved into the Territorial and then the State government of Oregon. The Champoeg historical site and other parks along the Willamette provide a series of open spaces and public connections to the river, but there are no trails or pathways connecting Newberg to these open spaces or to its upstream and downstream neighbors.

Heading upriver from Newberg, the next public access point to the river is in Dayton. There are few connections to the river west of Newberg and little in the way of existing park or trail facilities with which the Newberg riverfront could be connected.

Visual Survey of Project Area



College Street, looking south toward Edwards Elementary School



The College Street right-of-way does not continue across school grounds.



Looking west on 14th Street from the entrance to Rogers Landing. The river is to the left.

College Street

College Street is a main north – south connection in Newberg, and could provide a major connection between downtown Newberg and the riverfront. As the top photograph shows, this street is residential in nature and is interrupted by the grounds of Edwards Elementary School. There is no obvious visual or physical connection to the river at this point along College Street.

The middle photograph shows the point where the College Street right-of-way stops at 6th street, at the school grounds. Although College Street continues at Eighth Street, on the other side of the school grounds, there is currently no physical or visual connection through the property. Even without the continuation of the College Street Right-of-way, a visual connection could enhance user awareness of the proximity to the river.

14th Street at Rogers Landing

The photo at the bottom of the page shows Fourteenth Street at the intersection with River Street and the access road to Rogers Landing. Fourteenth Street roughly parallels the Willamette between College and River Streets. It is paved, but has no curb, sidewalk, or gutter. The river side of the street is heavily wooded, as shown at the left side of the photograph. It is difficult to view the river from this street due to the presence of heavy vegetation and the lack of facilities for pedestrian or other non-motorized traffic. On the right side of the photo is a vacant parcel.

The only access point to Rogers Landing is the driveway entrance shown in this photo. Rogers Landing serves as the main point of public access to the Willamette for the Newberg area and is a popular spot for water-based recreation during the summer.



Currently vacant parcel owned by SP Newsprint —
Located at corner of River and Fourteenth Streets

The top photo is another view taken from the corner of Fourteenth Street and the entrance to Rogers Landing, and it depicts the vacant lot that was shown on the right side of the previous photo. The lot is owned by SP Newsprint, and there are lower density residential uses behind it. Most of the land in the riverfront project area is in very low density uses. There are quite a few pieces of empty land as well as single family homes on large lots and agricultural uses such as orchards.



View from 14th Street down to river — Rogers
Landing is under construction

The middle photograph shows the Rogers Landing site as viewed from the intersection of the Rogers Landing entrance and Fourteenth Street. The heavy vegetation hinders visibility of the river and the boat ramp site. Rogers Landing is under reconstruction in this photo.

Fourteenth at the College St. Intersection

The bottom photograph on this page shows the weigh station near the northern boundary of the Baker Rock site at intersection of College Street and Fourteenth. This station is on private property and access to it is controlled through the use of a gate with barbed wire on top. The weigh station is located at the main access to the Baker Rock site.



Weigh station at the entrance to the Baker Rock prop-
erty — Located at the intersection of 14th and College

There is no screening between the weigh station and the public right of way.



View into landfill site from River Road



Another view into the landfill site from River Road.



Methane vents on landfill site

River Road at the Former Landfill Site

The photos to the left show the former Yamhill County landfill site viewed from River Road. As these photos show, there is much less vegetation along River Road than along 14th Street. While the river itself is not visible due to the slope, the opposite bank of the river is visible in all three photos. The site continues at approximately the same elevation as the road for a number of feet and then drops steeply to the River. This creates a ledge that is deep enough to block the view of the River from River Road.

The landfill is not open to the public and is under a DEQ closure permit. Due to the closure permit regulations, it is unlikely that any uses will be permitted on this site in the near future. In the ten to twenty year horizon, the landfill site may be able to be developed for a park or other use.

A chain link fence blocks access to the site from River Road. There is no visual connection to the river and no signage or other amenity alerting users of the proximity of the Willamette to River Road.

The landfill site appears to be planted with grass and is well maintained. Although there are invasive species present throughout the study area, the site has not been allowed to be overgrown with invasive species.

Project Area History

The project area and the surrounding region are historically and culturally significant.

Prior to Oregon's statehood, Indian tribes and bands lived throughout the Willamette Valley, including within the riverfront project area. The Kalapuyas were the main Indians in the Willamette Valley. A number of individual bands of Kalapuya were located throughout the Willamette Valley, from south of the Oregon City falls all the way down to the Umpqua. The Twalaty band of the Kalapuyas resided in the vicinity of the project area. The map depicted in Figure 3 shows the territory of the Twalaty band, and the reservation for the Twalaty determined through an 1851 treaty. By the time the treaty was signed, the Willamette Valley Indian population was very small.

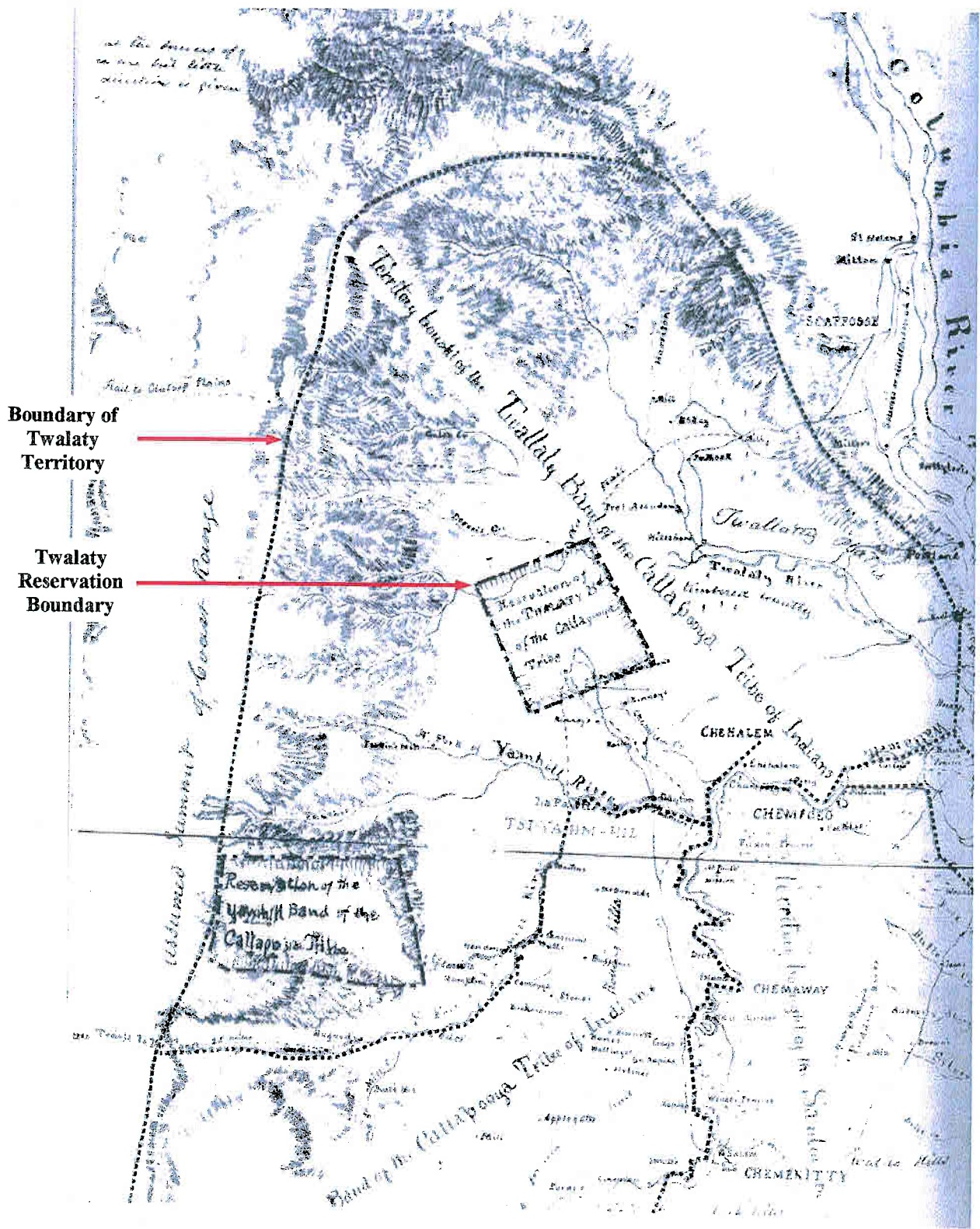
Not much is known about the Kalapuyas because they rapidly declined in population after the settlers arrived. They were hunters and gatherers, and were semi-nomadic, living on the prairies in the summers and on the forest edges in the winters. They hunted deer, some elk and bear, beaver, rabbit, squirrel, and wood rat. The bulk of the Kalapuya diet consisted of plants, roots, seeds, nuts, and berries that were gathered. Camas and wapato were major dietary staples. The French Prairie was known for its thick growth of camas, and many bands came to gather camas in the summer. They maintained the prairies by burning them. The Kalapuyas had the reputation of drying and preserving camas better than any other Pacific Northwest tribes. They were also said to be excellent shots with bows, which were usually made of white cedar.

There was a major Kalapuya settlement located generally across the river from Champoeg, to the east of the project area. There was an old Indian trail that passed generally through the current location of Newberg, looped near the project, and probably passed very close to this settlement. Figure 4 depicts the trail, which later became a fur-trading route.

Although Lewis and Clark only went as far up the Willamette as the falls at Oregon City, Hudson's Bay Company fur traders came into the French Prairie area very early on. They had an establishment at Champoeg, and used the prairies around Champoeg and around the base of Parrett Mountain to pasture horses for the southern fur brigades, which would leave from the Newberg area starting in the 1820's. There was also a mission on the French Prairie, and the missionaries were some of the earliest white settlers. A number of the fur traders stayed in the area to farm, and additional settlers came beginning in the 1830's to take land claims.

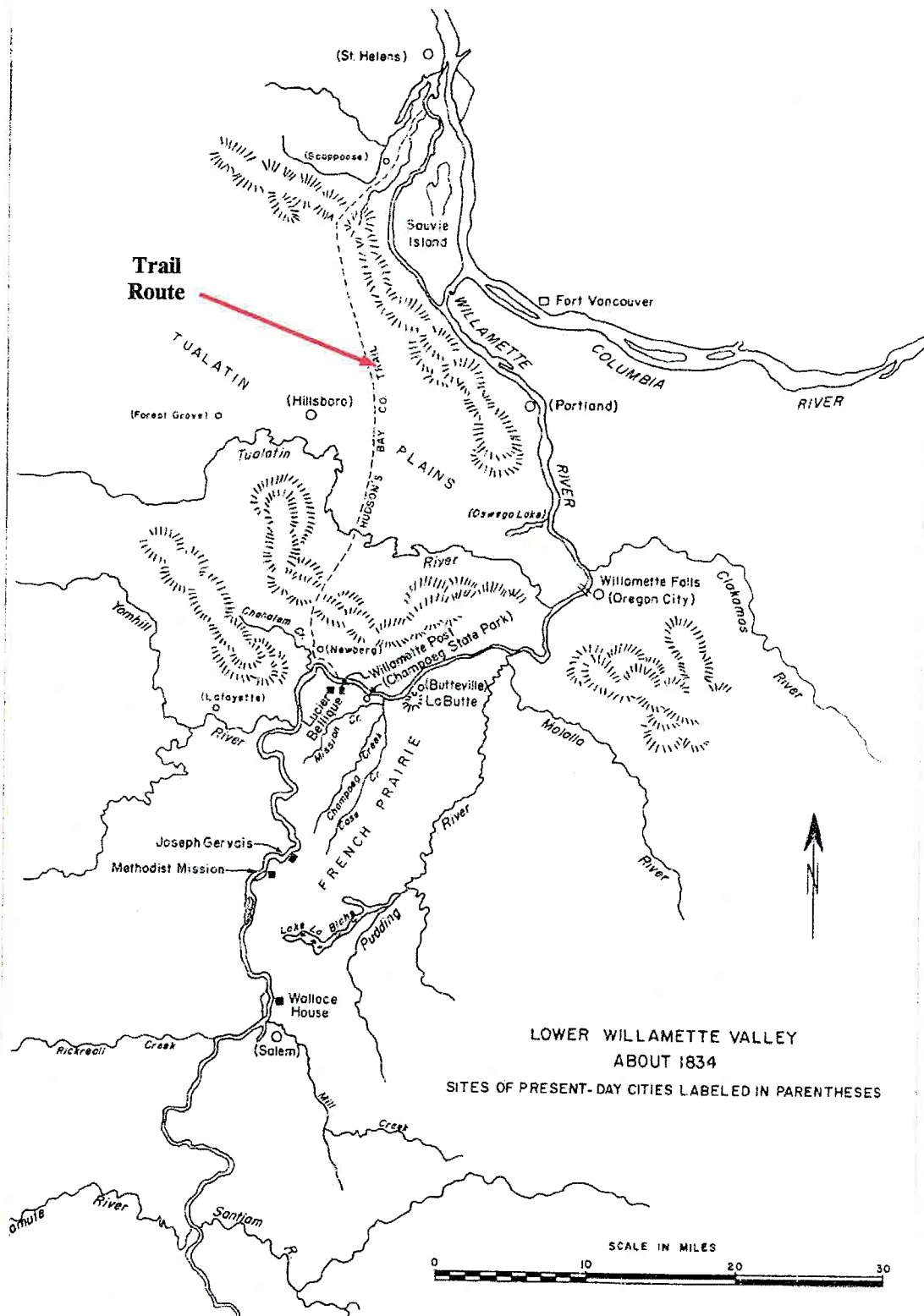
Ewing Young, for whom the park is named, came to the Newberg area in 1834. With several others, he went to California in 1837 and drove 600 head of cattle to Oregon, breaking the control that the Hudson's Bay Company had on supplies in the Oregon Territory. In 1838, Young built the first sawmill in Oregon, located on Chehalem Creek about a mile up from the mouth. Young's landing on the Willamette was likely near the future location of J.B. Rogers landing, and was in the vicinity of current Rogers Landing Park and Boat Ramp.

The provisional government for Oregon Territory was established in 1841 at Champoeg. The formation of the government was spurred by the death of Ewing Young and the need to settle his estate. Shortly after the provisional government was established, a fur trader named Michael



Map taken from *The Kalapuyans*, Harold Mackey

Figure 3: Twalaty Band Territory

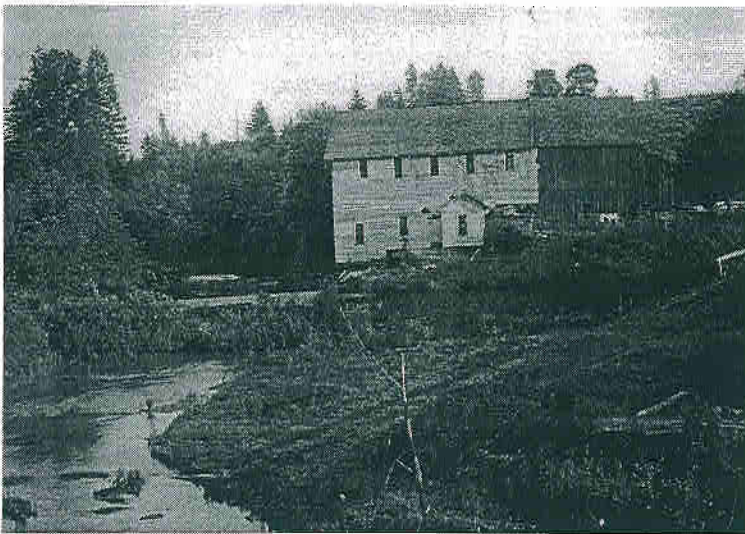


Map from *Champoeg, Place of Transition*, J. A. Hussey

Figure 4: Indian Trail Map

moved back to French Prairie in 1846. Shortly afterward, Joseph B. Rogers acquired the claim. Another former fur trader named Baptiste DeGuire had a claim that included the site of Ewing Young's sawmill, and part of DeGuire's claim became part of David Ramsey's in 1847.

After acquiring the Placide claim, Joseph B. Rogers founded the town of Chehalem in 1848 on the north side of the Willamette, likely in the vicinity of Rogers Landing Park today. Among several other enterprises, he ran a ferry across the Willamette from Rogers landing. In addition, his family operated a trading post, and records show that a shoemaker and a blacksmith resided in "Chehalem" for at least a short time. A *Newberg Graphic* article from 1939 on the history of Newberg indicated that there "was a general store at Rogers' Landing which started in 1855. It ran a few years and then after a period of vacancy reopened again in 1870."



David Ramsey and Andrew Hagey arrived in 1847 and took out claims west and southwest of J. B. Rogers. By 1850, Ramsey and Rogers were partners in a sawmill on Chehalem Creek. Many of the claim boundaries for the claims around Newberg shifted around with some frequency, but both the Rogers and Ramsey claims stayed pretty much the same since Rogers and Ramsey first staked them.

Photo courtesy of Yamhill County Historical Society

Ramsey's Mill. Ewing Young Park is at this location today.

In the 1930's, C.J. Edwards, the son of Jesse Edwards, wrote an article for the *Graphic* recounting his memories of Newberg in 1880, when his family first came to town. According to his recollection, David Ramsey had a substantial pioneer residence near his mill, with a barn and orchards. The old Rogers house stood somewhere near the old Spaulding paper mill, which is still standing on the SP Newsprint site. The Hageys owned a claim closer to town, and their home was at the location of the Hoover house. From the Hagey house down to the river, everything was scrub oak and fir except for the Rogers house. Edwards also noted that at the bottom of the hill below where the SP Newsprint is now located, freight was unloaded from boats for the community. This was probably the site of today's Rogers Landing Boat Ramp and Park, which before that was Rogers' landing, and before that, Ewing Young's landing.

In his article, Edwards also recalled that people at that time traveled mainly by river. According to him, if Chehalem Valley residents wanted to go to Portland, they would get an early morning boat in Dayton and get into Portland in late afternoon. By horse and wagon, it would take a day to get to Portland and a day to get home.



View up the Willamette toward Ash Island

Photo courtesy of Yamhill County Historical Society

The view above is taken from what is likely the current site of SP Newsprint, looking upstream toward Ash Island. This is likely how the river looked at the time that Edwards first came to the Newberg area, in the 1880's. The river served as an early transportation corridor. Sternwheelers connected the cities on the Willamette with each other, and with Portland. However, as Edwards' reminiscences show, these boats did not stop in Newberg. People residing in the vicinity of Newberg had to travel to catch one of the regularly scheduled boats. In addition, a number of ferries crossed the Willamette, and provided the main connections across the river prior to the construction of bridges.

Gearin's Ferry, shown in the picture to the right, illustrates early ferry service and what it looked like. The photo also shows a closer view of how the riverbanks looked shortly after pioneer settlement in the Willamette Valley.



Photo courtesy of Yamhill County Historical Society

View of a ferry across the Willamette.



Photo courtesy of Yamhill County Historical Society

A bridge was constructed across the Willamette around 1915. This bridge, depicted in the picture to left, was part of the old St. Paul Highway. The old highway road passed through what is now SP Newsprint, crossed the Willamette via the bridge, and came out on the French Prairie. A new highway bridge was built downstream, and the St. Paul Highway was moved. The road to the bridge through the SP Newsprint site was vacated, but the bridge was left in place.

This bridge is still standing, but it is used for a different purpose. In the 1980's, the decking was removed and the City's water transmission lines were run across the bridge from the wellfields on the French Prairie to the water treatment plant.

Another interesting piece of transportation history is the interurban line that connected Newberg with Portland and other points throughout the Willamette Valley. Beginning in 1914, the "Red Electric" interurban railway provided a connection between Newberg and Portland. The "Red Electric"

provided efficient service and a convenient connection to Portland until 1929, when service was stopped. The ride to Portland took about an hour, a similar length as an automobile trip today.

The Willamette River has been subject to periodic flooding, and there have been several very large historic floods. Although there are controls on the river today, flooding continues to be a



concern. The photo to the left shows the river at a very high flood stage, with water almost completely covering the bridge abutments and spilling out onto the French Prairie almost as far as the eye can see.

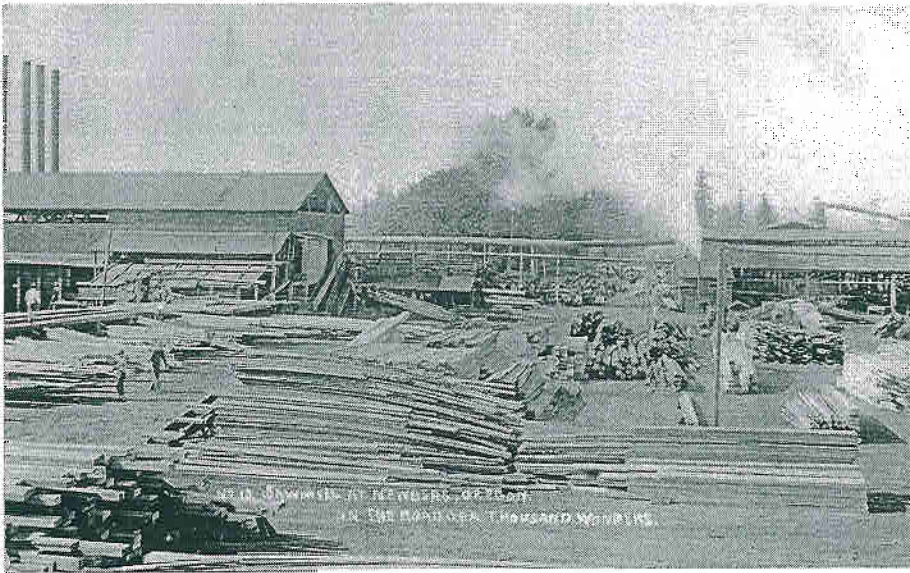
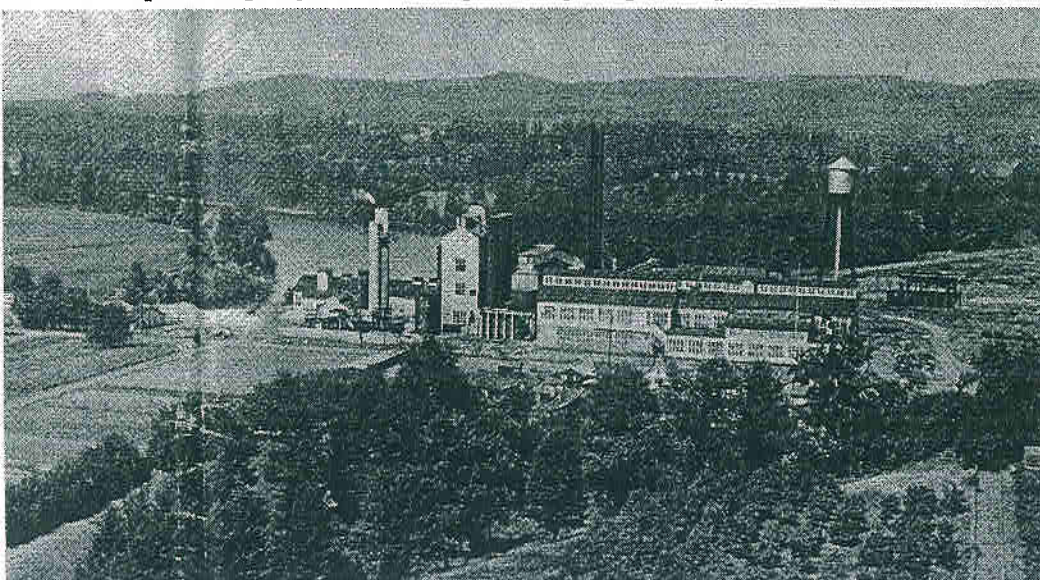


Photo courtesy of Yamhill County Historical Society

Another fascinating piece of Newberg's history is the story of the SP Newsprint site. As mentioned previously, the SP site was formerly part of the Joseph B. Rogers claim. In 1894, Charles K. Spaulding established the Charles K. Spaulding Logging Company in Newberg. He reorganized the business in 1904, when Henry Pittock and

others invested in the company. With the reorganization, he built a large sawmill on the current site of SP Newsprint. Business was successful, and Spaulding bought and rebuilt another plant in Salem in 1905. By the late 1920's, company holdings included 32,000 acres with 27,000 acres of standing timber, mostly Douglas fir. In addition to logging its own holdings, the company also purchased large quantities of logs. At their mills, all grades of lumber were manufactured, but Spaulding specialized in sashes and doors, and was the largest maker outside Portland. The company had two large door and sash plants in McMinnville and Salem, in addition to the factory in Newberg. The Newberg factory was devoted to making door and window frames, most of which were shipped to eastern markets. The firm had a large store in Portland for the sale of building materials and supplies, and sold both wholesale and retail. The photo above shows Spaulding's sawmill.

In 1927, Spaulding organized the Spaulding Pulp & Paper Company and built a 50 ton sulphite



mill at Newberg that was extremely efficient for the time. Portions of this mill are still standing and in use at the SP Newsprint site. The photo at the left depicts this paper mill, sited just below the head in the

Existing Conditions

EXISTING PLANS

A number of existing plans address the Riverfront Master Plan study area, and most of these plans have complementary visions for the area. The plans that have the most bearing on the riverfront planning effort are the City of Newberg Comprehensive Plan, the Yamhill County Comprehensive Plan, Chehalem Future Focus, the Chehalem Park and Recreation District's plan, and the Oregon Department of Transportation's Willamette River Greenway Plan. The provisions for the riverfront made in each of these plans will be discussed below.

City of Newberg Comprehensive Plan

While the project area is almost completely outside of the city limits, it is inside the City's urban growth boundary, and therefore considered to be part of the City's urbanizing area. Under the City's Comprehensive Plan, the majority of the project area is designated IND (Industrial). A small portion of the project area at the northernmost project boundary is designated MDR (Medium Density Residential). While the site that currently houses Rogers Landing is designated IND in the City's Comprehensive Plan, it is also designated as the site of a future park.

The Comprehensive Plan also contains the designation "Riverfront," but no land has been assigned this designation as yet. The Riverfront designation allows all types of residences, except manufactured dwellings, but only allows commercial uses if they can demonstrate a need to locate near the river. Open space and recreational uses are also encouraged.

The City's Comprehensive Plan has two main policy areas that apply to the riverfront area. The first is the "Open Space and Natural Resources Policy" and the second is the "Willamette River Greenway Policy." Under the "Open Space and Natural Resources Policy," the City states that floodplains and natural drainageways should be preserved with a largely open character. The policy also states that stormwater capacity, drainage, and habitat should be maintained and disturbances that might cause erosion should be minimized. Specific mention is made of the desire to have pedestrian and/or bicycle paths in open space areas. The "Willamette River Greenway Policy" adopts ODOT's Willamette River Greenway Plan by reference and then develops several specific goals for the City's riverfront. The policy focuses on keeping the riverfront open and encouraging development in uses that are river-oriented. Light recreational use is stressed as well as open space. In a potentially contradictory statement, this policy also seeks to encourage residential and commercial development while preserving the natural character of the Greenway.

The Yamhill County Comprehensive Plan

The Yamhill County Comprehensive plan also presents goals and objectives that relate to water resources. The County's policy restricts uses in the floodplain to "those which are open and undeveloped." A riparian area is established as the area within 100 feet measured horizontally

riparian areas must be reviewed so as to mitigate or prevent damage to riparian vegetation. The County's policy also supports open space, especially when the provision of such can mesh with goals for providing recreation and sport fishing opportunities.

The Park and Recreation portion of the County's comprehensive plan states that there is a lack of water-based recreational opportunities in the County. The plan indicates that the County is very willing to work with cities to increase recreational opportunities that the public supports. The section of the County's plan dedicated to the Willamette River Greenway also incorporates the ODOT greenway plan by reference. Little mention is made of policies that are specific to the County outside of the adoption of a Willamette River Greenway boundary for zoning and to comply with the provisions of Statewide Planning Goal 15.

Chehalem Future Focus

Chehalem Future Focus is a community vision statement developed by several Chehalem Valley jurisdictions, including the City of Newberg. Chehalem Future Focus has portions pertaining to the riverfront planning area. This vision identifies the riverfront as a focus of economic and recreational activity that is linked to the core areas of the participating cities. The vision also includes a greenway system to protect and conserve natural areas with pedestrian and bicycle paths along the streams and rivers. It also includes the vision of a linkage between Champoeg Park and the valley.

The vision statement was updated in 1994 to include a new aspiration for a community where active lifestyles are encouraged by community design. This update indicated that a pathway committee had been developed to work on pedestrian linkages and that plans were underway to extend a pathway over the Willamette to Champoeg Park.

Chehalem Park and Recreation District Plan

Two points in the Chehalem Park and Recreation District Plan are salient to the discussion of future uses for the riverfront area in Newberg. The first is a policy of the Chehalem Park and Recreation District (CPRD) to correlate the siting and development of parks with the roadway system. It is the belief of CPRD that the automobile is the exclusive means of transportation within the District's boundaries, and that parks should be located to allow maximum access by automobile. The second point is that the CPRD plan calls for the construction of 5 miles of trails and camping areas between 1998 and 2010. The plan states that these trails will be developed along the greenways in incorporated areas and will be looped to the extent possible in order to connect existing parks, incorporated areas, and open spaces.

Yamhill County Zoning

The riverfront project area is subject to Yamhill County zoning with the exception of one 0.32 acre parcel zoned for low density multi-family residential under the Newberg Development Code (NDC). This parcel is shown as property number 8 in Figure 2. The County zoning and the City's Comprehensive Plan designations for the parcels in the project are listed in Table 1.

Figure 5 shows the Yamhill County zoning in the project study area. In addition to the

as the Official Willamette River Greenway Boundary adopted by the State of Oregon. The County's overlay protects the land and water and provides for the review of any intensification of use or development of properties within the Greenway, as required by State regulations. Any change of use or intensification of use within the Greenway overlay district other than farming, maintenance, conservation, and restoration activities requires a Greenway permit from Yamhill County.

To receive a Yamhill County Greenway permit, a variety of provisions must be met. Among these provisions are the following:

- Natural vegetative fringe along the river shall be maintained;
- Recreational needs shall be satisfied by public and private means in a manner consistent with the carrying capacity of the land and with minimum conflict with farm uses;
- Any development shall be located away from the river to the greatest possible degree with a minimum building setback line of 50 feet from the ordinary high water line of the Willamette River except for structures in conjunction with a water-dependent use;
- Significant fish and wildlife habitats as well as natural and scenic areas shall be maintained; and
- Flood plains and wetlands are to be preserved in their natural state to the maximum possible extent.

City of Newberg Zoning

As the properties within the project area are urbanized and annexed into the City of Newberg, their zoning will change from Yamhill County zoning to City of Newberg zoning. While the future zoning of the project area will correlate to Comprehensive Plan designations, specific zoning designations can only be speculated upon at this time. However, it is clear that portions of the project area will be subject to the City's Stream Corridor Overlay Zone. The Stream Corridor Overlay zone applies to all of the identified stream corridors and Willamette River frontage within city limits. The overlay zone boundary is delineated on the City of Newberg Zoning map and is indicated with the symbol 'SC'. When the Stream Corridor Overlay was developed, the entire UGB was included in the project. Therefore, the Stream Corridor Overlay has been identified within the project area, and is shown in Figure 6. The boundary is typically located at a logical top of bank, or where no obvious top of bank exists, it is located at a distance of fifty (50) feet from the edge of the wetland.

Almost all ground-disturbing activity is subject to the provisions of the stream corridor overlay, with some specific exceptions spelled out in the Code (NDC 10.44.140). Within this overlay zone, existing single family dwellings may be expanded, but must not come closer to the stream

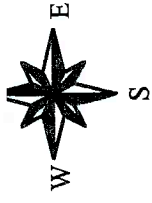
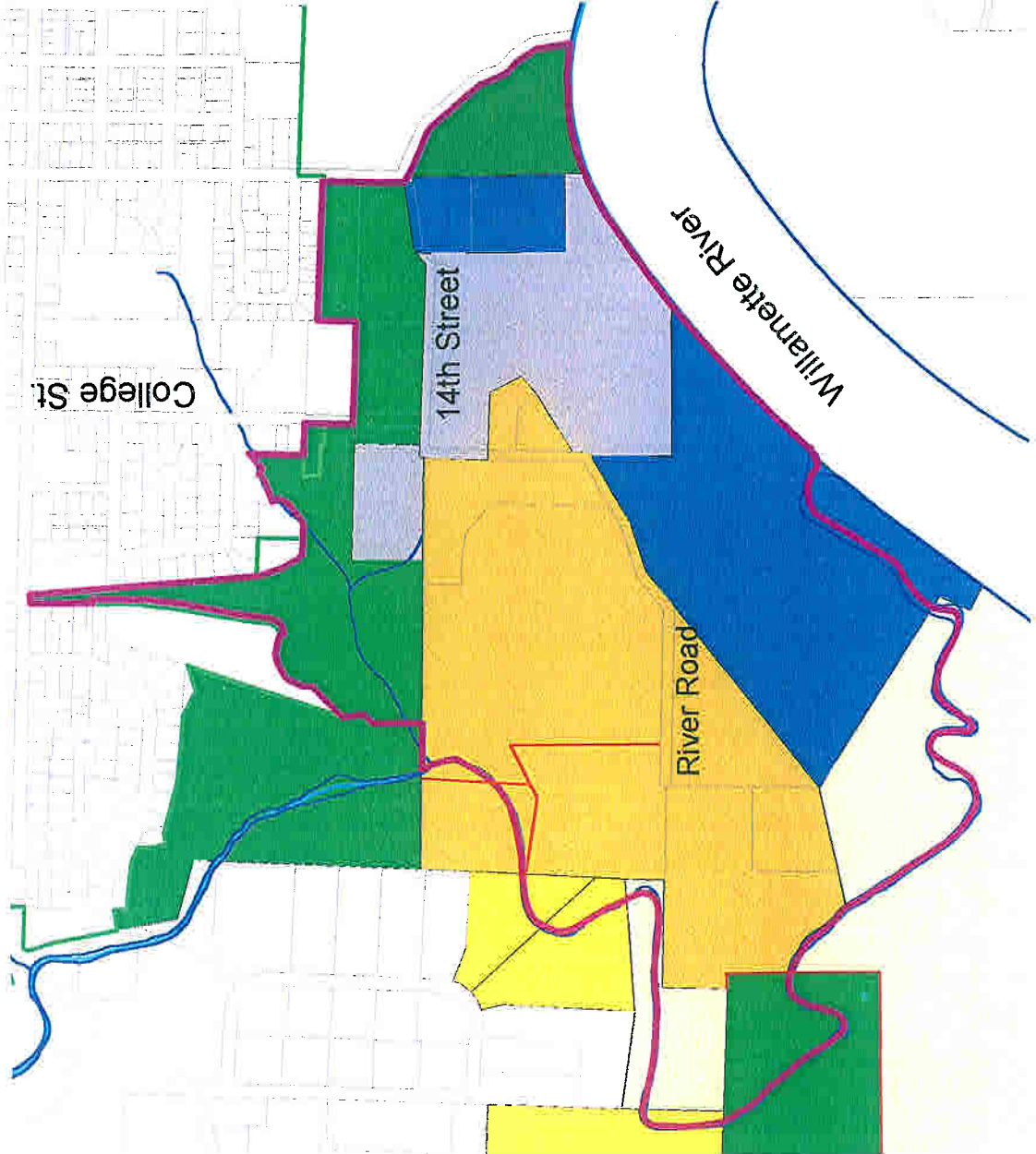
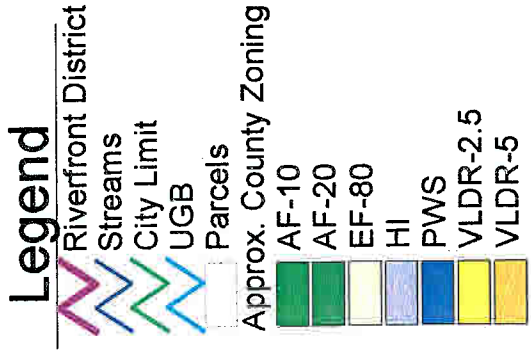


Figure Not to Scale



The red lines delineating zone and/or tax lot boundaries are approximations only and should not be considered an accurate representation of the size or shape of these zones and/or lots.

Figure 5. Yamhill County Zoning



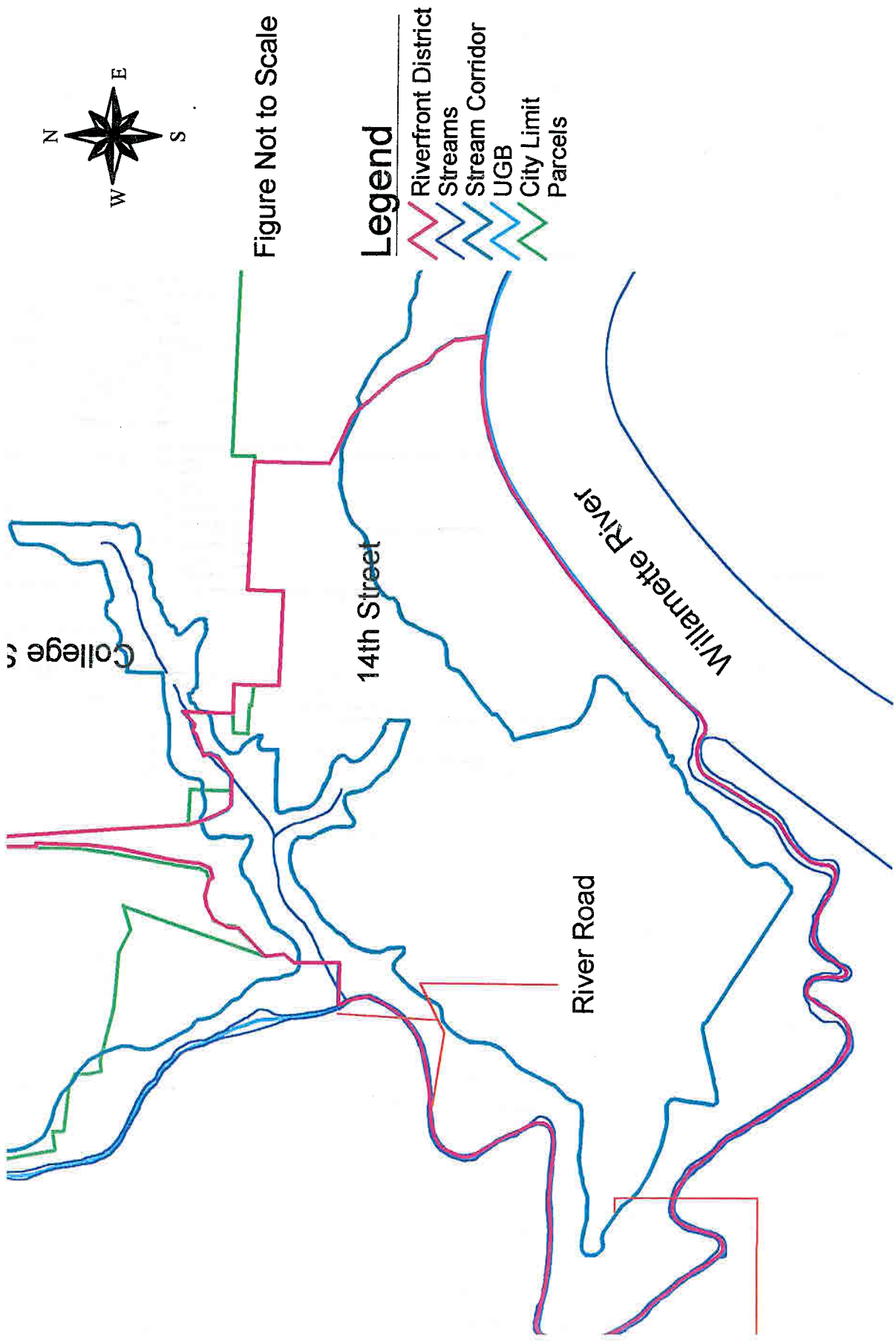


Figure Not to Scale

Legend







-  Riverfront District
-  Streams
-  Stream Corridor
-  UGB
-  City Limit
-  Parcels

Figure 6. City of Newberg Stream Corridor Overlay Zone



and may not cover more than 1,000 additional square feet than what was covered on the lot on December 4th, 1996. New single family dwellings are only allowed within the overlay zone on constrained lots. These structures may not cover more than 1,500 square feet. The transfer of development rights is allowed for residential lands in this zone. To employ transferred development rights, the development must be out of the overlay zone but still on the same site. In addition, the minimum lot size may not be reduced by more than 20 percent and the maximum dwelling unit per building area must not increase by more than 20 percent.

Existing nonresidential structures may be expanded inside this zone as long as they do not come closer to the stream or wetland and do not increase coverage by more than 1,500 square feet. No trees that are 6" in diameter at breast height or larger may be removed from this zone unless specifically exempted.

The boundary of the stream corridor may be changed up to 15% one time and one time only per parcel.

Newberg City Council Goals

The Newberg City Council holds an annual goal-setting retreat. During the retreat for 2001, the Council developed a draft vision statement for the City. Part of that vision statement addressed the riverfront:

The Willamette River has been reclaimed and is now an integral part of the community. A riverfront park has been developed that connects Newberg with Dundee and other parts of the region. The City, County, and State have been involved in creating a beautiful park that is the community gathering place. It is "the spot" for the region to gather and helps to support the sense of community and the rejuvenated downtown.

Newberg Downtown Visioning

The Newberg Downtown Association sponsored a Downtown Future Fair in March 2001 to plan for the future of downtown Newberg. This included two well-attended community workshops, which led to the development of a vision for downtown Newberg in the year 2020. Part of this vision includes a connection to the waterfront:

Newberg has successfully linked its beautifully redeveloped downtown neighborhood to the riverfront. The wide meandering walk and bikeway offer a healthy way to exercise and enjoy both of these diverse areas of the city. Folks from within our city and visitors alike take pride in the charming, restored vintage trolley that also connects the downtown and the riverfront neighborhood. The trolley, named "The Red Electric" after the electric railway system of the early 1900s, is a popular attraction to these unique areas.

EXISTING LAND USE

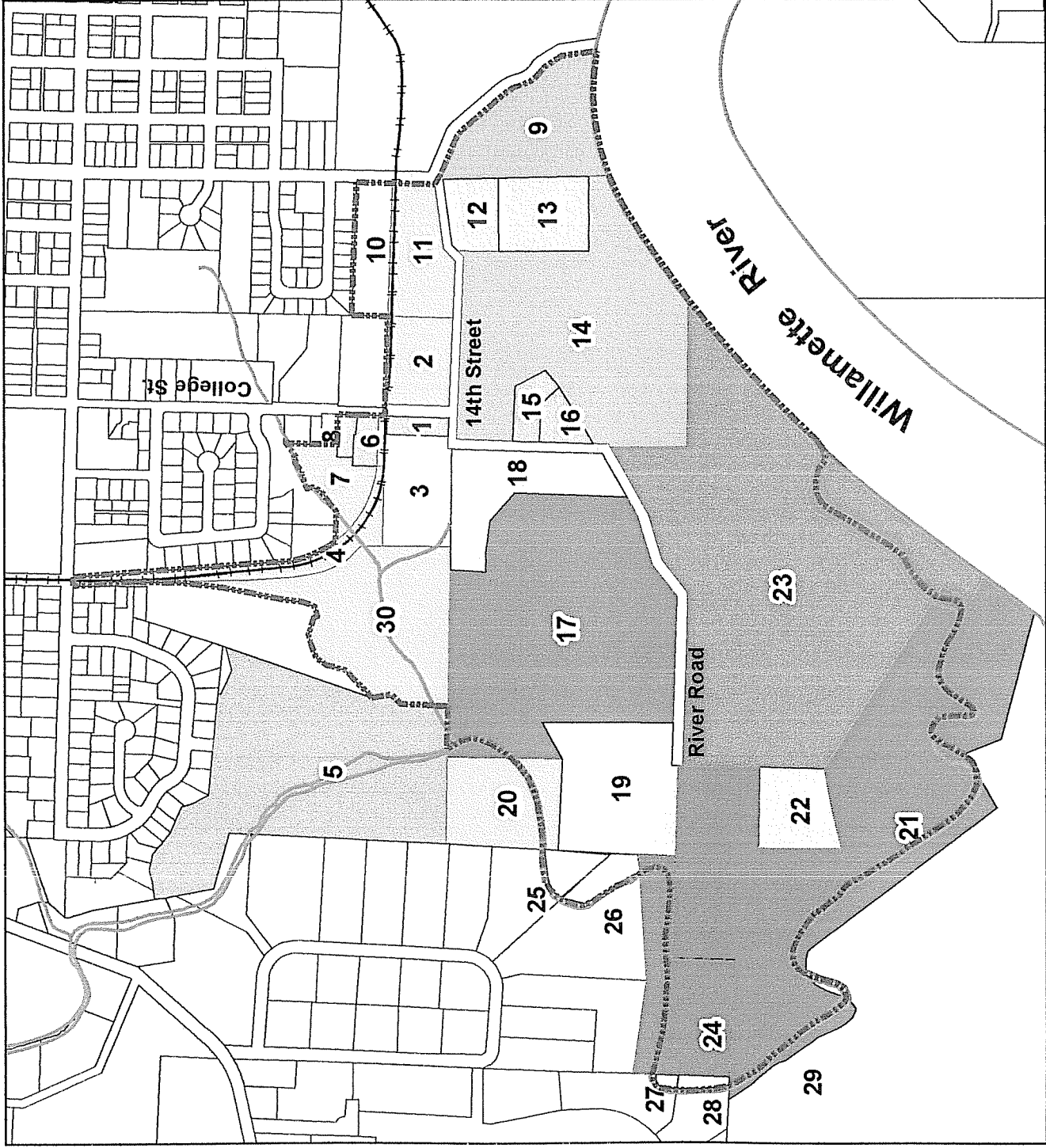
The discussion of land uses in this section will be keyed to the map of existing land uses presented in Figure 7. Identifying property numbers discussed in this section are those presented in Figure 7 (and Figure 2), and are not the parcel numbers assigned by the Yamhill County tax assessor. Please note that the lines delineating the boundaries of lots 19 and 20 are approximations only and should not be considered an accurate representation of the size or shape of these lots.

The land contained within the boundaries of the project area is generally open and employed in low density uses. Property 5 is a public park which includes a new and highly publicized skate boarding park, a BMX trail, historical interpretation, and open space. Property 20 is additional open space owned by the Chehalem Park and Recreation District. Properties 2, 4, 7, and 11 are owned by SP Newsprint and are currently undeveloped. Properties 1, 6, 8, 15, and 16 are smaller lots with residences on them. Properties 18, 19, and 22 are in rural residential and/or small farm uses. Parcels 17, 21, and 24 are hazelnut orchards.

The remaining properties contain the majority of the slopes and views in the project area, and these properties also include the Willamette River frontage in the project area. Property number 23 is a closed landfill owned by Yamhill County. According to the County's Solid Waste & Environmental Health Supervisor, the landfill closed in 1984 and is currently under a DEQ post-closure permit that expires in 2006. He also indicated that he anticipates additional post-closure permits to be issued until at least the year 2015. DEQ is required to be involved and must approve all activities proposed for the landfill property until the post-closure permit is completed and is no longer required.

Property 14 is owned by Baker Rock and contains a barge docking facility. Properties 12 and 13 formerly comprised the site of the City of Newberg's waste water treatment plant. The plant was demolished and the property is currently open space. It is still owned by the City of Newberg.

Property 9 is owned by SP Newsprint but held under long-term lease by Yamhill County. This lot contains Rogers Landing. Rogers Landing is one of the most prominent land uses in the project area. It is used by boaters, boat race spectators, and swimmers, with the heaviest use coming from boaters. Rogers Landing is the most upstream, fully accessible boat launch within the Newberg pool on the Willamette and is extremely well used. During high use days in recent years, Rogers Landing has been exceeding its capacity, and boaters have been parking on 14th Street north of the boat launching site. A master plan for the expansion and upgrading of the facility was completed in 1994. Construction has begun on these improvements. Phase I was completed in the spring of 2001. Phase II, expected to be implemented in 2002/3, will include placement of a boat launch ramp on the west end of the park.



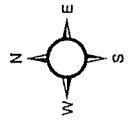
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Landuses

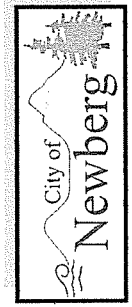
- Parcels
- Baker Rock
- Former Waste Water Treatment Plant
- Heavy Industrial
- Landfill
- Open Space
- Orchard
- Park
- Residential
- Rogers Landing
- Rural Residential
- Vacant Land

Riverfront Area

streams



Map is not to scale.



Map created by Jan Wolf 10/02
 digitis_plantfigure7.mxd

Property boundaries represented on this map are approximate only, based on assessor records. They do not constitute a property survey. This map is to be used for preliminary and general purposes. It is not intended to be complete and accurate for any other purposes. The map and associated data are subject to change without notice.

Figure 7. Map of Existing Land Uses

EXISTING INFRASTRUCTURE

Storm Drainage and Waterways

The City of Newberg is drained by three major streams: Chehalem Creek, Hess Creek and Springbrook Creek. All flow into the Willamette River. The riverfront master plan study area is within the Chehalem Creek basin, and is bordered by Chehalem Creek and the Willamette. Stormwater runoff from the master plan area is conveyed to these streams through, in order of importance, natural drainages, open ditches and underground pipes.

Stormwater facilities are shown in Figure 8. The main drainage structures within the project area noted by KPFF Consulting Engineers (KPFF) in a review of existing City system maps of the master plan area are a catch basin in 14th Street, and a sewer outfall to the Willamette River that was used by the old waste water treatment plant. The pipe now conveys stormwater from the southern blocks of River Street and is designed to serve as a sanitary sewage overflow system in the event of failure of the influent pump station at the City's wastewater treatment plant.

An unnamed stream runs through the northern tip of the study area, and is a tributary of Chehalem Creek.

The southeastern portion – approximately one-third – of the master plan area lies within the 100-year floodplain of the Willamette River and Chehalem Creek. This situation imposes significant constraints on land use and development. While details can be clarified later, it is safe to say that the southeastern area lies in the primary floodplain and is immediately adjacent to the primary floodway of the river. From a regulatory perspective, this typically means that, unless direct mitigation is provided, facilities will not be permitted that have the potential to obstruct flood flows, that are not water-dependent in their use, or that impact fisheries, wildlife or riparian vegetation.

It may be worthwhile in the future to refine the floodplain boundary by locating the critical elevation contour more precisely than it is shown on existing maps. Sometimes this process will disclose additional areas that can be developed.

Sanitary Sewer

Wastewater treatment is provided for the City of Newberg at a recently constructed (mid-1980's) plant located less than one mile east of the master plan area. The treatment plant has a 36-inch outfall into the Willamette River. The old treatment plant site is located within the master plan area.

Sewer and water facilities are depicted in Figure 9. The main sanitary sewer facility noted by KPFF in a review of existing City system maps of the master plan area is an 18-inch line in River Street. The nearest connection point to the master plan area would likely be at the 30-inch River Street Interceptor at 12th Street.

It appears that a significant portion of the master plan area lies below or remote from existing

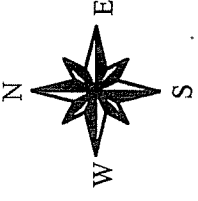


Figure Not to Scale

Legend

- Storm Drain Lines
- Storm Ditches
- Inlet Nodes
- Riverfront District
- Streams
- Stream Corridor
- UGB
- City Limit
- Parcels

Figure 8. Storm Drainage

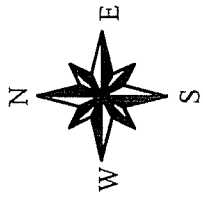
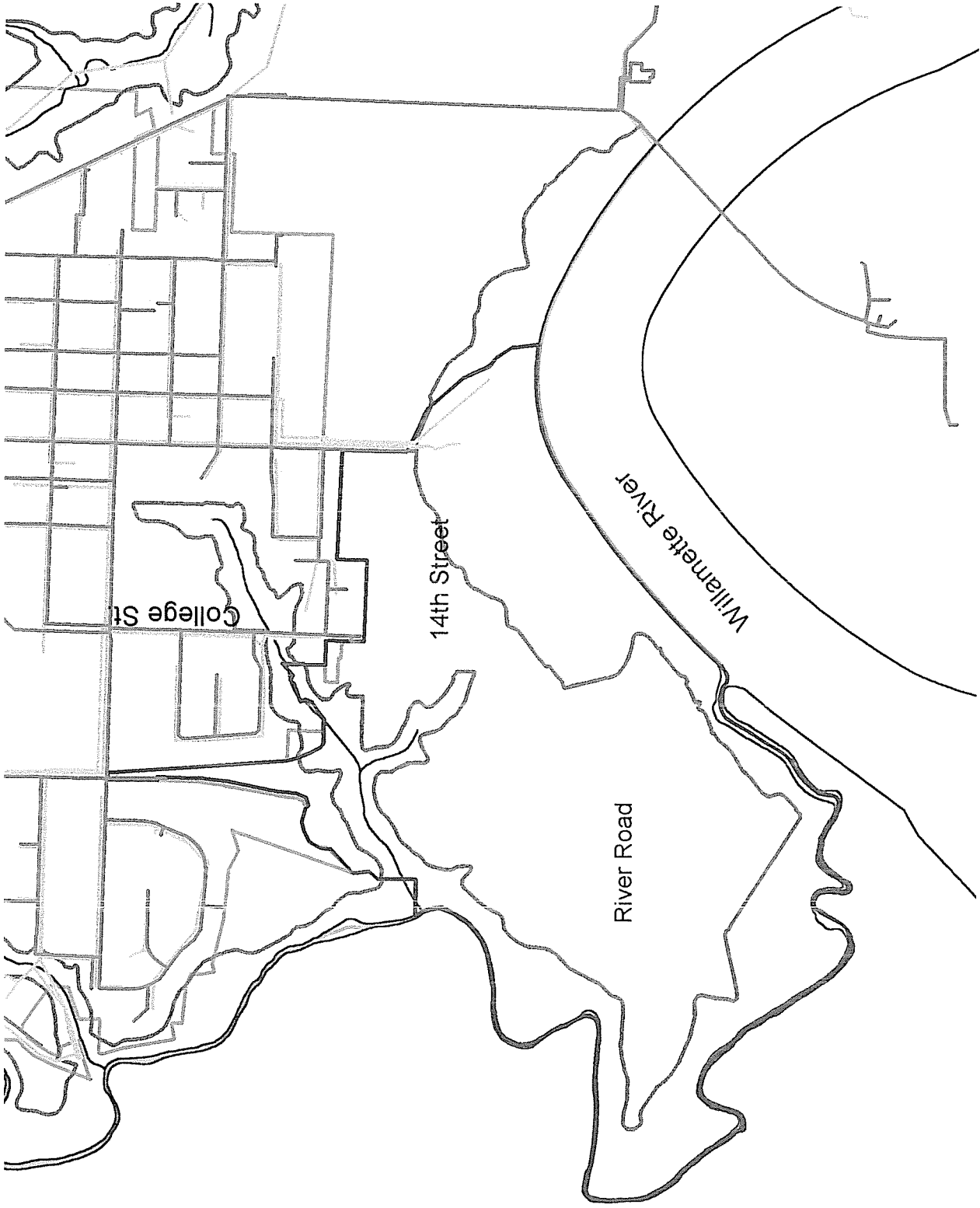


Figure Not to Scale

Legend

- Water Lines
- Sewer Lines
- Riverfront District
- Streams
- Stream Corridor
- UGB
- City Limits
- Parcels

Figure 9. Water and Sewer Lines



gravity sewers. Consequently, sewage pump stations would be necessary to provide sewer service to some areas, and certainly to all of the floodplain area. The existing restroom at Rogers Landing includes a small pump station that connects to the City's wastewater system. Seasonal inundation is a general concern in the floodplain area, with a potential for contamination of floodwaters with sewage.

Information from the Community Development Department indicates that there are no combined sewers within the City, so combined sewer flows or discharges are not a concern in the master plan area.

Water

Newberg is supplied with water from a well field south of the city adjacent to the south side of the Willamette River, as well as five springs north and northeast of the City. Water from the well field is pumped to a treatment plant located approximately one half-mile east of the master plan area, on the north side of the Willamette.

Sewer and water lines are depicted in Figure 9. KPFF's review of existing City system maps disclosed no public water supply facilities in the master plan area. The nearest connection point to the master plan area would likely be at a 6-inch main in 14th Street and River.

Transportation

Circulation

Access to Master Plan Area

Regional access to the Newberg Riverfront Master Plan area is by State Route 99W, which runs in a one-way couplet through downtown Newberg on First Street (eastbound) and Hancock Street (westbound). From First Street, River Street provides the main local access south to the east end of the riverfront area. Blaine Street provides local access from First Street south to the west end of the riverfront area via Ninth Street and College Street. Highway 240/219 is located to the east of the project area, and also provides some access to the riverfront area, via Wynooski Street, Eleventh Street, and River Street.

The intersection of River Street with First Street / Route 99W is located immediately west of Hess Creek. It is an important local hub, serving as:

- The gateway to the old downtown street grid for westbound travelers from Portland.
- The west end of the Route 99W commercial strip.
- The east end of the Route 99W one-way street couplet through downtown.
- The gateway to the Riverfront area, Hoover-Minthorn House National Historic Site, and Herbert Hoover Park.

Strengthening the identity of this hub will strengthen the identity of the Newberg Riverfront Master Plan area.

River Street

River Street is fully improved from First Street south to Fourth Street, with two traffic lanes, two parking lanes, curbs, parking strips, sidewalks and underground storm drains. From Fourth Street south to Twelfth Street, the cross-section is the same except that there are no parking lanes parking is prohibited on the west side of the street and the parking strips are wider.

The segment of River Street from First to Twelfth is a pleasant urban residential corridor with landscaping and large old trees in the parking strips. The neighborhood consists of a mix of housing quality and types, and includes some well-maintained older houses with architectural and historical interest. The pavement width in this section of street is quite narrow. The existing street improvements, although substandard, appear to be basically sound but in need of maintenance. This segment provides a good entrance to the riverfront area, but is not conducive to collector traffic volumes in its current configuration. As the riverfront develops, River Street will need further study to determine the appropriate improvements. In planning future maintenance or improvements, it will be important to optimize the character of this segment of River Street.

River Street also provides access to the west end of the SP Newsprint site. Primary access to SP Newsprint is via Wynooski Street. South of Twelfth and Thirteenth Streets, River Street is improved to a rural County road standard and lacks pedestrian facilities. Gravel shoulders and roadside ditches are present in some segments. Minor ponding and muddy verges were noted where gravel shoulders and ditches are missing.

Rogers Landing Access Road

River Street ends in a tee intersection at the top of the bank overlooking the floodplain of the Willamette River. The east leg of the intersection is the access road leading down to Rogers Landing, a boat launch ramp with a parking facility operated by Yamhill County. This road was recently reconstructed as part of the Rogers Landing expansion project. The cross-section includes a gravity-block retaining wall on the east side, two traffic lanes and an asphalt curb on the west side. There are no dedicated pedestrian facilities. Given that this access road appears to accommodate heavy volumes of vehicles towing boats, this lack could constitute a significant obstacle to pedestrian access to the riverfront. Yamhill County maintains the access road to the park.

Fourteenth Street / Waterfront Road

From the south end of River Street, Fourteenth Street provides access to the west, along the top-of-bank overlooking the floodplain and affording good views of the river. The road is improved to a rural standard, with minimal shoulders or ditches. Although pedestrian facilities are missing; Fourteenth Street appears to be a popular recreational and scenic route for pedestrians. Fourteenth meets College Street at a tee intersection.

The top-of-bank route continues west from College Street, signed as Waterfront Road. It is improved to the same rural standard as Fourteenth Street and provides access to the former sanitary landfill site and several residential and farm acreages. It appears to be less used by pedestrians, perhaps because it comes to a dead-end on a point of land above the confluence of Chehalem Creek and the Willamette River. Any opportunity to provide trail connections from

this location down to the riparian area would be valuable. However, all of the surrounding land appears to be in private ownership.

College Street / Ninth Street / Blaine Street

The western access from the riverfront area north to downtown Newberg and First Street / Route 99W runs along the alignments of College, Ninth, and Blaine Streets. The southern end of this route is improved to a rural standard, without pedestrian facilities. The northern part of the route is improved to an urban standard, with curbs and sidewalks. There are several important destinations along this route, including Edwards Elementary School and a civic complex that includes Memorial Park, the Public Safety building, the fire station, City Hall, the City Library, and a future community center at the old Central School.

South of Ninth, Blaine is a gravel road that ends at Ewing Young Historical Park. The park is located on a point of land that overlooks the confluence of Chehalem Creek and its unnamed tributary. Given that the park is owned by Chehalem Park and Recreation District, it could afford significant opportunities for stream corridor trail connections in the master plan area.

River and Floodplain Access

The only public access to the Willamette River and the floodplain in the master plan area identified is the Rogers Landing access road, which is described earlier. Several other existing roadways appear to lead from the upland part of the master plan area down to the floodplain through the former sanitary landfill and sewage disposal sites. These roadways are abandoned or closed to the public but provide significant opportunities for future access for vehicles or trails. These alternate access points could also be used to provide looped access into the parking lot at Rogers Landing.

Rogers Landing, located in the floodplain next to the Willamette River, is the site of a boat launch ramp and restroom, as well as a parking lot for boaters that has recently been enlarged and reconstructed. Sidewalks and walkways at Rogers Landing are laid out for users of the boating and parking facilities. However, the sidewalk along the south side of the parking lot provides a good route from east to west through Rogers Landing, as well as good views of the river. This route could also provide access to the large area of undeveloped floodplain that lies between Rogers Landing and the mouth of Chehalem Creek.

There is no clear pedestrian route through the existing boat launch, and plans for the future boat launch at the west end of the parking lot do not appear to include a pedestrian route. Significant conflicts between pedestrian use and boat staging and launching traffic can be anticipated without a designated route.

Willamette River shoreline access east (downstream) and west (upstream) of the master plan area is constrained by private ownership and topography. The high, steep bank of Dog Ridge constrains access to the east and riparian wetlands and the mouth of Chehalem Creek constrain access to the west. The best opportunities for regional shoreline access may be in the upland areas above the floodplain. It will be especially worthwhile to explore shoreline access to the east, given the interest expressed by the City of Newberg and Yamhill County in eventually developing trail connections to Dundee and Champoeg State Park.

There is a barge landing facility to the west of Rogers Landing, associated with the Baker Rock parcel. This facility has been routinely used to tie up and for loading and unloading gravel barges. Exploration of this facility was not possible because of a lack of access to it. However, the presence of it offers an opportunity for future development.

Street Designations

Newberg's Transportation System Plan (TSP) was adopted in 1994, and updated in 1999 to comply with the State Transportation Planning Rule. Street designations in the city include limited access highway, arterial, major collector, minor collector, and local street designations. Figure 10 depicts street designations in the vicinity of the project area. Within the project area, there are mainly local streets with some minor collectors nearby. Nearby minor collectors include:

- Ninth Street from Blaine Street to River Street
- Eleventh Street from River Street to Wynooski Street
- Blaine Street from Second Street to Ninth Street
- College Street from First Street to Fourth Street
- River Street from Fourth Street to Eleventh Street

The Transportation System Plan also shows a limited access highway passing through the project area. This is the southern bypass option discussed under the "Bypass" section below.

Bicycle Routes

Newberg's standards for arterials and major collectors require a designated bike lane. A bike route is designated down River Street to Fourth Street, and down College Street to Ninth Street. A future bike route is identified within the TSP from Fourteenth Street to Highway 99W, along the bypass alignment.

Pedestrian Routes

All Newberg street standards require sidewalks. As streets within the City are constructed or improved, they will be brought up to current City standards. Because the project area is outside of City limits, streets were constructed to County standards and consequently lack sidewalks.

Transit

The Chehalem Valley Senior Citizen Council provides limited bus service. This service runs through the project area, making a loop along College Street to Fourteenth and River Streets.

Water Transportation

The Willamette provides minor transportation, mainly for barging sand and gravel. Recreational boating also occurs on the river.

Rail

A rail line passes through the project area, and connects to the SP Newsprint facility. SP has a franchise on this track leased from the City of Newberg, which is used daily for freight service to and from SP's operation.

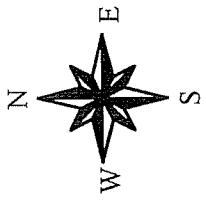
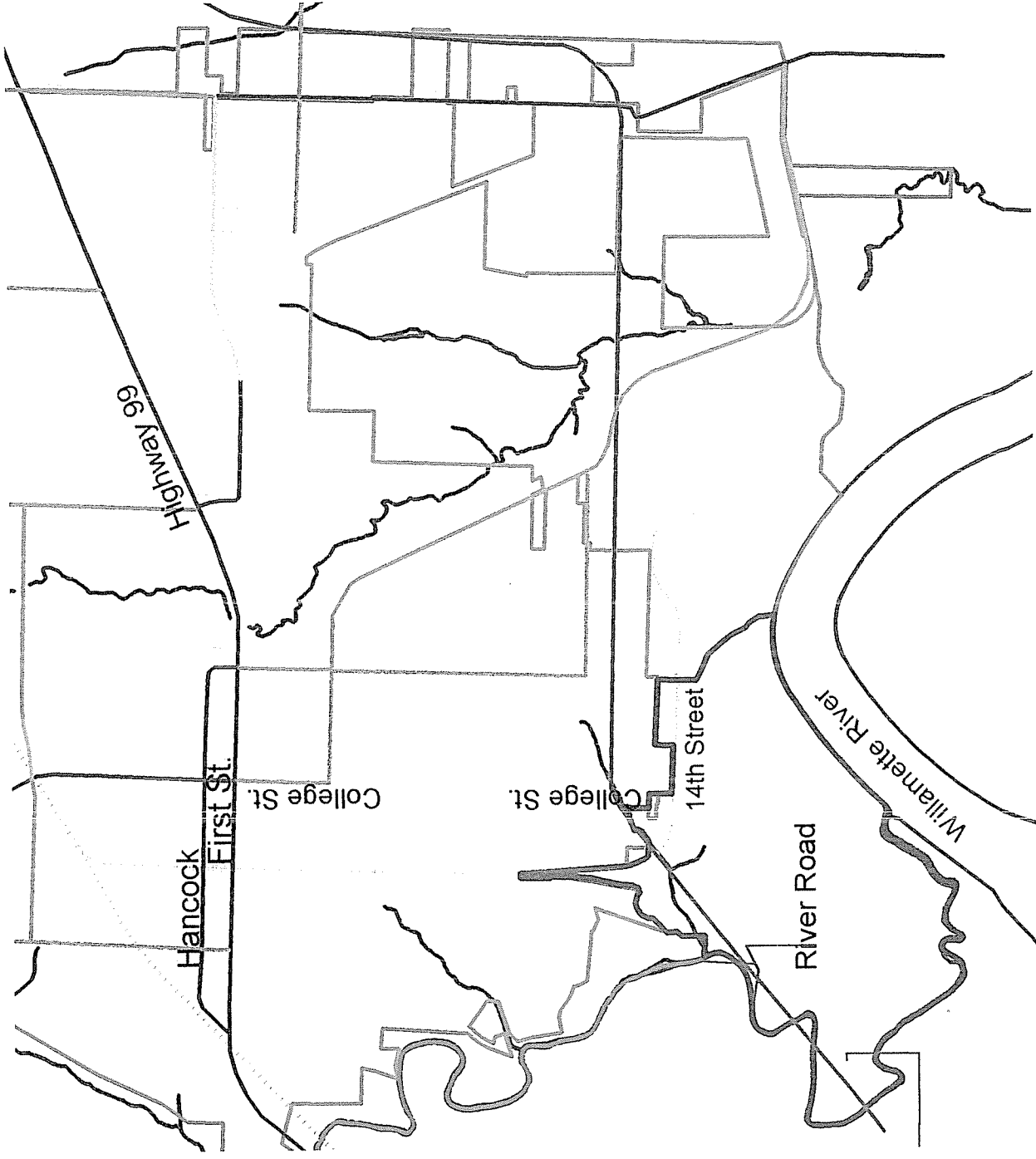


Figure Not to Scale

Legend

- TSP
- Limited Access Highway
- Major Arterial
- Major Arterial - Future
- Major Collector
- Major Collector - Future
- Minor Arterial
- Minor Arterial - Future
- Minor Collector
- Minor Collector - Future
- Riverfront District
- UGB
- City Limits
- Parcels
- Rail Road
- Streams



Figure 10: Transportation System Plan Designations

Highway 99W Bypass

Highway 99W passes through downtown Newberg, and brings a significant volume of traffic through the City. Because of the traffic impacts, a bypass of Highway 99W has been identified as a need through various planning efforts over the years. The idea of a bypass was first discussed in Newberg planning efforts more than 20 years ago. The Oregon Department of Transportation (ODOT) began a project in 1997 to address Highway 99W traffic issues.

Through the 1997 study, 3 solutions were identified. The project became stalled because of a lack of funding, when all new highway improvements were suspended throughout the State due to budgetary constraints.

Since 1997, the suspension on new highway projects has been lifted. Recently, ODOT funded the Newberg Dundee Transportation Improvement Project, which will include an Environmental Impact Statement for the location of the bypass. The Northern Bypass alternative, which was rejected as infeasible through the 1997 study, is being reconsidered because of increased regulation and ESA concerns may increase the feasibility of the northern route, which is located far away from the river. The alternatives that are being evaluated are:

- *Transportation management.* This alternative would result in no bypass. Traffic would be handled by improvements to existing streets and by transportation management.
- *Southern bypass.* This alternative passes through the project area. Previous highway planning efforts have identified this alignment as the most likely. However, new regulations such as ESA may affect the feasibility of the southern alignment.
- *Northern bypass.* The northern bypass would connect from the base of Rex Hill to Highway 99W, just south of Dundee.
- *Regional bypass.* The regional bypass alternative would connect Interstate 5 at the Donald interchange to Highway 99W via Marion County at Highway 18, past Dundee.

Through the Newberg Dundee Transportation Improvement Project, these four alternatives will be evaluated to determine which solves the traffic problems with the fewest impacts, and a preferred alternative will be identified.

NATURAL RESOURCES

Fish Issues

Existing Site Conditions

The study area is a generally slow-moving reach of the Willamette River extending from approximately river mile 50 to 51, with the Yamhill County boat ramp (Rogers Landing) marking the downstream boundary and the confluence of Chehalem Creek marking the upstream boundary. The Willamette River meanders through agricultural lands between river miles 26.5 and 60. This reach is referred to as the Newberg Pool. The gradient is nearly flat and flow is sluggish; consequently, sediments are deposited along the edges of the main channel. The study area is located adjacent to an outside bend so the banks are subject to erosive forces. However, bank erosion through the reach is attenuated by the lack of velocity.

Riparian habitat conditions through the study area are characterized by steep bank slope conditions (approximately 1.5H:1V). Slope areas support dense growth of Sitka and Piper's willow, red-osier dogwood, Douglas spirea and reed canarygrass with scattered young Oregon ash and black cottonwood. The terrace at the top of bank supports mature black cottonwood and Oregon ash, with snowberry and Himalayan blackberry dominating the understory. The width of the riparian area at the top of bank varies from approximately 25 feet wide to more than 100 feet wide. The lower 300 feet of the study area lack the large tree fringe on the terrace that is present along the remainder of the riverfront. The lack of trees is probably attributable, in part, to the active erosion of the bank through this section. Bank stability through the study area is generally good with the exception of the area adjacent to the parking area at Rogers Landing.

Upstream of Rogers Landing, the streambank is armored with concrete aggregate debris and is relatively stable although it is littered with debris such as cable and abandoned equipment from previous industrial uses.

Habitat conditions within the river are not conducive to salmonid spawning or rearing. This reach acts primarily as a migration corridor for migrating salmonids. Chehalem Creek supports winter rearing of juvenile steelhead and chinook that seek refuge from the high winter flows in the Willamette River. Juveniles are thought to move out of Chehalem Creek in spring when water temperatures warm.

Newberg Pool Water and Sediment Quality Issues

Water quality conditions in the Newberg Pool reach are monitored by the Oregon Department of Environmental Quality (ODEQ) at the Newberg Bridge (Highway 219), downstream of the Dundee and Newberg Sewer Treatment Plants (STPs) and the SP Newsprint industrial discharge. Water quality through this reach is impacted by high concentrations of fecal coliform, total phosphates, nitrate and ammonia nitrogen, and biochemical oxygen demand with additional influence from high total solids. Summer water temperatures are relatively high. Because of the slow flow in the pool, the Willamette River is less likely to assimilate pollution and is more prone to variations in water quality. On the average, Oregon Water Quality Index (OWQI) scores for the Willamette River at Newberg Bridge are fair in the summer and poor in the fall, winter,

and spring. Skeletal deformities and lesions have been documented in a significant number of fish in the Newberg Pool. Additional work by ODEQ and OSU is underway to look at causes of fish deformities through analysis of patterns of skeletal deformities including distributions across sizes, species, space and time.

Vegetation

There are large populations of invasive species in the project area. On the hillslope above the parking lot and landfill understory vegetation is dominated by Himalayan blackberry and English ivy. Both of these species retard and/or prevent the growth of native species. Without the variety of native species, food and cover resources are limited for wildlife.

Wetlands are suspected in several locations within the floodplain of the Willamette. These locations are identified on the map in Figure 11. In project area wetlands, vegetation is dominated by reed canarygrass and purple loosestrife. Reed canarygrass can be enhanced by overplanting it with trees and shrubs tolerant of wetland conditions. Purple loosestrife, which is located around the gravel extraction pond and on an island inside it, will need a more proactive control approach.

ESA Issues

Special-status species are species that are federally or state listed as threatened or endangered, candidate species for federal listing or other state species of special concern. Two fish species are of primary concern with regard to the study area: Upper Willamette River steelhead (*Oncorhynchus mykiss*) and Upper Willamette River chinook salmon (*O. tshawytscha*). These species are presently listed as threatened species under the ESA (64 FR 14517; 64 FR 14308). Coastal cutthroat trout (*O. clarki clarki*) may also occur in the project area, but were recently found not warranted for listing by NMFS (64 FR 16397). The Pacific lamprey (*Lampetra tridentata*) is categorized as a Species of Concern by the USFWS and is also included on the State of Oregon Sensitive Species List.

Vegetation in the project area has been impacted by past land use activities and it is unlikely that sensitive plant species, which typically require undisturbed native habitat, could occur on site. The understory within the forested hillslope and riparian communities is dominated by invasive English ivy and Himalayan blackberry and emergent wetland areas are dominated by reed canarygrass.

The bald eagle (*Haliaeetus leucocephalus*) is a federal and state threatened species. It is associated with rivers and lakes with nearby tall trees or cliffs for nesting. It feeds mainly on fish and also eats a variety of carrion. The bald eagle was observed flying over the river in the project area. The large cottonwood trees along the riverbank could potentially be used by bald eagles for nesting, but no nests were observed.

The little willow flycatcher (*Empidonax trailii brewsteri*) is a federal species of concern and a state vulnerable species. It is found in willow thickets at the edges of streams or forest clearings. It eats mostly flying insects. It is a summer resident that typically arrives in Oregon in mid-May. It could potentially nest in willow thickets in the project area.



Figure Not to Scale

Legend







-  Suspected Wetland Areas
-  Riverfront District
-  Stream Corridor
-  UGB
-  City Limit
-  Parcels

Figure 11. Suspected Wetland Areas



The northern red-legged frog (*Rana aurora*) is a federal species of concern and a state sensitive species of undetermined status. It inhabits wetlands and slow moving streams. It breeds in seasonal ponds where it deposits large egg masses in January/February. There is potential breeding habitat in the project area but no frogs were observed during the brief field visit.

The northwestern pond turtle (*Clemmys marmorata*) is a federal species of concern and a state critical species. It inhabits a variety of permanent and seasonal pondings including lakes, streams, rivers, sloughs and ponds; basking areas, in-water and bank refugia, and aquatic and emergent vegetation are important. Nearby terrestrial habitats are used for egg laying, dispersal and overwintering. There is potential turtle habitat in the project area.

A variety of federal species of concern and state sensitive bat species could occur in the project area. Bats roost and/or nest in large, hollow trees.

Preliminary Management Recommendations

- Stabilize bank erosion upstream of existing boat ramp.
- If boat ramp location is relocated to an upstream location, minimize removal of riparian vegetation.
- Consider diversifying shoreline fish habitat by adding inwater structure.

OPEN SPACE

Parks

There are several parks in the Newberg area, but very few that will have a direct impact on the project area. There is a wonderful opportunity to tie many of these parks together with new trails or improved connections. The City of Newberg, Chehalem Park and Recreation District (CPRD), and Yamhill County all have some land ownership both in and around the Riverfront Master Plan Project.

Within the Riverfront Master Plan area, there are two public landowners: Yamhill County, which controls the most land in the project area (Newberg Landfill & Rogers Landing), and City of Newberg, which owns two tracts of land totaling 5.45 acres. There are several private land owners using their properties in a variety of ways, from orchards to industrial uses. The Newberg Landfill site is the largest piece of contiguously owned public property within the project area and will likely provide the best opportunity, from a land standpoint, to create a park. However, because it is a closed landfill there will be associated permitting and use issues that will need to be overcome. Rogers Landing is the only piece of property in the project area that is currently being used as a park. Several years ago, Yamhill County Public Works completed a thorough master plan for a new and expanded boat launch and park at Rogers Landing. The first phase of the plan was constructed in Autumn 2000 and Spring 2001, and the next phases are planned for construction in Summer 2001 and Autumn 2001. The master plan calls for pedestrian connections to adjacent lands, both east and west, of the park in future hopes of tying in to a Willamette Greenway or other regional trail system.

Outside the study area, there are a number of local parks, schools, and other pedestrian-oriented amenities that should be considered in the planning of any development in the Riverfront Master Plan Project. Discussions with CPRD have indicated that there is a large public desire for pedestrian connections between the Willamette River, local parks, schools, and the downtown Newberg area. Ewing Young Historical Park, maintained by CPRD, is the largest, most established park in the area and will likely have the most direct connection to any future plans in the project area. Other local parks that could play an important role are Scott Leavitt, Memorial Park, Hoover Park, and Pool Park.

Trails and Connections

There are currently very few formalized trails and connections between the Riverfront Master Plan area and any of the best amenities in Newberg. The existing streets and sidewalks provide the only connections. There is, however, a great deal of potential for better and more formalized trails and connections.

Down the river from Newberg, there is a well-used bike path that runs along the opposite side of the Willamette. Many cyclists park at the public marina in Charbonneau and ride along the county road to Butteville. In Butteville, cyclists can pick up a trail along the riverfront and ride it to Champoeg State Park. This trail currently terminates at Champoeg State Park, but presents an opportunity to provide a connection to Newberg and other points on the river.

The downtown core of Newberg has struggled in the recent past and is currently undergoing revitalization, starting with the renovation of City Hall. It is hoped that in the near future many

of the vacant buildings downtown will be replaced with shops, restaurants, and other such amenities. A symbiotic relationship with the downtown core will likely be important to any riverfront development. It will also be critical to develop strong pedestrian and vehicular connections that currently do not exist. These connections can both strengthen the downtown core and riverfront development as well as tie together existing parks and amenities such as; Scott Leavitt Park, Ewing Young Historical Park, Memorial Park, Hoover Park, the Renne Middle School site, and Edwards Elementary School.

At a larger scale, the Willamette River Greenway policies adopted by Yamhill County and supported by both the City of Newberg and CPRD will go a long way in helping implement a regional trail system and connections to some of the area's best amenities. In discussions with CPRD, it was noted that there is a strong desire to link this area, along the Willamette River Greenway and a potential Yamhill River Greenway, to Dundee, Dayton, and eventually Lafayette to the west, and to Champoeg State Park to the southeast.

It is important to note that one potential route for the proposed Newberg Bypass runs through the northern portion of the Riverfront Master Plan Project and would have a significant impact on the ability to tie the riverfront together with the downtown core with a safe and enjoyable pedestrian experience.

Nearby Recreational and Parks Facilities

As mentioned earlier, there are a number of parks in the Newberg area that could play an important role in the development of the Riverfront Master Plan. The links between the Newberg downtown core, local parks and schools, along with regional parks, such as Champoeg State Park will have a direct impact on the riverfront development.

Champoeg State Park is an important regional draw for both locals and area visitors, and will be celebrating its 100th anniversary this year. There is a large day use component to Champoeg State Park, including outdoor concerts in the amphitheater, popular trail facilities, and picnic sites. Some overnight facilities are available, including several of the very popular yurts that Oregon State Parks provides in selected state parks. Plans are currently being made to increase the overnight usage by expanding the campground facilities. There is a tremendous cultural history in this area and it is important to the history of the formation of the government of the State of Oregon. The interpretive opportunities on trails and other connections from Newberg to Champoeg State Park are nearly limitless.

There are also a number of other local recreational opportunities and park facilities that could have an impact on the riverfront development. Ash Island, which has a historically agricultural use, has been talked about as being redeveloped into a regional park. Because of its proximity to the riverfront study area, these two areas could have complementary uses, such as ferry services to the island from Rogers Landing. Also, the Dundee and Newberg vineyards have a rich and detailed history of wine making in the Willamette Valley. This area is becoming well known throughout the world for the quality of wines that are being produced and could become a valuable passive recreational opportunity.

Last, but certainly not least, the Willamette River will be a very important consideration as a recreational element of the Riverfront Master Plan Project. The proximity of the river itself may provide for some special types of development within the project area that might not otherwise be possible.

Regulatory Framework

STATEWIDE PLANNING GOALS

The two Statewide Planning Goals that are directly applicable to the Riverfront Master Plan Project are Goals 5 and 15. Goal 5 protects natural resources, scenic and historic areas, and open spaces. Goal 15 establishes and protects the Willamette River Greenway. Both of these goals are discussed separately below.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

Under Goal 5, local governments are required to adopt programs that will protect natural resources, scenic and historic areas, and open spaces in order to promote a healthy environment and natural landscape now and for future generations. As part of the adoption of such a program, jurisdictions are required to do an inventory of the various types of resources present and then analyze this inventory to determine which of these resources are significant and need to be protected. The analysis must take into account the Environmental, Social, Economic, and Energy (ESEE) consequences related to protecting or not protecting these resources. Communities and the jurisdictions that represent them must then prioritize the resources and decide which to protect and which to allow development on or around.

The City of Newberg has undertaken such an inventory and developed a strategy for protecting Goal 5 Resources. The first inventory was done in 1981 and is entitled “Inventory of Natural and Cultural Resources.” This inventory was updated in 1995 with an additional inventory entitled “Stream Corridors as a Goal 5 Resource.” As a result of these inventories, goals and policies regarding the protection of stream corridors and other Goal 5 resources were incorporated into the Comprehensive Plan of the City of Newberg. These goals were implemented with the adoption of a Stream Corridor overlay zone and a Historic Landmarks subdistrict in the Newberg Development Code.

The stream corridor overlay was developed specifically to address stream corridors as Goal 5 resources. An analysis was completed of all the stream corridors inside the Newberg UGB, including Hess Creek, Chehalem Creek, Springbrook Creek, and the Willamette River. Significance criteria were developed, and the stream corridor boundaries were drawn for the entire UGB. The Newberg Development Code (NDC) Stream Corridor Overlay standards apply only to those areas within city limits. Under the stream corridor overlay, almost all ground disturbing activity is regulated, especially the creation of additional impervious surfaces such as paving or decks. The overlay’s boundary is set at top of bank or 50 feet from the edge of a wetland. For a more specific discussion of the provisions of this overlay, refer to the section on City of Newberg Zoning. The riverfront planning area is currently outside of city limits, but will eventually become part of the City and will at that time be subject to the stream corridor standards. Chehalem Creek and the Willamette River are adjacent to the Riverfront Master Plan study area.

Newberg also has a historic landmarks subdistrict designation in its development code. The historic landmarks subdistrict extends protection to any building or area designated as an historic landmark. The designation of landmark is extended to all structures on the National Register of Historic Places and buildings, structures, sites, or objects that have been identified as Landmarks in the historic resources element of the City's comprehensive plan. Nothing within the project area has been designated with the historic landmarks subdistrict designation.

Goal 15: Willamette River Greenway

Goal 15 establishes and protects the Willamette River Greenway. This goal establishes a framework for local and state governments to establish a cooperative program for the protection, conservation, enhancement, and maintenance of the Greenway. The Greenway boundaries are delineated by ODOT and have been adopted by Yamhill County as the County's Willamette River Greenway (WRG) overlay. Guidelines for establishing the boundary were set up in ORS 390.318(1) and include all lands situated within 150 feet of the ordinary low water line on each side of the River, but not in excess of 320 acres per river mile, not counting land included in state parks or recreation areas.

This goal provides several specific measures for protecting or enhancing features of the river. Among these provisions are statements establishing the following rules:

- The natural vegetative fringe along the river is to be protected and enhanced to the maximum extent practicable.
- Adequate public access is to be provided to the river with an emphasis on urban or urbanizable areas.
- Fish and wildlife are to be protected as well as the river's scenic qualities and views.
- Development is to be directed away from the river to the greatest extent possible except that lands along the river already committed to urban uses will be allowed to continue in urban uses.
- Aggregate extraction may be permitted when done in a way that is compatible with the purposes of the Willamette River Greenway.
- The partial harvesting of timber resources shall be permitted beyond the natural vegetative fringe of the river when the harvest is conducted in accordance with provisions of an approved plan that has undergone a Greenway compatibility review.

Yamhill County has adopted comprehensive plan policies relating to the Willamette River Greenway and has adopted zoning implementing these policies in the form of a Willamette River Greenway Overlay District. The boundary for this overlay zone is the same as the state's official Willamette River Greenway Boundary. The overlay protects the Greenway area and provides for the review for any intensification or change of use except for farm uses and conservation or maintenance actions.

In order to obtain a greenway permit, an applicant must demonstrate that the natural vegetative fringe will be maintained and that the water and land resource quality will be maintained. Proof must be given that habitat and scenic views will be protected and that the floodplain will not be further developed. An applicant must also provide a plan for minimizing erosion. If the applicant is proposing the intensification of a recreational use or is proposing changing a current use to a recreational use, then the applicant must also prove that the carrying capacity of the land

will not be exceeded. All intensification or changes of use must also demonstrate that they will minimize conflict with farms.

The minimum setback line under this overlay zone is 50 feet from the Willamette River's ordinary high water line except for structures built in conjunction with a water dependent use. When structures are erected in the Greenway, then the maximum possible landscaped area, open space, or vegetation must be provided between the development and the river.

The City of Newberg has comprehensive plan policies relating to the Willamette River Greenway as well. These policies mostly encourage open space and light recreational uses. According to the policies, when development occurs within the Greenway, river-oriented uses should be encouraged and property owners should be encouraged to donate land within the 100-year floodplain to either the City or Chehalem Park and Recreation District. The Comprehensive Plan recommends that transfer of development rights and other alternative approaches be considered as a way of implementing this policy.

An implementation measure was adopted to allow these policies to be translated into actions. A Riverfront District (RD) comprehensive plan designation was adopted, but no land has been assigned to this designation as yet. Under the adopted RD designation, all types of residences except manufactured homes would be allowed, but commercial uses must have a demonstrated need to locate near the river.

ENDANGERED SPECIES ACT

Several evolutionarily significant units (ESUs) of salmonid fish have been listed by the federal government under the Endangered Species Act (ESA). Two ESUs – Upper Willamette River steelhead (*Oncorhynchus mykiss*) and Upper Willamette River chinook salmon (*O. tshawytscha*) – are listed as threatened and have designated critical habitat within the lower Willamette. Critical habitat designations for these ESUs include “all river reaches accessible to listed salmon or steelhead within the range of the ESUs listed” and consist of the water, substrate, and adjacent riparian zones of riverine reaches listed in tables prepared by the National Marine Fisheries Service (NMFS) (50 CFR Part 226). Accessible riverine reaches “are those within the historical range of the ESUs that can still be occupied by any life stage of salmon or steelhead.” (50 CFR 226.212) Riverine reaches are considered to be accessible unless they are blocked by longstanding natural barriers, such as waterfalls.

In June 2000, the National Marine Fisheries Service (NMFS) adopted rules under section 4(d) of the ESA regarding the “take” of the listed species. These rules prohibit anyone from “taking” a listed salmon or steelhead, except in cases where the “take” is associated with an approved program. “Take” is defined to include harass, harm, pursue, hunt, shoot, wound, kill, trap, or collect, or to attempt any of these. For species listed as threatened, such as the Upper Willamette River steelhead and Upper Willamette River chinook salmon, Section 4(d) of the ESA requires the federal government to issue regulations “necessary and advisable to provide for the conservation of the species.” These 4(d) regulations may include any or all of the prohibitions, such as “take” prohibitions, that automatically apply to endangered species under ESA Section 9. The rules apply to ocean and inland areas, and to any authority, agency, or private individual

subject to U.S. jurisdiction. Activities or development not likely to “take” protected species will not be affected.

The rules identify a number of activities that NMFS finds likely to “take” the protected fish. Two activities that could be applicable to the Riverfront Master Plan project are:

- J. Conducting land-use activities that may disturb soil and increase sediment delivery to streams such as logging, grazing, farming, and road construction in riparian areas and areas susceptible to mass wasting and surface erosion.*
- O. Shoreline and riparian disturbances (whether in the river, estuary, marine, or floodplain environment) may retard or prevent the development of certain habitat characteristics upon which the fish depend (e.g., removing riparian trees reduces vital shade and cover, floodplain gravel mining, development, and armoring shorelines reduces the input of critical spawning substrates, and bulkhead construction can eliminate shallow water rearing areas.)*

NMFS has identified a general process that agencies or governments can use to evaluate whether proposed activities will result in “taking”. First, the agency should identify the program or activity. Next, the agency should evaluate whether the program or activity is likely to take or harm listed fish. The two factors to consider are whether the action or program will degrade existing habitat processes or functions, and whether the action or program will help restore degraded habitat processes or functions. If the program or activity is not likely to take or harm listed fish, then there is no need for the agency to modify it or contact NMFS. However, if it seems likely that it will take or harm listed fish, or if there is uncertainty whether “taking” will occur, the agency should contact NMFS.

In addition to identifying activities likely to result in “taking”, the 4(d) rules include 13 limits on “take” prohibition. These limits include specific programs reviewed by NMFS that were determined to either minimize harm to threatened fish or to contribute to their conservation and general categories of programs. Two limits that may be applicable to the Riverfront Master Plan are the habitat restoration limit and the development limit. Habitat restoration activities that are identified within watershed conservation plans are one of the 13 limits. Another limit that may be applicable to the riverfront project is the Municipal, Residential, Commercial and Industrial Development and Redevelopment limitation. NMFS will not apply “take” prohibitions to development or redevelopment conducted in accordance with ordinances that NMFS has found to provide adequate protection to listed species. There are 12 evaluation criteria that will be considered by NMFS when determining whether development ordinances adequately protect fish.

OTHER APPLICABLE REGULATIONS

If the Riverfront Master Plan includes elements that could affect rivers, creeks, or wetlands, there may be additional regulatory agencies, such as the U.S. Army Corps of Engineers and the Oregon Division of State Lands who will need to be involved when implementation occurs. If marina facilities are proposed or affected, the Oregon Marine Board may need to be involved.

Developing Alternatives

INITIAL RIVERFRONT OPTIONS

Based on research into the opportunities and constraints within the riverfront project area and consultation with the City, the team developed four alternatives for the riverfront area to present to the public. These alternatives were intended to show a range of options for the riverfront. Plans of each of the four options are included on the next four pages, and the major elements for each option are described below.

Some elements were incorporated into all of the plans. All four options included a riverfront trail as part of the Willamette River Greenway, pathway connections from the upper bank to the waterfront, and a connection across the Willamette via the old Wyooski bridge now used for water line transmission. All four options also included improved transportation connections from downtown, showing connections down River Street and College Street. All four included an open space on the site of the landfill.

Option 1

Option 1 leaves the zoning as it is currently shown on the Comprehensive Plan, and reflects a “do nothing” alternative. Option 1 leaves most of the project area in industrial use, with open space zoning on the site of the former landfill and stream corridor zoning below the top of the slope on the Baker Rock and City of Newberg properties. This option keeps buildable areas in industrial zoning designations, and provides a minor greenway and riparian corridor.

Option 2

Option 2 shows a residential mix for the riverfront area. The western part of the project area is designated for low density residential use, in the vicinity of the existing hazelnut farms. Medium density residential areas are included in the upland areas between College and River Streets. Option 2 also includes open space on the landfill site, and stream corridor zoning below the top of the slope on the Baker Rock and City of Newberg properties. A stronger connection is provided to downtown on College and River Streets.

Option 3

Option 3 shows a new “tourism commercial” zone in the upland area between College and River Streets that is specifically targeted toward river-oriented uses. The western half of the project area is designated for low density residential use, in the vicinity of the existing hazelnut farms. A more intensive trail system is established, connecting the commercial district, the low density residential zones, a more established Greenway corridor along the banks of the Willamette River, and stronger pedestrian connections to downtown. Stronger vehicular and pedestrian connections are provided to downtown on College and River, with two gateways to the riverfront at River Road and the entrance to Rogers Landing.

Option 4

Option 4 is very similar to Option 3, but incorporates a medium density zone near the “tourism commercial” zone, in addition to low density residential uses on the western portion of the project area.

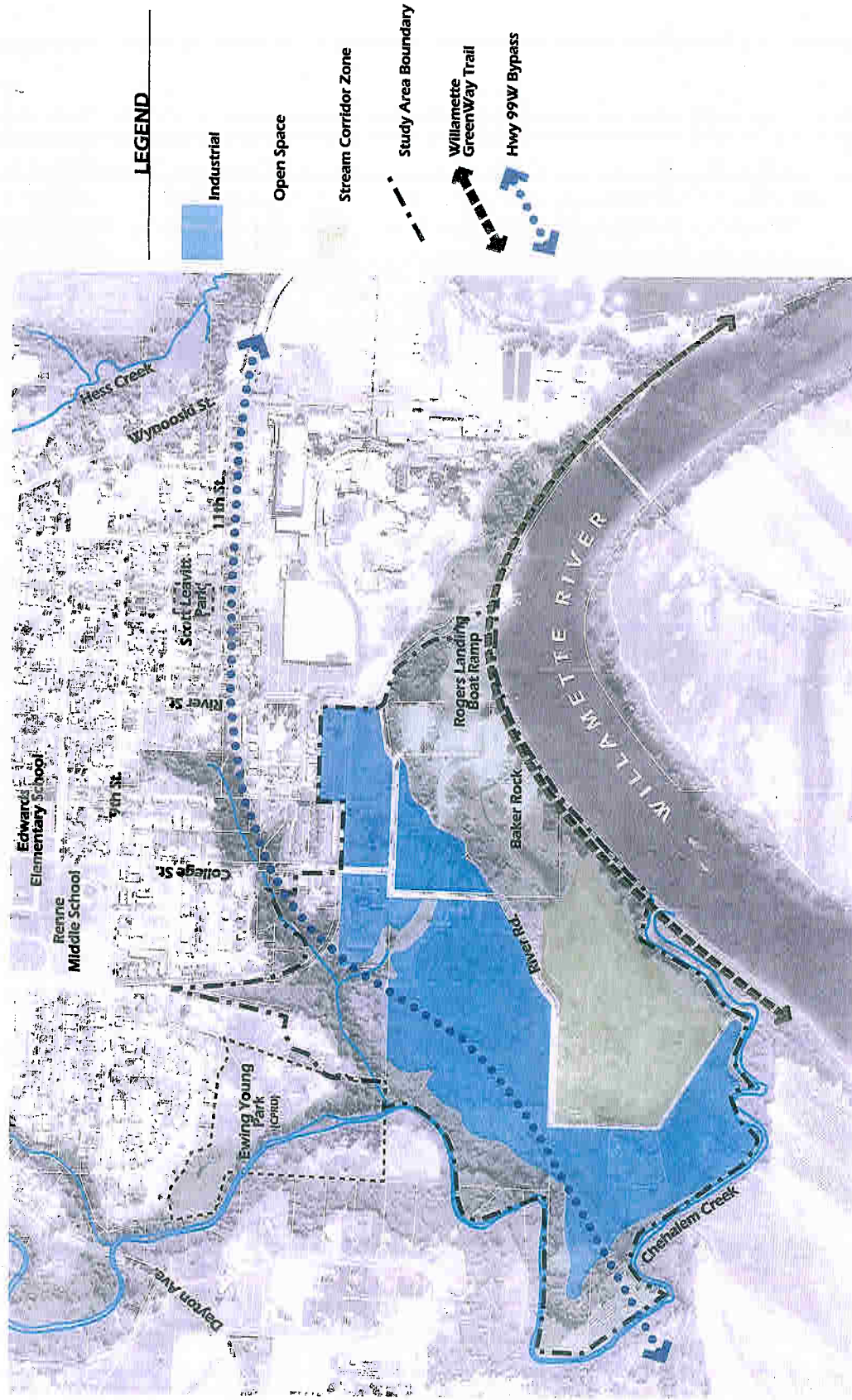
PUBLIC INPUT ON THE FOUR OPTIONS

The first of two public meetings was held on April 18, 2001 to obtain public input on the four options. The meeting began with an introduction to the project, including a slide presentation that provided an overview of the project area and key issues for the planning process. The Regional Settings map shown on the next page was used to provide an overall context for the riverfront planning project. Each of the four options was then introduced to the meeting participants, with the major elements of each concept described. The team prepared a matrix describing each of the four options, and listing pros and cons for each option. Participants were given this matrix as a handout, and were asked to comment on the pros and cons and add any others that they thought were applicable. The matrix is included within this narrative as Figure 17 for reference.







The next part of the meeting was a gallery session for review of the four plan alternatives. Participants were asked to walk around the room and review the four alternatives more closely. A member of the project team was stationed at each alternative to answer questions, take down comments, and provide additional information about the concept. Each participant was given a stick-on “dot”, and was asked to place the dot on the alternative they preferred after examining all four options.

After the gallery session, the participants were brought back together to review the results of the preferences. Options 1 and 2, the “do nothing” and residential concepts, received no support. Options 3 and 4, which both included the “tourism commercial” zone, received 14 and 10 “dots” respectively. Documentation of the April 18 public meeting, including an agenda and recorded comments, is included in Appendix B.

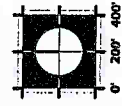
Figure 12



LEGEND

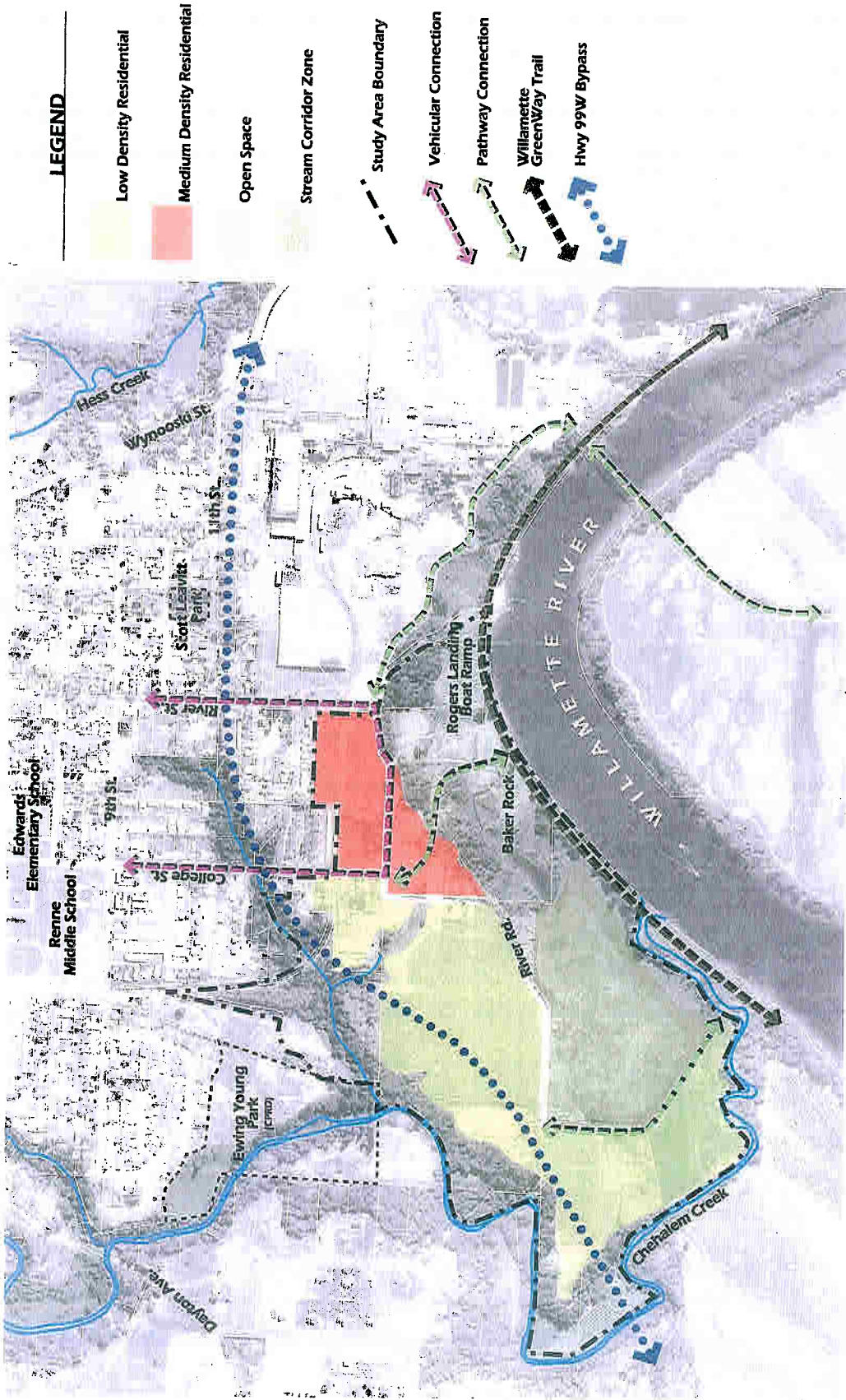
-  Industrial
-  Open Space
-  Stream Corridor Zone
-  Study Area Boundary
-  Willamette GreenWay Trail
-  Hwy 99W Bypass

NEWBERG RIVERFRONT MASTER PLAN OPTION 1



- Buildable areas remain in industrial zoning designations
- Designates landfill site for future open space
- Provides minor greenway and riparian corridor

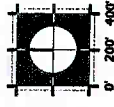
Figure 13



LEGEND

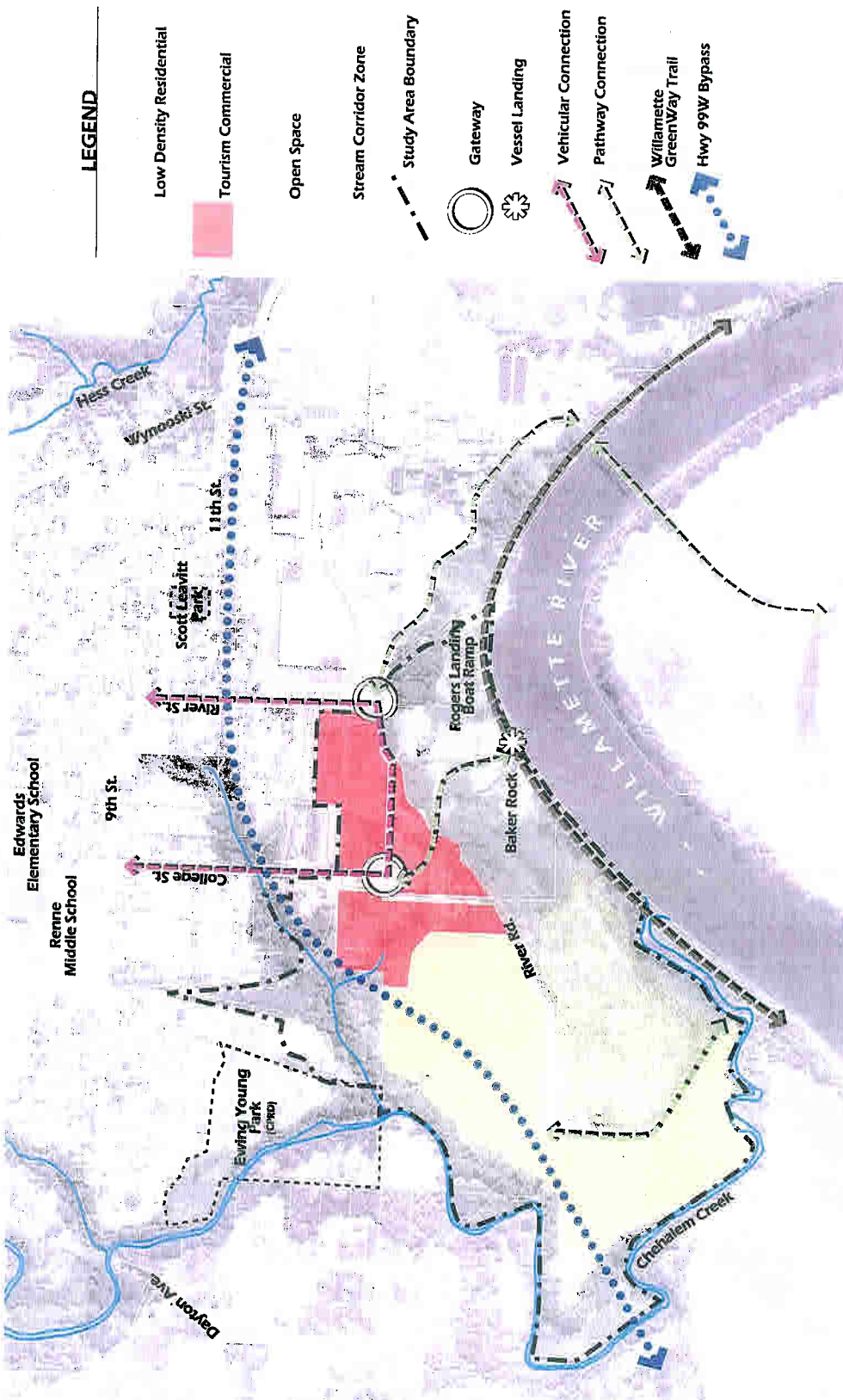
- Low Density Residential
- Medium Density Residential
- Open Space
- Stream Corridor Zone
- Study Area Boundary
- Vehicular Connection
- Pathway Connection
- Willamette GreenWay Trail
- Hwy 99W Bypass

NEWBERG RIVERFRONT MASTER PLAN OPTION 2



- Medium density residential areas in upland areas between College and River.
- Low density residential on western half of project area, in vicinity of existing hazelnut farms.
- Somewhat stronger connections to downtown on College and River.
- Provides greenway and riparian corridor.

Figure 14



LEGEND

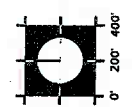
- Low Density Residential
- Tourism Commercial
- Open Space
- Stream Corridor Zone
- Study Area Boundary
- Gateway
- Vessel Landing
- Vehicular Connection
- Pathway Connection
- Williamette GreenWay Trail
- Hwy 99W Bypass

• New "Tourism Commercial" area in the upland area between College and River.

• Low density residential on western half of project area, in vicinity of existing hazelnut farms.

• Stronger connections to downtown on College and River with riverfront "gateway" area at River and the entrance to Roger's Landing.

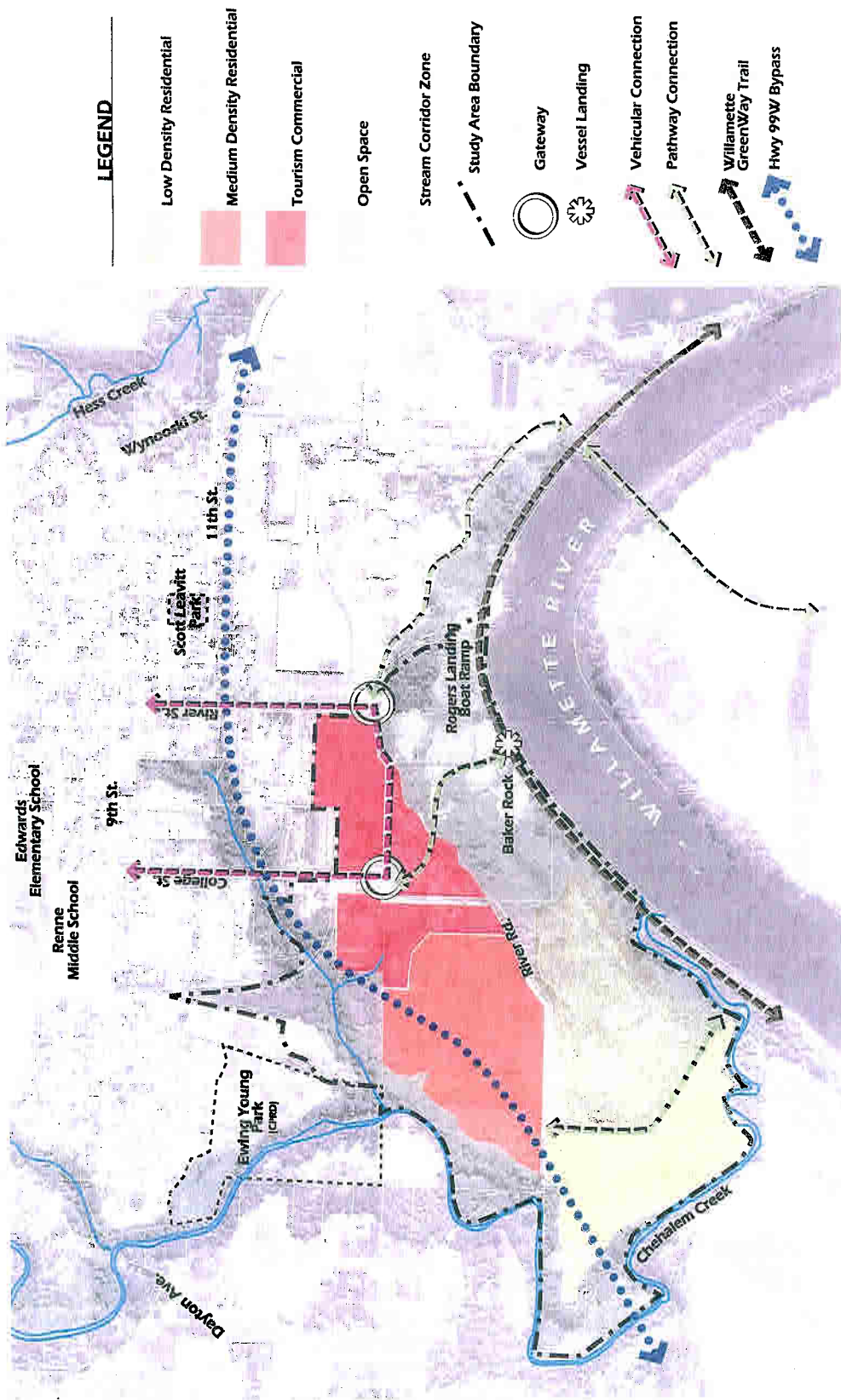
• Provides greenway and riparian corridor.



NEWBERG RIVERFRONT MASTER PLAN
OPTION 3



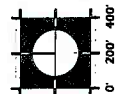
Figure 15



LEGEND

- Low Density Residential
- Medium Density Residential
- Tourism Commercial
- Open Space
- Stream Corridor Zone
- Study Area Boundary
- Gateway
- Vessel Landing
- Vehicular Connection
- Pathway Connection
- Willamette GreenWay Trail
- Hwy 99W Bypass

• Similar to Option #3, except Medium Density Residential area is included to the west of the Tourism Commercial area.



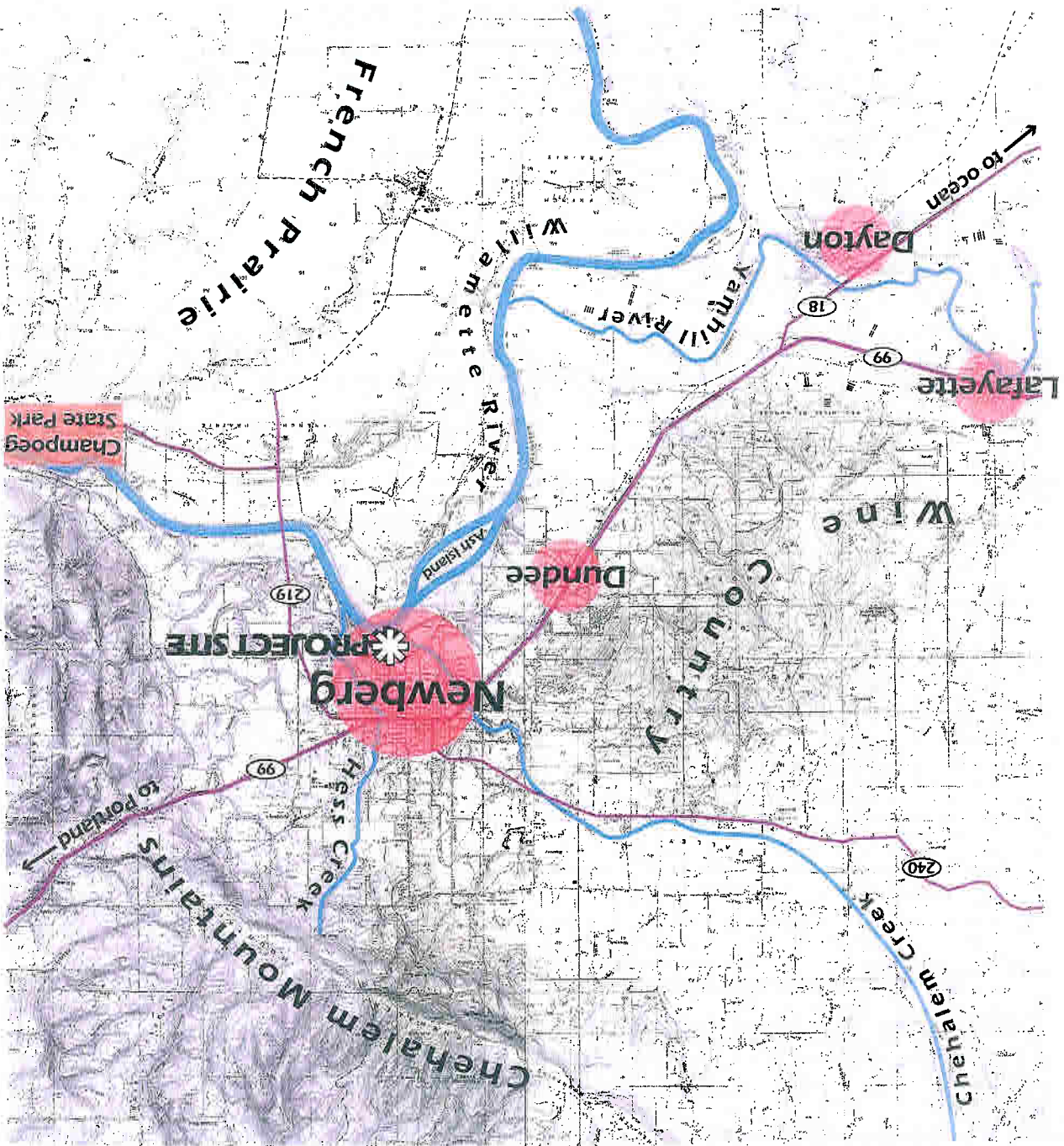
NEWBERG RIVERFRONT MASTER PLAN
OPTION 4



Figure 16



NEWBERG RIVERFRONT MASTER PLAN REGIONAL SETTING MAP



Newberg Riverfront Master Plan

Draft Riverfront Alternatives

<p>Option #1</p>	<ul style="list-style-type: none"> • Buildable areas remain in industrial zoning designations • Designates landfill site for future open space • Provides minor greenway and riparian corridor 	<p>Pros</p> <ul style="list-style-type: none"> • Maintains existing industrial land • Provides for more habitat corridor than currently required <p>Cons</p> <ul style="list-style-type: none"> • Does not address concerns about conflicts between industrial uses and the waterfront • May result in heavier truck traffic. • May not be the best land use fit with the floodplain and slopes present in the project area
<p>Option #2</p>	<ul style="list-style-type: none"> • Medium density residential areas in upland areas between College and River. • Low density residential on western half of project area, in vicinity of existing hazelnut farms. • Somewhat stronger connections to downtown on College and River. • Provides greenway and riparian corridor 	<p>Pros</p> <ul style="list-style-type: none"> • More opportunity for housing in proximity to downtown • Housing use would allow river views • Lower density uses close to prime Chehalem Creek habitat areas • Smaller scale of housing may be more compatible with slopes <p>Cons</p> <ul style="list-style-type: none"> • Doesn't provide commercial opportunities • Provides only minor recreation opportunities • Not compatible with Southern Bypass option • May increase conflicts between residential and industrial uses.
<p>Option #3</p>	<ul style="list-style-type: none"> • New "Tourism Commercial" area in the upland area between College and River. • Low density residential on western half of project area, in vicinity of existing hazelnut farms. • Stronger connections to downtown on College and River with riverfront "gateway" area at River and the entrance to Roger's Landing. • Provides greenway and riparian corridor 	<p>Pros</p> <ul style="list-style-type: none"> • Provides for river-oriented commercial and residential development. • Allows for use of riverfront for tourism and recreation-oriented economic development. • Provides stronger connections with downtown. • Provides increased recreation opportunities <p>Cons</p> <ul style="list-style-type: none"> • Increase in overall traffic within the area • May increase conflicts with habitat areas. • May not be compatible with Southern Bypass
<p>Option #4</p>	<ul style="list-style-type: none"> • Similar to Option #3, except Medium Density Residential area is included to the west of the "Tourism Commercial" area. 	<p>Pros</p> <ul style="list-style-type: none"> • Same pros as Option #3 above <p>Cons</p> <ul style="list-style-type: none"> • Same cons as Option #3.

We appreciate your comments!

CREATING THE DRAFT RIVERFRONT MASTER PLAN

Based upon the support for Options 3 and 4 and the community's interest in creating a special river-oriented commercial zone, the project team proceeded with creating a draft riverfront master plan that incorporated Options 3 and 4 with refinements and additional detail.

Through the creation of the draft riverfront master plan, the team continued to refine the plan and add detail. Key views were identified. The segment of Waterfront Road near the entrance to Rogers Landing was moved back from the edge of the bluff to allow development sites on the river side of the road. In addition, a minor River Road realignment was shown to facilitate development of a strong gateway intersection. The pathway connection across the Willamette to the French Prairie was maintained, and the old Wynooski Bridge continued to be shown as the crossing.

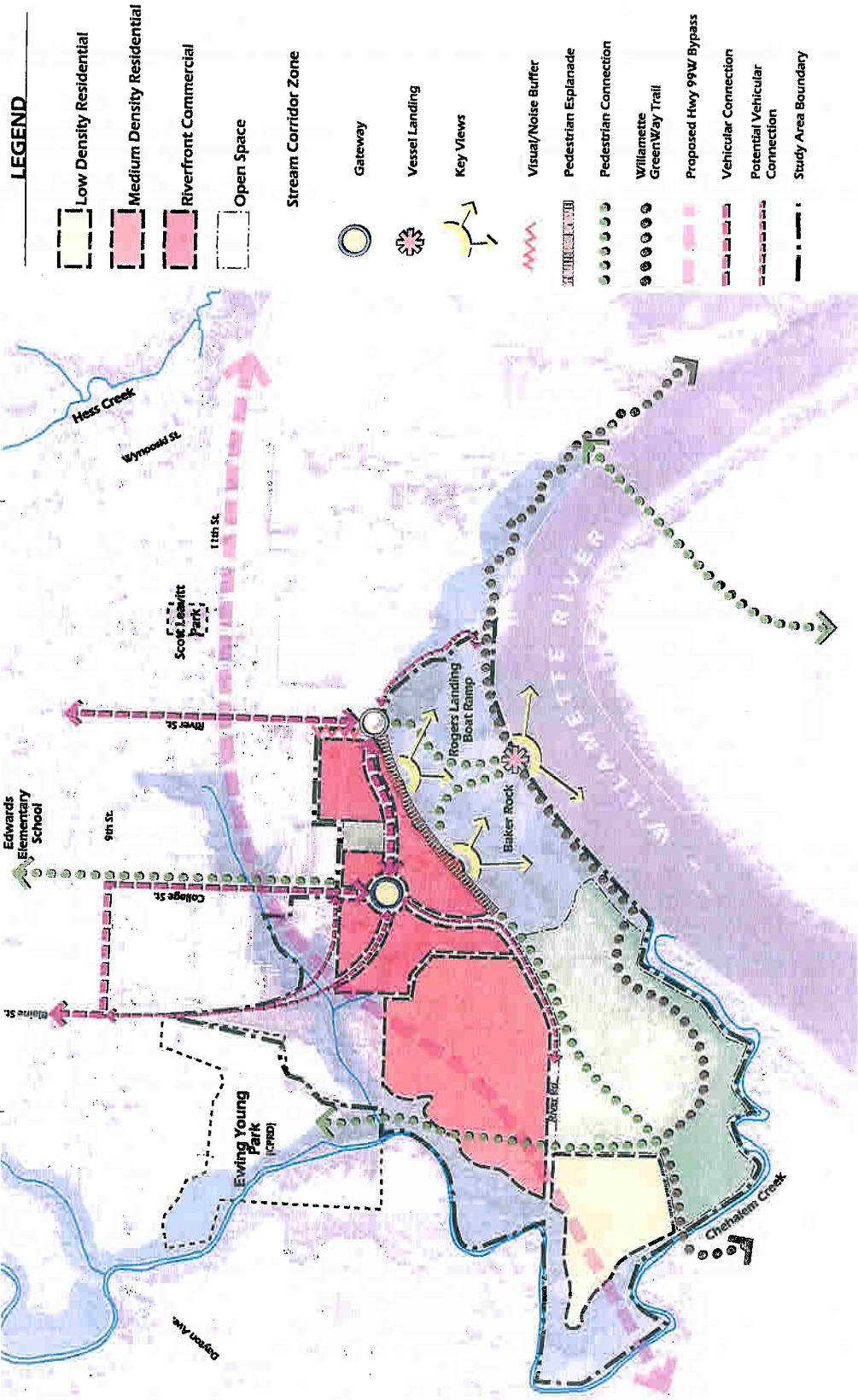
Further review was made of the old Wynooski Bridge and the railroad alignment. The bridge was reviewed to determine whether the development of a pathway using the bridge is possible, and the railroad alignment was reviewed to determine whether it is possible to extend Blaine Street through the alignment. The memo resulting from this brief review is included in Appendix C. As a result of the review, the pathway connecting to the bridge was moved to midway down the slope in response to significant site constraints along the top of the bank. Another possibility for this area would be a floating walkway, as was recently constructed in Portland, for areas where slope constraints.

The gateway in the center of the riverfront commercial area was shown as the main entrance to the riverfront area, with the eastern gateway (near the Rogers Landing drive) providing a secondary riverfront entrance. A park or open space has been added to the riverfront commercial area to take advantage of an existing oak grove and to provide a public open space in the central portion of the riverfront commercial zone. Buffering on the east edge of the riverfront commercial area is shown as a plan element to provide a visual and noise buffer for the commercial area from the operations on the SP Newsprint site. The draft master plan also includes an esplanade along the top of the bluff through the riverfront commercial area to provide opportunities for the public to view the river.

Some of the refinements to the plan were specifically based on comments from the April 18 meeting. The draft master plan extends the open space area on the landfill site to include the floodplain land immediately to the west. In Options 3 and 4, this was shown as low density residential housing. The Willamette Greenway trail is moved back from the river near the mouth of Chehalem Creek to protect the high quality habitat in the creek corridor. The Greenway trail is now shown crossing over the creek further upstream, near where a tractor crossing was previously located. Also, a stronger path connection to Ewing Young Park is created, with a connection to the esplanade and riverfront commercial district. Because of community interest, Blaine Street is shown as a major transportation connection from downtown.

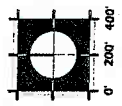
Along with development of the draft master plan map, the team began to develop a framework for the riverfront commercial district, including identifying land uses, design features, and potential standards. To define the riverfront commercial district, the team began to identify uses

Figure 18



LEGEND

- Low Density Residential
 - Medium Density Residential
 - Riverfront Commercial
 - Open Space
- Stream Corridor Zone**
- Gateway
 - Vessel Landing
 - Key Views
 - Visual/Noise Buffer
 - Pedestrian Esplanade
 - Pedestrian Connection
 - Willamette GreenWay Trail
 - Proposed Hwy 99W Bypass
 - Vehicular Connection
 - Potential Vehicular Connection
 - Study Area Boundary



NEWBERG RIVERFRONT MASTER PLAN
Draft Master Plan



that should be permitted outright, permitted conditionally, and prohibited. Design and site planning issues were identified that could be addressed through design standards. Part of this effort included assembling illustrative photo images to show to the community in order to gauge preferences for design features and development character. A draft circulation plan was developed to identify major auto, bike, and pedestrian connections within the project area and between the riverfront and downtown.

PUBLIC INPUT ON THE DRAFT PLAN AND DESIGN FEATURES

The second public meeting for the Riverfront Master Plan project was held on May 15, 2001. The main purpose of this meeting was to obtain community input into the draft plan and the design features and types of land uses for the project area.

Documentation of the May 15 public meeting, including an agenda and recorded comments, is included in Appendix B.

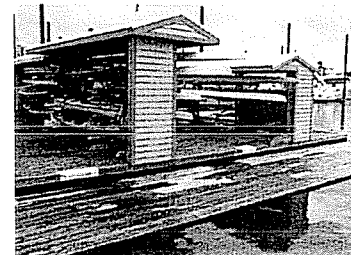
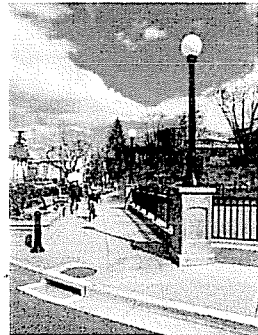
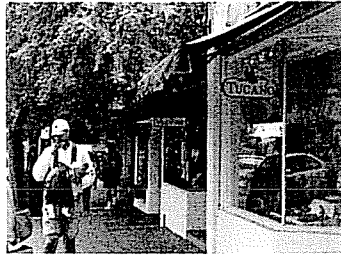
At the beginning of the meeting, there was a brief review of the results of the April 18 meeting and the work effort to develop the draft plan. The draft master plan was described, and the circulation concept plan was reviewed. After initial comments and discussion from the community, the preference exercise for the next phase of the meeting was explained.

Six boards with photographic images illustrating various types of land use character, main street character, streetscapes, esplanades, riverfronts, and residential areas were displayed around the room. Participants were asked to review the photographs to determine what they liked and disliked. They were then asked to put yellow dots on the images they especially liked and blue dots on images they didn't like. After a half hour of gallery review, the meeting was called back to order and the results of the preference exercise were discussed.

Preferences identified through the May 15 meeting are explained on the following pages.

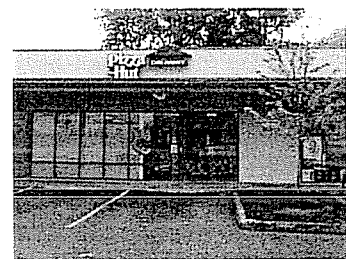
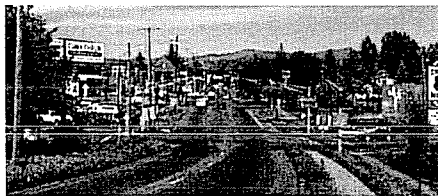
Land Use Character

Yes



- Allow land uses that are oriented towards pedestrians.
- Provide smaller scale storefronts with glass display windows.
- Provide lodging that is more residential in character — such as bed & breakfast scale lodging or “Residence Inn” style hotels. Incorporate trees, porches, gardens to provide lodging with more residential character than an “urban hotel” built up the street.
- Provide pedestrian-scale decorative lighting.
- Provide high quality infrastructure facilities that are well-designed.
- Provide bicycle facilities.
- Provide a streetscape that has sidewalks with street trees and interesting windows and storefronts.
- Provide waterfront access for non-motorized recreation.
- Avoid low-lying single story development with horizontal massing.
- Avoid commercial strip development where auto facilities, parking lots, and large signs predominate the landscape.
- Do not allow gas stations or auto repair as a use in the riverfront.
- Do not permit prominent parking between buildings and the street.
- Do not permit large auto-oriented signs.

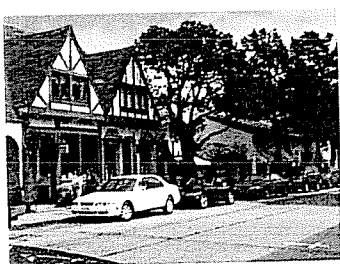
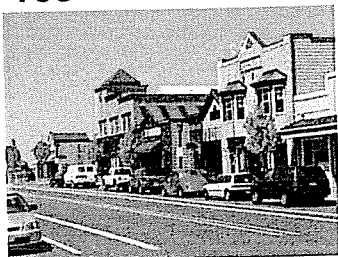
No



An analysis of the results of the preference exercise is included here. Each category, as identified on the photo boards displayed at the May 15 meeting, is listed, followed by bullet points interpreting the preferences that meeting participants indicated for each category.

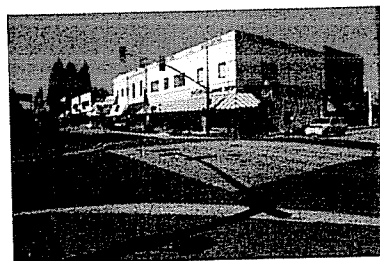
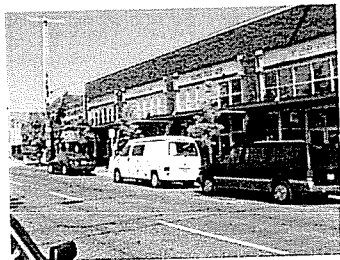
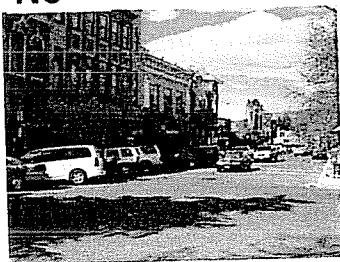
Main Street Character

Yes



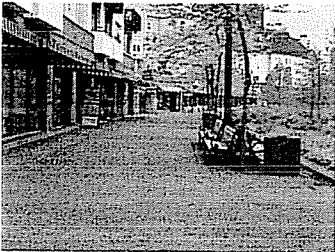
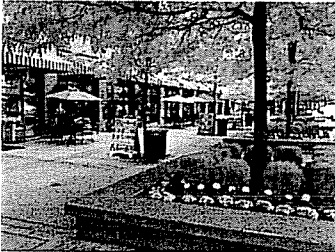
- Encourage a diverse streetscape, with small scale storefront development with a variety of heights ranging from 1 to 3 stories.
- Provide for smaller scale development that is different from downtown.
- If there is single story development, be sure that it has some presence. A minimum height standard may be necessary.
- Articulate the streetscape with varied building designs and rooflines, but maintain unity by keeping buildings with similar massing and setbacks.
- Articulate building frontages and avoid long flat expanses.
- Provide storefront windows with displays and keep buildings built up to the sidewalk for pedestrian interest.
- Provide sidewalks of a comfortable width for pedestrians, with street trees.
- Integrate signs into the building and keep them at a pedestrian scale. Avoid internally illuminated signs.
- Provide on-street parallel parking.
- Avoid large-scale office park buildings.
- Avoid tinted or mirrored glass.
- Prohibit parking lots between the building and the street.

No



Esplanade

Yes



- Provide outdoor seating areas.
- Provide trees and planters.
- Provide storefront windows onto the esplanade with awnings and other pedestrian oriented details.
- Encourage outdoor cafes on the esplanade.
- Incorporate decorative elements into the paving.
- Provide for views of the river from inside buildings as well as from on the esplanade.
- Avoid long walls without articulation, even if storefront windows are provided.
- Provide plaza areas with benches or seating walls.
- Provide riverfront access where possible.
- Provide swings and individual movable seating.

No



Greenway

Yes

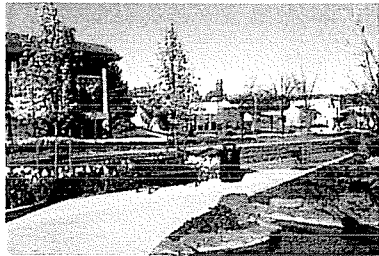
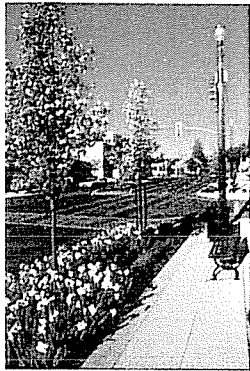
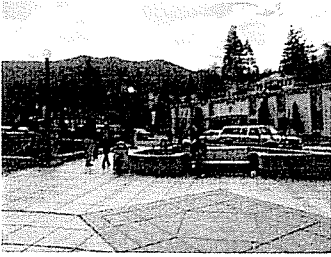


- A variety of types of paths are appropriate, depending on location and use



Streetscapes

Yes



- Provide street trees and decorative lighting.
- Where appropriate, provide planting strips between the sidewalk and the street.
- Provide high-quality benches and other street furnishings such as trash cans and bike racks.
- Allow for sidewalk cafes.
- Use decorative paving for plazas and crosswalks or to mark important nodes in the street.
- Provide impromptu seating areas, such as seating walls around planters.

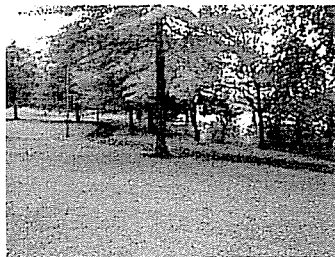


Riverfront

Yes



- Provide pathways and trails along the riverfront.
- Provide landscaping or native plantings around the riverfront.
- Avoid free-standing kiosks.
- Avoid a hard-edged treatment at the riverfront
- Provide seating areas with river views along the pathways.

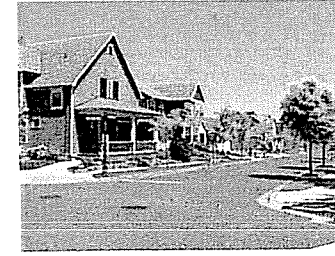
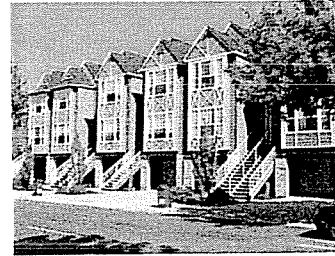
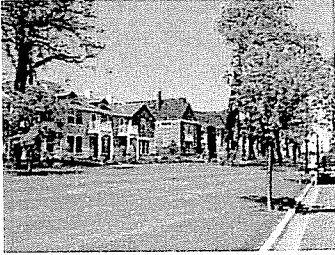


No



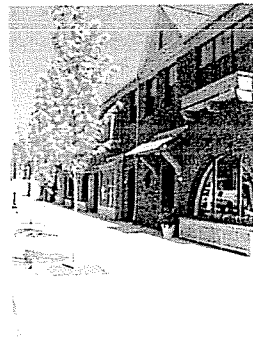
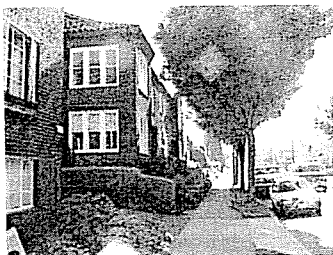
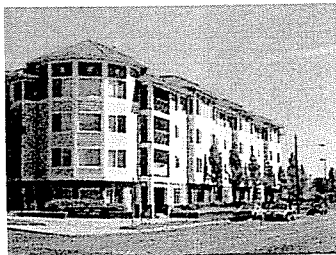
Residential

Yes



- Set back residences from the street.
- Provide a lawn or landscaping between the residence and the street.
- Provide street trees on residential streets.
- Provide a smaller-scale character for multi-family housing. If multi-family housing is constructed, provide individual front doors and porches, balconies, or patios.
- Clapboard siding, porches, and double-hung windows are good design features for housing.
- Townhouses are a good option for medium density areas, provided the units are individualized by roof forms, porches, and entries and there is landscaping.
- If apartments are constructed, providing them in buildings that look more like single family homes is better than in larger scale buildings with a single entry and double-loaded corridors.
- Avoid prominent garages and car parking. Make front doors more prominent, and tuck parking under or behind buildings. If garage doors are provided at the front of a unit, the garage entry should appear subordinate to the front door of the residence.
- Single story development is not preferred. Two to three story housing is preferred.
- For building massing, provide this or this , not this .

No



ECONOMIC FEASIBILITY

ECONorthwest Review

Concurrent with the master planning effort, an economic evaluation of the riverfront district was completed by ECONorthwest. The purpose of this review was to identify possible uses that the market would support in the riverfront area, and to identify favorable or likely uses and unfavorable or unlikely uses.

In general, ECONorthwest's review identified that recreation, residential, and retail uses are all good for the riverfront, given current market conditions. Mixed use development is another possibility, although it is usually more difficult to achieve. ECO noted that mixed use development would need to be in scale with the site and surrounding neighborhoods, and that a neo-traditional center would likely be a good fit. The review also noted that office uses are possible, but that large scale office development or office parks would not be good matches for the site. A hotel was seen as unlikely given the market and available amenities, but smaller scale lodging such as a bed and breakfast would be economically possible. ECO also indicated that a key factor in the development of the riverfront area would be funds for public improvements.

ECONorthwest's evaluation also examined the Southern Bypass, which could pass through the project area. Overall, ECO noted that the bypass would limit transportation connections between the river and downtown or would make them more expensive. The study noted that if a bypass was located closer to downtown, it would isolate the riverfront from the rest of Newberg, and that if it is too close to the river, it would isolate the riverfront district from the river itself. Also, ECO noted that noise and visual impacts from a bypass would make the riverfront area less attractive for any type of nonindustrial development, and that a southern bypass would overall create difficulties for development.

ECO examined two basic bypass scenarios: a southern bypass going through the riverfront project area but without access and a southern bypass going through the project area with an at-grade intersection allowing access to the riverfront area. The review found that a southern bypass without an access would present serious difficulties for development, because the riverfront area would be subject to all the problems associated with a bypass, including using a high percentage of the project area solely for transportation and through traffic and dividing the developable upland area, and none of the benefits that access would provide, such as an increased customer base. ECO noted that under the scenario of a bypass with an access, there would be more traffic and better access to the study area, thus facilitating commercial and recreational. However, the review found that a bypass with an access would still have the disadvantages associated with a bypass, such as noise and barriers. ECO's report indicated that a bypass with an access would be preferable to a bypass without access.

As part of the economic review, ECONorthwest also evaluated the potential of a variety of uses for the riverfront. Recreation, including an RV park and a riverboat landing, was one category of uses evaluated. Overall, ECO found that recreation would probably not be impacted by the southern bypass, and that a bypass with access would likely help recreational uses to succeed. In addition, they noted that views of the river and access to recreation are important factors for attracting other non-recreation development. ECO found that the riverfront is ideal for active and

passive recreation, and that the development of additional recreational and cultural amenities to complement already existing amenities in the area would be a good idea. An interesting idea that ECO noted as a potentially unique recreation element is horse trail development, for which there is apparently a fairly high demand.

The evaluation noted that an RV park could be feasible for the area if it was developed in a high-quality setting with good connections to nearby recreation. ECO noted that tent camping could be incorporated into an RV park, but that tent campers tend to look for more remote areas and want cheap sites. The challenge noted in the evaluation for an RV park in the riverfront area is location. ECO noted that locating an RV park along the river makes the most sense, except for aesthetics, which are likely to be very important in this particular area because of the effects on upland development. The evaluation noted that development potential on the upland would likely be diminished if it overlooked an RV park, rather than the river. ECO also noted that if a single person were developing the upland and the river's edge, they would likely not build an RV park near the river because the RV revenue would probably be less than the loss in value of the view properties on the upland. The evaluation did suggest that it could be possible to tuck a few RV spaces in near the base of the slope and screen them from view from the upper bank. Although the ECO report indicated that an RV park might be economically feasible, we believe that an RV park is not in keeping with the potential for the riverfront, and is particularly incompatible with the riverfront commercial district. It may be possible to provide some RV spaces on the former landfill site in a way that is compatible with the vision for the riverfront district, but overall, this use is not recommended.

Part of the evaluation included research into the possibility of providing recreational riverboat access and landing. ECO's research indicated that it is possible to bring some boats through the locks and up to Newberg, with enough water. However, riverboat operators indicated that demand is low for regular service to Newberg, and they are unwilling to speculate on such a route because of the high cost of operating a boat. Special charter excursion trips are a possibility, particularly if they occur in conjunction with a festival or other special event. Planning a special trip in the off-peak season (from January to early April and October to November) would also be easier. ECO's research indicated that riverboat operators prefer facilities that include a floating dock with a backpiling to prevent drifting, and water, sewer, and power available. An example of a special excursion that the economic report's findings appear to support is a wine country grape crush excursion in October.

Residential use was another land use that ECONorthwest considered in the economic evaluation. The evaluation noted that residential uses were a good choice for the riverfront area, and were supported by market conditions. River views and recreation access would make the project area an attractive site for residential development. A retirement center would likely also be a viable residential choice, given market conditions and the potential for high quality locations along the riverfront. However, ECO noted that any bypass option would be likely to lessen the value of residential property nearby, regardless of whether there is an access or not.

ECO also looked at industrial use, and indicated that this would not be a good use of the riverfront, which is view property. Industrial development would not take advantage of the view and would preclude access and views for other properties. In addition, ECO noted that

waterfront locations are no longer important to industrial firms, which don't need water transport or untreated water anymore, and that proximity to rivers is becoming unattractive to industrial uses because of increasing environmental regulations.

ECONorthwest considered the economics of a variety of commercial uses. In general, ECO found that a bypass with no access to the riverfront would not support commercial use, but that a bypass with an at-grade access would. The report did note, however, that with a bypass and access, the types of development that are easily attracted are highway and auto-oriented uses, which may not be compatible with the community vision for the riverfront.

Some of the commercial uses the ECO report indicated would be possible in the riverfront area include small retail stores, a restaurant in proximity to Rogers Landing, small-scale food and specialty retail serving the recreation area, medium scale grocery and convenience store, and mixed use development in a neo-traditional neighborhood environment. ECO indicated that a bypass with no access would make a neo-traditional center hard to achieve.

ECO indicated that smaller office uses would be best if they were mixed in with other uses, and that large corporate campus development would not be compatible because it would inhibit public access. The report findings also noted that office development, campus commercial, or retail power center are not the best uses for the site.

ECO was also asked to look at the possibility of a hotel or conference center in the riverfront area. They found that neither of these uses are likely, and indicated Newberg and the riverfront are not enough of a tourist or business destination to support a hotel, but franchise-type motels might be expected along the highways. An unlikely possibility that ECO mentioned was a specialty hotel – along the lines of a small, high quality lodge – that capitalized on recreation, a rural atmosphere and the wine country. Smaller scale Bed & Breakfast type operations are more likely for the riverfront. ECO also found that a conference center would be unlikely, mainly because these are not money-makers. The report indicated that either public agencies build them to attract people to the city or hotels develop them to sell rooms. ECO's opinion was that Newberg doesn't have enough revenue to subsidize construction and operation of a conference center, and that this is likely not the best use of funds.

The Riverfront Master Plan and the Economic Findings

Overall, the economic findings support the ideas contained in the proposed Riverfront Master Plan. The Master Plan focuses recreational, residential, and small-scale river-oriented commercial uses within the riverfront project area, which is supported by the finding that these uses make sense for the riverfront under current economic conditions.

The Riverfront Master Plan focuses recreational uses along the waterfront and in the floodplain. This takes advantage of and builds on existing recreational resources at Ewing Young Park and Rogers Landing Boat Ramp. The former landfill site is targeted for future park use. The Willamette Greenway is designated through the project area connecting to the greater Willamette Valley, and a secondary trail system connects parks within the project area and links into the Greenway. Pedestrian access to the river is improved to bring more people to the river, and better access is provided for bicyclists and non-motorized boaters. All of these recreational

elements are in keeping with ECO's finding that the waterfront is very well-suited for recreational uses.

The Master Plan also includes a special commercial district on the upland above Rogers Landing. This commercial district has been developed specifically to be smaller scale and to complement recreation uses. The river-oriented and smaller scale commercial uses in the district are intended to complement but not compete with downtown. In addition, the Riverfront Commercial district offers the potential for mixed use development. Special design standards are proposed to ensure that development is built in the small-scale character the community wants, which is in keeping with ECO's comment about a neo-traditional mixed use center being a potential good use for the area.

The inclusion of residential areas on the western portion of the project area is also supported by the economic findings. These residential areas take advantage of the views and rural character offered by the proximity of the Willamette River, the Chehalem Creek corridor, and Ewing Young Park.

The potential for a southern bypass route to Highway 99 has been a major issue for the Riverfront Master Plan effort, even though consideration of the bypass is outside the scope of the project. Although the routing of the bypass is being determined through a separate transportation planning effort that will not be completed until after the Riverfront Master Plan is complete, the southern route would have major implications for the riverfront area. Within the Riverfront Master Plan, recommendations on the bypass are included with the intent of mitigating effects that a southern bypass could have on the riverfront. One of the recommendations is that any southern bypass have an at-grade access to provide connections with the riverfront area, which is directly related to ECO's findings. In addition, general siting recommendations have been included that are intended to mitigate adverse effects on the riverfront area and the barriers a bypass would create for connectivity in the community. Finally, a Riverfont Commercial zoning district and special design standards been developed to implement the community's vision for the riverfront. These codes will ensure that auto-oriented development will not take over the riverfront district if a southern bypass is constructed with an access, a potential outcome identified in the economic study.

As the above narrative indicates, ECONorthwest's economic findings support the concept for the Riverfront Master Plan.

Riverfront Master Plan

OVERVIEW OF THE RIVERFRONT MASTER PLAN

The Riverfront Master Plan, contained in Figure 19, puts a new focus on Newberg's riverfront and sets the stage for development of a vibrant neighborhood combining small scale commercial, housing of various types, and open space oriented toward the river. The proposed plan includes a new Riverfront Commercial District that provides for pedestrian-friendly, river-oriented commercial development. Low and medium density residential areas are included in the western portion of the project area. The former landfill site and the rest of the Willamette floodplain are designated for open space.

There is a regional trail connection through the project area that connects to Dundee and to Champoeg, and that becomes a pedestrian esplanade through the riverfront commercial area. Local trail connections throughout the project area link elements within the master plan area and provide connections to sites outside the project area, such as Ewing Young Park and downtown Newberg. An important part of the trail system is the pedestrian esplanade along the southern edge of the Riverfront Commercial District. The esplanade will be an integral link between the core commercial uses and the designated open space, and will provide an elevated vantage point for the best views of the Willamette River in the project area. The plan also calls for improved pedestrian facilities at Rogers Landing and strengthened connections between downtown and the riverfront.

Maintaining key views was identified as important during the planning process. The Master Plan identifies three key views for protection. The first is at the top of bluff, on the northernmost City of Newberg parcel. The second key view is along the edge of the bluff, passing through the Baker Rock parcel. The Esplanade is aligned with this view. The third key view is located on the river's edge, in the vicinity of the existing barge tie-up.

The Riverfront Commercial District, located in the center of the study area, will have a significant impact on the style and feel of the redevelopment area. The businesses and offices located in this district will be directly related to river-oriented activities and will be different from those of downtown Newberg. Geographically, the core Riverfront Commercial District sits on top of a bluff with expansive views of the Willamette River and Ash Island. The elevated location will assure a unique user experience and will provide for development that will take advantage of the visual and physical access to the river that the citizens of Newberg have never previously enjoyed. A birdseye view of the Riverfront Commercial District is depicted in Figure 20, and shows the relationship of the commercial area with the Esplanade and the riverfront open space.

Development in the Riverfront Commercial District will be different in scale and character from downtown and other commercial areas in Newberg. The buildings will be small scale

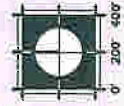
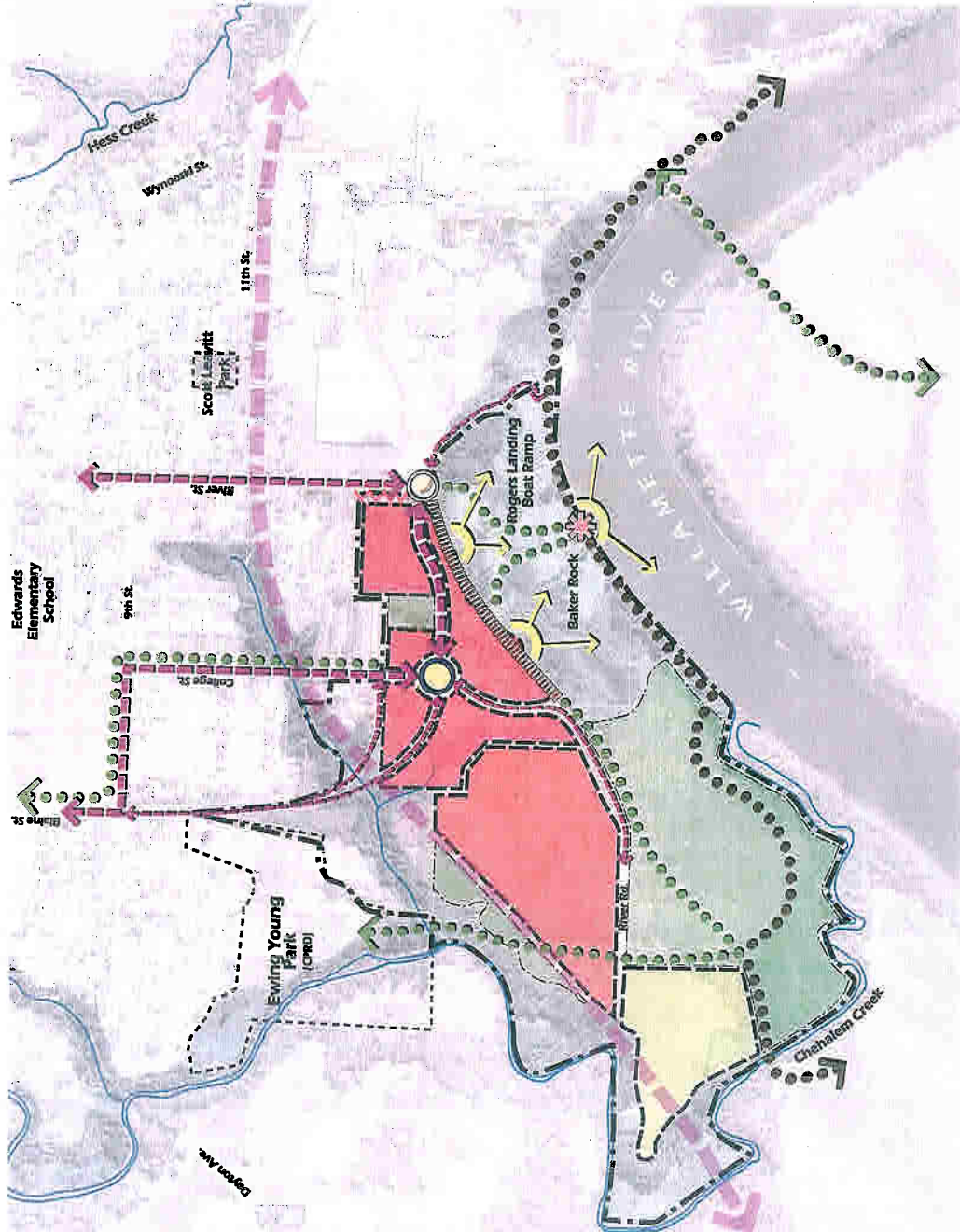
Figure 19

LEGEND

- Low Density Residential
- Medium Density Residential
- Riverfront Commercial
- Open Space

Stream Corridor Zone

- Gateway
- Vessel Landing
- Key Views
- Visual/Noise Buffer
- Pedestrian Esplanade
- Pedestrian Connection
- Willamette GreenWay Trail
- Proposed Hwy 99W Bypass
- Vehicular Connection
- Potential Vehicular Connection
- Study Area Boundary



NEWBERG RIVERFRONT MASTER PLAN
Draft Master Plan



Figure 20

**Birdseye View
of the Riverfront**



commercial or mixed-use in nature. There will be one or two-story buildings facing River Street that will compliment but not emulate the historic feeling of downtown Newberg. Buildings will be developed facing onto Fourteenth Street, creating a small-scale commercial area with restaurants, ice cream parlors, and other such uses appropriate to the Riverfront Commercial District. The sidewalks will be wide, providing for safe pedestrian movement, and furnished with benches, trash receptacles, and plantings along with parking for the convenience and comfort of the local business customers. The buildings to the south of Fourteenth Street will have the added advantage of The Esplanade as a pedestrian connection, gathering space, amenity, and as a river overlook. The design of the buildings will provide for outdoor public spaces and dining terraces, where appropriate, along The Esplanade to take advantage of the spectacular views.

In combination with the Riverfront Commercial District, the master plan provides for different types of residential zones, from medium density mixed-use to low-density single-family lots. All of the residential areas will be connected to the Riverfront Commercial District, and other adjacent sites, by the trail connections. Many of these trails will be located separate from vehicular circulation providing a higher level of safety for pedestrians.

The last major land use zones are the open space and stream corridor designations. Much of the southern portion of the study area lies below the 100-year flood plain or within an Stream Corridor protection zone. These areas will be designated as with Community Facilities zoning to address planned open space uses, or will be located within a Stream Corridor overlay zone. Within the future Community Facilities Zone is the former landfill, the limitations of which have been discussed earlier in this report. The landfill could be redeveloped as a park when the DEQ post-closure process is complete.

Pedestrian connections are a major component of the Newberg Riverfront Master Plan. Throughout the public process, one of the most consistent and vocalized concerns was the lack of local and regional pedestrian connections. There has been much discussion about plans for a greenway along the Willamette River through this part of Newberg, and specifically through the study area. Site topography and natural systems make locating the greenway trail very difficult in some locations. To the east of Rogers Landing, the severe topography and land uses adjacent to the banks of the Willamette (SP Newsprint and Rogers Landing), make it very difficult and costly to build a greenway trail through this section. Because of these limitations, the trail is shown on the Master Plan in a meandering fashion, midway between the banks of the Willamette River and the top of the slope. Another option to consider in the constrained area east of Rogers Landing is a floating walkway. Although this option is costly and obtaining permits a lengthy and difficult process, the City of Portland successfully built a floating walkway on the Willamette in downtown Portland. Where topography and other constraints make a shore pathway difficult or costly, a floating walkway may make sense.

Rogers Landing will pose a different problem. Recently, the local Newberg boat launch has undergone a complete and expensive transformation into an amenity to be used by boaters from around the region. During the design and construction phase, creating pedestrian connections to sites other than the landing itself was apparently low priority. Because of the newness of the boat launch, and the expenses incurred to build it, it may be harder to justify spending additional

money to tear out some of the new construction in favor of creating a more pedestrian-friendly environment. However, improving pedestrian facilities through Rogers Landing is very important to the success of a greenway trail. The Master Plan includes an improved Greenway path through Rogers Landing to provide a strong greenway connection and an improved pedestrian experience at the park.

From Rogers Landing heading west, the greenway trail follows the Willamette through the former landfill site until it approaches the Chehalem Creek stream corridor. Chehalem Creek flows into the Willamette River at an acute angle, creating a triangle of land that should not be developed because of the high value habitat. Therefore, this segment of the trail was deliberately located several hundred feet north, where it can cross Chehalem Creek in a much narrower section and across a historic creek crossing. As the greenway trail approaches the confluence, it moves back from the stream corridor and remains outside the corridor until it crosses the creek further upstream. The path was specifically aligned in this way for several reasons. As the natural resources review indicated, the area around the mouth of Chehalem Creek has good quality habitat and the Creek is thought to be a resting place for salmon during the winter months. In addition, although there has been extensive disturbance of the historical landscape, there may be archeological and cultural sites near the mouth of the Creek that date back to the Kalaypuyas and the early fur traders. Locating the path outside the stream corridor avoids conflicts with key Chehalem Creek habitat areas and potential sites of cultural significance. In addition, the trail has been sited to take advantage of an historic creek crossing. At the point where the greenway trail crosses Chehalem Creek, the creek banks are steeper in this area, and the crossing distance is fairly narrow. In the past, there was a small crossing at this location for agricultural use. The greenway trail crosses at the historic crossing point to limit disturbance to the creek corridor.

In addition to the greenway, the Riverfront Master Plan shows many trails connecting the different land use zones and site amenities together in a safe and pleasant pedestrian environment. One of the most important connections will be from the study area to downtown, along College and River Streets. These connections will be developed in conjunction with the vehicular connections.

The vehicular connections to and from, and even through, the study area have caused much heated debate. Current vehicular access to the study area is limited at best. The Riverfront Master Plan shows, at minimum, improved connections along River and College Streets. These streets would be widened to allow for two way traffic and parking, and sidewalks, plantings, furnishings, and lighting when deemed appropriate. Further study of the vehicular access to the heart of the Riverfront Commercial District shows a potential connection from Blaine St. to River Rd., along the railroad tracks that currently support SP Newsprint. Because of the topography and the existing rail line, further development of this option would be expensive. However, the re-construction work underway on Highway 99W at the writing of this report will make access to River Street very difficult and convoluted from downtown, making this a less than ideal connection to the riverfront for visitors. Access via College Street will be confusing to visitors. Either visitors will turn down College from downtown, and find the street deadending at Edwards School; or visitors will first drive down Blaine Street from downtown, turn left on 9th Street, and then finally turn right on College Street before entering the Riverfront Commercial

District. Both of these vehicular connections using College are less than ideal. Many advantages come from making the vehicular link from Blaine Street via the railroad corridor to the center of the Riverfront Commercial District. Blaine Street has the widest right-of-way of the three streets, the best access from downtown and the Civic Corridor, and would provide the only direct connection to the site from Highway 99W and downtown, once the highway improvements are complete.

Throughout the riverfront project, numerous questions have been raised by community members about Highway 99W and the possibility of a bypass. At the writing of this report, the Highway 99W Bypass is still an unknown. There is an ongoing Environmental Impact Study to examine bypass alternatives, including a number of possible route corridors for the southern route. Although the EIS will result in the identification of a preferred alternative, much is still unknown about the bypass at this point – including location, timing, funding, and so forth. If a southern alignment is selected, the route will certainly have major impacts on the riverfront area. A general alignment for a southern bypass is shown on the Riverfront Master Plan to signify the potential location of a bypass through or near the project area. While it is outside the scope, budget, and timing of this project to address a Highway 99W bypass, some thought has been given to the effects of a southern bypass on the riverfront district. Recommendations have been developed that are aimed at minimizing the adverse effects of a southern bypass on the riverfront and the master plan area. These recommendations are included later in this narrative.

UTILITIES

Concept utility system plans for water, sewer, and storm sewer are included in Figure 21. More detailed utility engineering will be required when development occurs. Utility improvements are keyed on the map, and an explanation of each identified utility is provided on the following pages.

The infrastructure improvements are those deemed necessary to accommodate private development in the master plan area. Public utilities are typically not extended beyond the urban growth boundary, except for health hazards. Therefore, before the City invests in public infrastructure in the areas outside city limits, annexation will need to occur.

The phasing of the utility improvements is based on an understanding of which areas are likely to develop first. Phasing packages are listed in the order in which they will be constructed, and are intended for preliminary planning purposes. Actual infrastructure packages and costs will be refined as part of future implementation projects. Capital improvement costs are estimated in current 2001 dollars, and include direct construction costs only. For planning purposes, an additional 25% for design, administration, and financing should be added, with a contingency of at least 25%.

Water System

As with other city utility improvements identified in this master plan, these recommendations for water system improvements are provided for preliminary planning purposes. Additional engineering studies will be necessary to refine the following recommendations. Water system elements are identified on the utilities plan with the letter “W”.

W-1

- Connect to existing 12-inch main in Twelfth Street.
- Construct 8-inch to 12-inch main in River Street south of Twelfth and in Fourteenth Street. Connect to existing main in College Street.

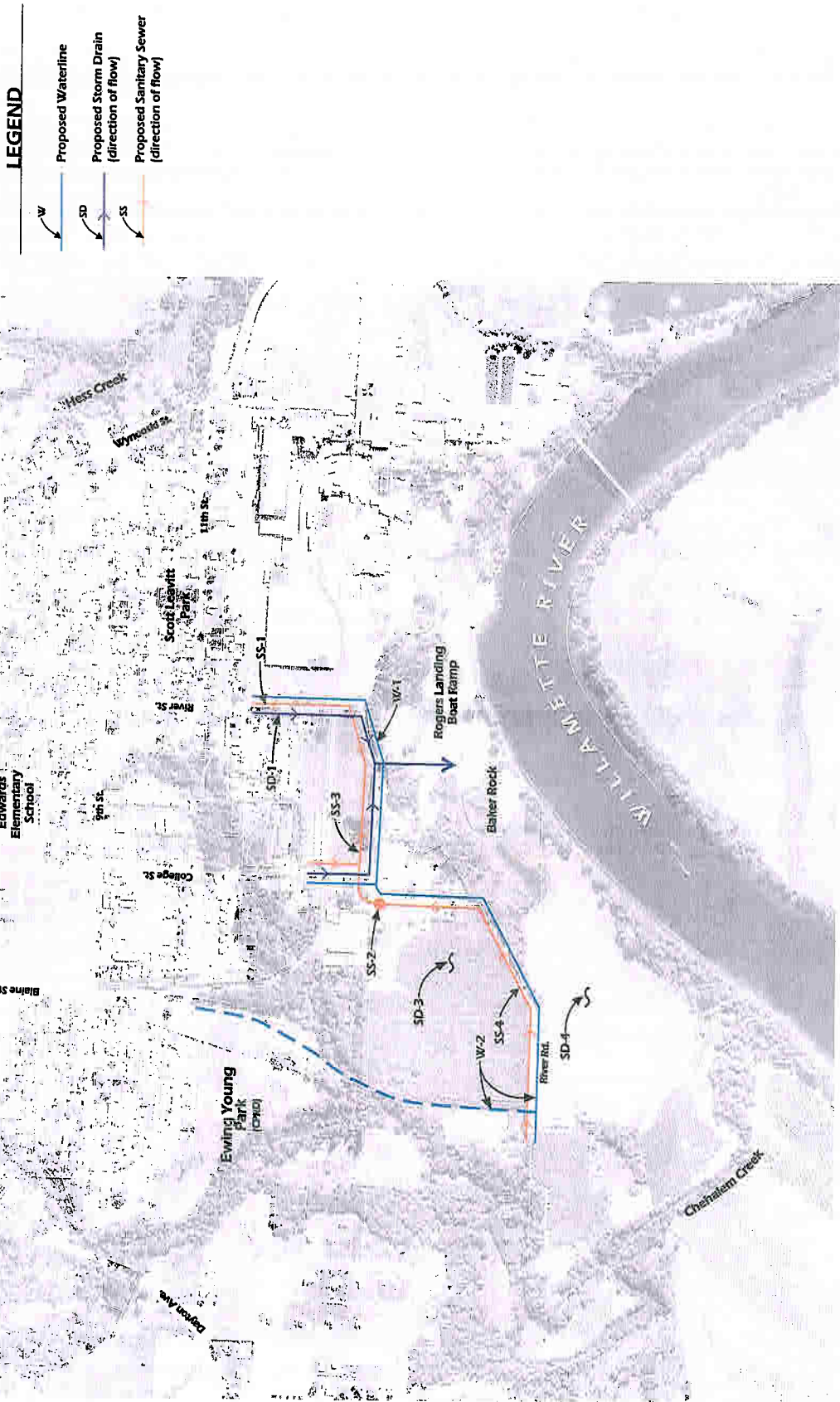
W-2

- Construct 8-inch to 12-inch main in River Road south and east of College Street. If necessary to provide adequate volume or pressure, construct 8-inch to 12-inch loop connection to existing system in vicinity of Ninth and Blaine along a future residential street alignment.

Sanitary Sewer System

The gravity sewer service area is assumed to lie west of the mid-point between College Street and River Street, along Fourteenth Street. The sewer service area east of the mid-point is assumed to be dependent on pumping. Sanitary sewer system elements are identified with the letters “SS”.

Figure 21



NEWBERG RIVERFRONT MASTER PLAN
Utility Plan



SS-1 River Road south and east of College Street

- Provide 8-inch sanitary sewer, with gravity flow to low area near College Street.
- *Construction cost: \$35,000*

SS-2

- Provide pump station in low area on River Road, south of College Street, with a force main to the point on Fourteenth Street where gravity flow to the existing Twelfth Street sewer can be achieved.
- *Construction cost: \$172,000*

SS-3 College Street and eastern portion of 14th Street

- Provide 8-inch sanitary sewer, with gravity flow to low area on River Road south of College Street.
- *Construction cost: \$32,000*

SS-4 River Road South and East of College Street

- Provide 8-inch gravity sewer, with gravity flow to low area near College Street.
- *Construction cost: \$96,000*

Storm Drain System

Surface stormwater treatment facilities will be located above the 100-floodplain or will be designed to withstand occasional inundation.

SD-1: River Street south of Twelfth Street; Fourteenth Street; College Street south of the railroad

- Improve to urban street standard with concrete curb and gutter. Provide catch basins as necessary to limit gutter flows to maximum 400-foot length.
- Provide 8-inch to 18-inch storm drain, with manholes at maximum 500-foot intervals, as necessary to convey storm runoff to stormwater treatment facility to be located south of Fourteenth Street.
- Develop stormwater treatment facility (e.g., biofiltration swale or pond).
- Infiltrate and / or discharge treated stormwater through existing outfall into Willamette River.
- *Construction cost: \$220,000*

SD-2: River Road south and east of College Street

- Improve to rural road standard without curbs. Avoid concentrating stormwater.
- Provide culvert cross-drains only where necessary to convey ditch flows under road.
- *Construction cost: Project has not been scoped.*

SD-3: New streets in Medium Density Residential Zone and Tourism Commercial Zone

- Improve to urban street standard, as described in note SD-1, above.
- *Construction cost: Project has not been scoped.*

SD-4: New streets in Low Density Residential Zone

- Improve to rural road standard as described in note SD-2, above.
- *Construction cost: Project has not been scoped.*

CIRCULATION AND TRANSPORTATION

Circulation and transportation recommendations are intended to improve traffic and pedestrian circulation within the Newberg Riverfront Master Plan area. These improvements are those deemed necessary to provide the desired level of access and provide the appropriate visual character in the public rights-of-way. Street widths and sidewalk widths are intended to fit within existing curb-to-curb widths and existing right-of-way widths as much as possible. In some instances, existing available widths may not be sufficient to accommodate current design standards of the City of Newberg or other authorities. In the interest of minimizing cost and disruption, it is recommended that the current standards be adapted to fit existing widths to the extent possible. In most cases, the identified improvements are based on an assumption that the existing street improvements will be retained and expanded rather than being demolished and rebuilt. However, actual design decisions must be made on a case-by-case basis during the course of future projects.

This approach may be especially relevant to the width of traffic and bike lanes. Dedicated, striped bike lanes are typically five or six feet wide. Designated “shared facilities” are typically 14 feet wide. Shared facilities can work very well in lower volume areas, similar to what is proposed for the Riverfront District.

The phasing of the street improvements is based on an understanding of which areas are likely to be developed first. Phasing packages are listed in the order in which they will be constructed, and are intended for preliminary planning purposes. Actual infrastructure packages and costs will be refined as part of future implementation projects. Capital improvement costs are estimated in current 2001 dollars, and include direct construction costs only. For planning purposes, an additional 25% for design, administration, and financing should be added, with a contingency of at least 25%.

Vehicular Circulation System

A concept circulation plan is contained in Figure 22, with street circulation elements identified by number. These elements are individually described .

C-1: River Street

- River Street should be developed in the future to a collector capacity. However, any design for River between First and Eleventh Streets should be sensitive to the character of the street with its historic homes and large trees. Therefore, River Street will require special consideration and further study before improvements are made.
- River Street between First and Eleventh Streets: Leave River Street in its current configuration until there are capacity issues with the street. As an interim measure, when auto traffic and/or bicycle conflicts warrant changes additional traffic develops on River Street, look at selectively eliminating on-street parking to accommodate safer conditions. When the capacity of River is exceeded, or when new development is being constructed in the Riverfront Master Plan area, whichever comes first, River Street should be

LEGEND

- Primary Traffic Circulation from Downtown
- Regional Connection to Master Plan Area
- Proposed Pathway Route
- Important Intersection or Gateway

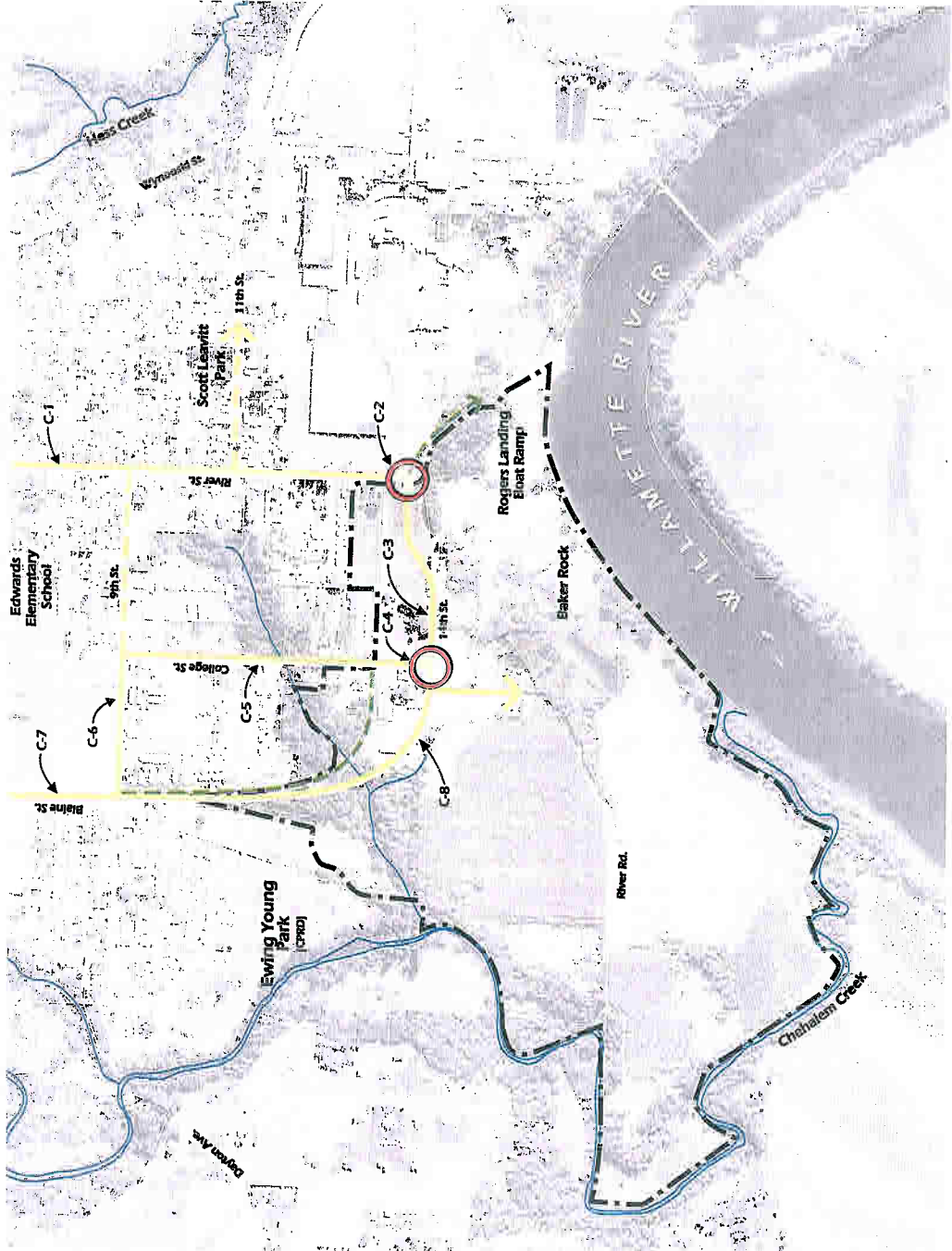
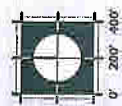


Figure 22



NEWBERG RIVERFRONT MASTER PLAN
Circulation Plan



evaluated. At that time, a street design should be developed that accommodates anticipated traffic, while being sensitive to the existing neighborhood. Until such time as River Street can be redesigned, the following recommendations will address River Street multi-modal access needs between First and Eleventh:

- ▶ River Street / First Street intersection: Emphasize western gateway to Riverfront. Enhance pedestrian crossing of First Street.
Construction cost: Project not yet scoped
- ▶ First Street south to Fourth: Designate as bike access street, with shared bike / traffic lanes. Retain existing 36-foot width, including two 11-foot shared bike / traffic lanes, two 7-foot parking lanes. Remove parking and add left-turn lanes if necessary to increase traffic capacity. *Construction cost: Minimal*
- ▶ Fourth south to Eleventh: Retain existing (substandard) 24-foot width, including one 7-foot parking lane, one 17-foot shared bike / traffic lane. Remove parking or existing planting strip on one side if necessary to increase traffic capacity.
Construction cost: Project not yet scoped

- River Street from Eleventh south to Fourteenth: Widen street to 42-foot width, including curbs, two 14-foot shared bike / traffic lanes, two 7-foot parking lanes. Add pedestrian connections (sidewalks or pathways) on east and west sides.
Construction cost: \$450,000

C-2: Intersection of River Street, Fourteenth Street, Rogers Landing Road

- Emphasize southeastern hub of master plan area.
- Enhance pedestrian crossings.
- Accommodate trail connections: regional Willamette trail connection east to Wynooski Bridge and local trail connection to Rogers Landing.
- *Construction cost: \$180,000*

C-3: Fourteenth Street from River Street to College Street

- Realign street to maximize development potential of adjacent properties. Designate as bike access street, with shared bike / traffic lanes.
- Widen street to 42-foot width, including curbs, two 14-foot shared bike / traffic lanes, two 7-foot parking lanes. Add minimum 12-foot-wide sidewalks both sides.
- *Construction cost: \$450,000*

C-4: Intersection of Fourteenth Street, Waterfront Road and College Street

- Emphasize southwestern hub of master plan area.
- Enhance pedestrian crossings.
- Accommodate trail connection: pedestrian pathway along rail right-of-way from College Street west and north to Blaine Street.
- *Construction cost: \$180,000*

C-5: College Street from Fourteenth Street north to Ninth Street

- Construct missing sections of curb and sidewalk to complete pedestrian connection from 14th to Ninth.
- Designate as bike access street, with shared bike / traffic lanes.
- *Construction cost: \$110,000*

C-6: Ninth Street from College Street west to Blaine Street

- Designate as bike access street, with shared bike / traffic lanes.
- Emphasize continuity of riverfront access corridor.

Intersection of College Street and Ninth Street:

- ▶ Enhance pedestrian crossings.
- ▶ Designate pedestrian corridor through school campus.

Intersection of Ninth Street and Blaine Street

- ▶ Enhance pedestrian crossings.
- ▶ Improve traffic and pedestrian connections to Ewing Young Park.
- ▶ Accommodate trail connection: pedestrian pathway along rail right-of-way from Blaine Street south and east to College Street.

- *Construction cost: Project not yet scoped*

C-7: Blaine Street from Ninth Street North to First Street

- Intersection of Blaine Street and First Street
 - Emphasize main gateway from downtown to Riverfront.
 - Enhance pedestrian crossings.
- Emphasize Blaine Street as main access corridor from downtown to Riverfront and civic campus.
- Designate as bike access street, with shared bike / traffic lanes.
- Maintain existing 42-foot width, including existing curb and sidewalk improvements, two 13-foot bike / traffic lanes shared with railroad spur along centerline, two 8-foot parking lanes.
- Accommodate shared traffic / rail use.
- Remove parking and add left-turn lanes if necessary to increase traffic capacity.
- *Construction cost: Project not yet scoped*

C-8: Blaine Street Extension from Ninth Street Southeast to Intersection of College / Fourteenth

- Acquire right-of-way and environmental permits.
- Construct 42-foot-wide street, including curbs, two 14-foot shared bike / traffic lanes, two 7-foot parking lanes, sidewalks on both sides.
- *Construction cost: Project not yet scoped*

Pedestrian Facilities

In addition to the proposed circulation plan, specific pedestrian elements have been identified for the Riverfront Master Plan area. These pedestrian improvements will likely be constructed as condition of development approval, and as such no capital improvement estimates are included for the pedestrian improvements.

1. *Esplanade*

A multiple-use esplanade is included along the top-of-bank overlooking the floodplain, south of Fourteenth and west of River Road. General design and development criteria are provided below, with specific design standards and implementation procedures to be provided by the City of Newberg prior to development of the riverfront area. Specific design standards would address architectural and engineering pavement details, specifications for ornamental streetlights, and other design elements. Implementation procedures would describe how esplanade easements would be dedicated as part of the redevelopment or subdivision of properties along the Fourteenth Street Esplanade.

- Provide a typical width of 18-feet to 24-feet to accommodate pedestrians, cyclists and other modes of non-motorized transport, as well as portable furnishings such as café tables and chairs, signboards, benches and planters, that may be approved and permitted by the City of Newberg.
- Maintain a minimum clear width of 12-feet where portable furnishings are allowed. Allow a minimum paved width of 12 feet at critical locations where it may be impractical or undesirable to develop a greater width.
- Provide pavement consisting of six-inch-thick concrete with architectural scoring and jointing patterns.
- Provide ornamental streetlights spaced at intervals of approximately 150 feet, aligned with pavement joints.
- Provide trees, tree wells and planting areas at locations that are coordinated with the scoring and jointing pattern.
- Provide 42-inch-high architectural handrail along south side of Esplanade.
- Design individual sections of the Esplanade to conform to an overall alignment designated by the City of Newberg. The overall alignment shall conform generally to the existing top-of-bank, or be cantilevered over it, but shall consist of straight tangents and circular curves.
- Provide pedestrian access to and a door facing the esplanade for buildings located on properties adjacent to the esplanade.

2. *Sidewalks in the Riverfront Commercial District*

- Provide concrete sidewalks with a minimum width of 12 feet along Fourteenth Street and River Road in the vicinity of the Esplanade where high volumes of pedestrian traffic and intensive pedestrian-oriented development are anticipated.
- Provide architectural scoring and jointing patterns.
- Provide ornamental streetlights spaced at intervals of approximately 150 feet, aligned with pavement joints.
- Provide trees, tree wells and planting areas at locations that are coordinated with

3. *Sidewalks on Connecting Streets*

- On streets that connect the Riverfront Master Plan Area with downtown Newberg (College Street and River Street), provide concrete sidewalks with a typical width of 4 – 6 feet, to match existing nearby sidewalks. This standard is intended to provide complete, continuous pedestrian routes in areas where sidewalks are missing.

4. *Greenway Pedestrian Walkway*

The Greenway Pedestrian Walkway is the segment of the Willamette Greenway Trail that passes through Rogers Landing, along the top-of-bank overlooking the river, south of the Rogers Landing parking lot.

- Conform to applicable criteria for the Fourteenth Street / River Road Esplanade

5. *Willamette Greenway Trail*

- Provide multiple-use asphalt pathway with a typical width of 8 – 12 feet.
- Conform to Willamette Greenway standards.
- Conform to AASHTO and US Forest Service standards for design and construction.

6. *Local Connecting Pathways*

- Provide multiple-use pathway with a typical width of 6 - 8 feet.
- Provide surface of asphalt, gravel or compacted earth.
- Conform to US Forest Service standards for trail design and construction.

7. *Pedestrian Crossings*

Pedestrian crossings of driveways, roads, and parking lots shall be marked by paving of a contrasting material with a smaller scale of paving material.

- Paving units in pedestrian crossings shall not exceed 3' in length or width.
- Crossings shall be a minimum of 6' in width.
- Brick, unit pavers, stone, concrete scored with a pattern, or decorative concrete are acceptable materials for pedestrian crossings.
- Striping does not qualify as a contrasting material.

Additional Transportation and Circulation Elements

Pedestrian and Bicycle Access from the Riverfront at College Street to Downtown

Pedestrians and bicyclists need a safe, convenient connection between the riverfront at College Street and downtown. Currently, there is a Newberg School District site located between 6th Street and 8th Street. College Street does not exist within this school property, and continuing the street or a path through at this location would severely conflict with current and future school use of the site. As plans for a future middle school on the property are developed, the City and District should cooperate to identify and

travel and meets security and program needs of the schools. In no case shall the proposed path programmatically separate the elementary school from the middle school or separate school play fields from the school buildings. Prior to final design and construction, the City and District shall enter into an agreement regarding right-of-way, construction, maintenance, and cost responsibilities. The intention of that agreement shall be to limit the District's financial liability to an amount equal to that which would normally be required for sidewalk construction on the property.

Newberg Trolley

A trolley was previously identified in the downtown vision effort as a future element. Through the riverfront project, community members also expressed support for a trolley running between downtown and the riverfront. The existing railroad tracks down Blaine Street offer a potential route for recreational trolley service. A different alignment could be selected, but would require the expense of laying track. A trolley could be geared to tourists and kids, and run on weekends and festivals. Such a service could be expanded if it proved to be popular.

There are similar trolleys and railways in operation in other cities. Two examples are in Seattle and Portland. Seattle has a trolley that runs along the waterfront below the Public Market. In Portland, there is a trolley that links Tom McCall Waterfront Park with Lake Oswego, and another line between OMSI and Oaks Park, a small amusement park.

The City should evaluate the use of the Trolley as a transportation element through the Transportation System Plan update.

Pedestrian and Bicycle Bridge Across the Willamette

Through the Riverfront Master Plan project, it has become clear that a bike and pedestrian bridge is necessary to link Newberg with the other side of the Willamette. This has been an idea suggested many times in the past. A key aspect of the Master Plan is linkages upstream and downstream, including across to the French Prairie.

Whether the bike and pedestrian bridge uses the existing old Wynooski bridge, another existing crossing, or an entirely new crossing, it is a key aspect of the Riverfront Master Plan and is identified as a transportation element. The City should place a pedestrian/bicycle route across the Willamette connecting to the French Prairie in the Transportation System Plan.

A preliminary review of the old Wynooski bridge for suitability as a crossing is included as Appendix C to this document.

Looped Access to Rogers Landing

Rogers Landing is currently accessed by a single drive with no pedestrian facilities. Looped pedestrian and bike access to Rogers Landing is recommended, with emergency service access permitted on the pedestrian and bike trail. The looped connections are shown on the Master Plan

NEWBERG COMPREHENSIVE PLAN

Comprehensive Plan Map

Comprehensive Plan map changes are intended to implement the Riverfront Master Plan because the former Comprehensive Plan designation for almost the entire master plan area was IND, or Industrial. The changes are depicted on the Comprehensive Plan map in Figure 23. The Comprehensive Plan map designations include Commercial (COM), Park, Low Density Residential, and Medium Density Residential. Future parks are designated by a star. The Comprehensive Plan map changes were designed to be compatible with Newberg's existing Plan map.

Newberg's Comprehensive Plan designation of "Park" is only permitted on publicly owned land. Even though Yamhill County has a long-term lease on the Rogers Landing site, SP Newsprint retains ownership. For this reason, the Rogers Landing site is not shown as "Park" on the proposed Comprehensive Plan map even though it is planned to remain as a park.

Comprehensive Plan Goals and Policies

The Riverfront Master Plan project has resulted in a more detailed vision for the riverfront. As a result, the following Comprehensive Plan text changes have been made, which are intended to implement the vision identified in the Riverfront Master Plan.

NOTE:	<i>Italicized text</i>	=	Proposed change instructions.
	Plain text (including bolded)	=	Amended text

► *Add the following Goals and Policies:*

E. AIR, WATER, AND LAND RESOURCE QUALITY

12. The City will require development to establish and maintain adequate levels of natural area buffers between new development and the waterways in the Riverfront District.
13. The City will discourage the development of uses that will generate or import quantities of hazardous substances into the Riverfront District.
14. Development in the Riverfront District will be encouraged to retain existing native vegetation that contributes to habitat functions and values.

F. AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

4. The City will discourage development on hazardous slope areas and natural resource areas in the Riverfront District.

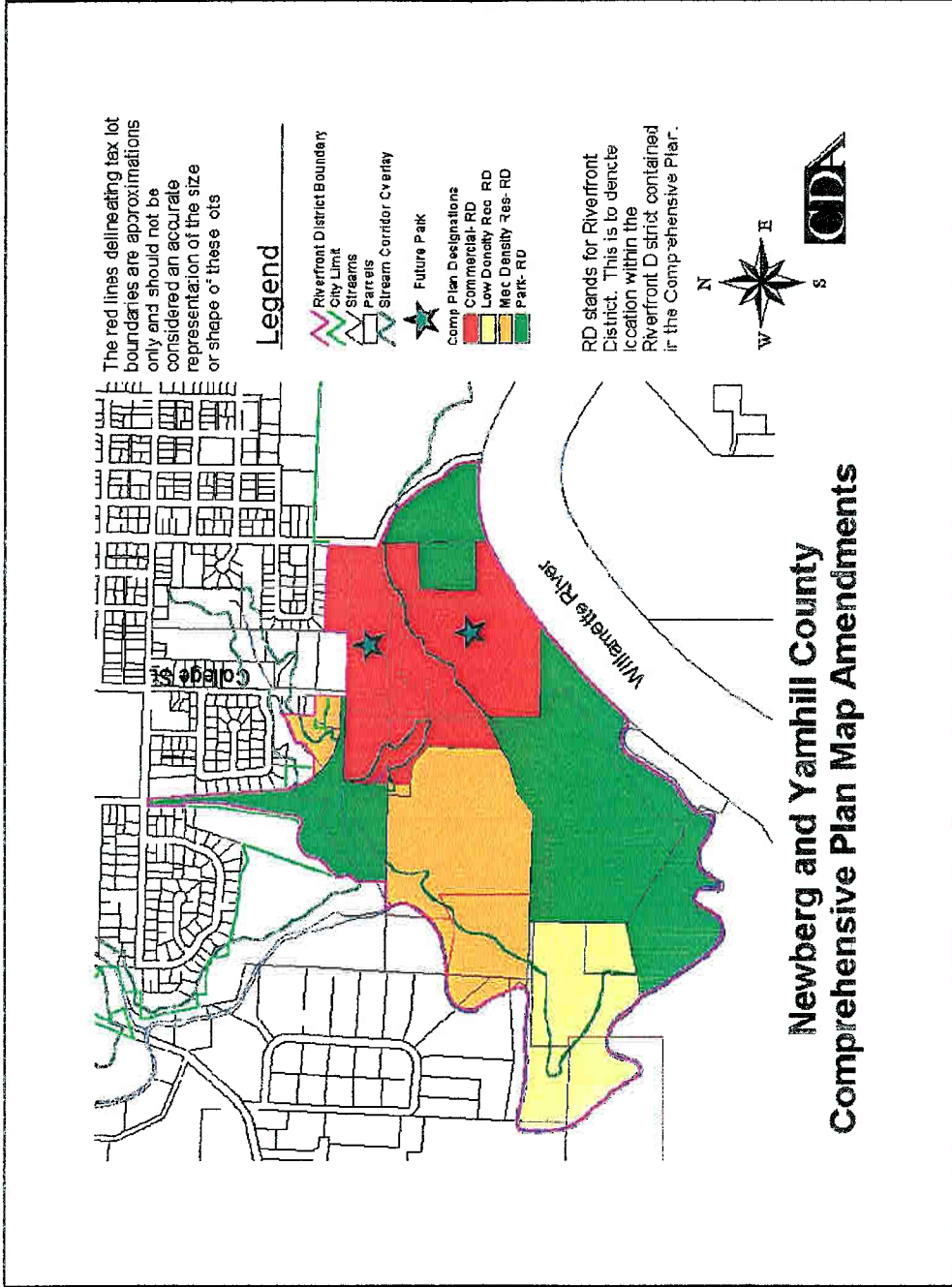


Figure 23: Newberg and Yamhill County Comprehensive Plan Map Amendments

G. OPEN SPACE, SCENIC, NATURAL, HISTORIC AND RECREATIONAL RESOURCES

Goal 2-

- c. The City will encourage the protection and enhancement of views of the Willamette River throughout the Riverfront Plan Area.
- d. The City shall seek to protect identified key views of the Willamette River that are identified through area plans, specific plans, and other planning processes.

Goal 4-

- m. The City will encourage the development of greenways or trails connecting the Riverfront to other open spaces and/or parks in the Newberg areas.
- n. The City will encourage the development of a regional Riverfront pedestrian/bicycle path connection, including connections to Champoege State Park, the French Prairie, and Dundee.

Goal 5-

▶ *Replace point "f" with the following:*

- f. Recreational access to the Willamette River for pedestrians, boaters (motorized and non-motorized), and other users who wish to appreciate the River from its banks should be provided.

▶ *Replace point "i" with the following:*

- i. Existing waterfront parklands should be developed to maximize their water orientation and provide for a variety of active and passive recreational uses, including motorized and non-motorized boating, picnicking, walking, hiking, and other activities that make use of the waterfront and waterways.

▶ *Replace point "j" with the following:*

- j. The City will encourage the development of a pedestrian esplanade in the Riverfront District to provide views of the river and connections to the riverfront.

▶ *Remove point "l".*

H. THE ECONOMY

Goal 1-

▶ *Replace point "j" with the following:*

- j. A mixed-use river-oriented commercial area should be encouraged to be developed near the Willamette River.

▶ *Add the following policies:*

4. Riverfront District Policies

- a. The City will enhance commercial diversity and activity in the Riverfront area by encouraging a business mix that provides goods and services to satisfy neighborhood and visitor needs and that also draws people from the greater region.
- b. The City will encourage development of the Riverfront District as a distinct river-oriented center that can help support a variety of local businesses.
- c. The City will encourage the development of commercial and retail uses that have a strong reason for locating near the Riverfront and support the vision of the Riverfront District as a walkable and bikeable mixed-use area.

I. HOUSING

Goal 2-

- b. The City will encourage medium density housing in and adjacent to the commercial core of the Riverfront District and lower intensity residential uses in the western portions of the Riverfront District.

Goal 3-

- n. The City will encourage housing development in commercial areas within the Riverfront District on upper floors, above ground floor commercial, office, or retail spaces.

J. URBAN DESIGN

▶ *Renumber Specific Plans policy from Policy 6 to Policy 7. Insert the following Riverfront District Policies as Policy 6.*

6. Riverfront District Policies

- a. The City will encourage a mix of employment, housing, and retail uses serving the neighborhood and the surrounding community to enhance the Riverfront's identity as a vital and attractive City asset and to ensure an active, pedestrian friendly, and thriving Riverfront area.
- b. Development and land uses will be encouraged that promote the Riverfront area as a convenient and attractive environment for residents of Newberg as well as for

- c. The development of storefront scale commercial uses will be encouraged in the Riverfront area along 14th, College, and River Streets.
- d. The City will encourage the use of a common language of design elements for new and/or improved development in the Riverfront District in order to create a sense of identity that is unique to this area of Newberg.
- e. The City will permit land uses with design features along River Street between 12th and 14th Streets that are compatible with or provide a buffer to SP Newsprint.
- f. The City will encourage new commercial and mixed use development in the Riverfront District to step down in scale in the western and northern portions of the planning area in order to relate to the scale and character of the adjacent established neighborhoods.
- g. The City will encourage commercial structures within the Riverfront District that are small in scale and suitable for river-oriented businesses.
- h. On-street parking will be encouraged on streets with commercial or mixed use development to provide a buffer between pedestrians on the sidewalk and auto traffic.
- i. Businesses and other property owners will be encouraged to minimize the number of off-street parking spaces and to share off-street parking facilities.
- j. The City shall re-evaluate the inclusion of the old municipal sewage treatment plant (tax lot 3219-2700) within the stream corridor overlay.

► *Add the following policies:*

K. TRANSPORTATION

Goal 5-

- i. Enhance the pedestrian and cyclist environment on streets leading to the Riverfront District and, where possible, provide a pedestrian/cyclist connection between downtown Newberg and the Riverfront District.

Goal 12: Minimize the negative impact of a Highway 99 bypass on the Newberg community.

- a. If the Southern bypass route is chosen, it should be no closer to the Willamette River than 11th Street.
- b. If the Southern bypass route is chosen, an at-grade intersection should be considered in the Riverfront District to give auto access to the area at the outside edge of the riverfront area beyond the below-grade area.

- c. If the Southern bypass route is chosen, pedestrian/bike trails, streets, and rail lines should have access across the bypass route. The bypass should not block access to the Willamette Greenway or the Chehalem Creek corridor and Ewing Young Park. Trails connecting across the bypass should be welcoming and pedestrian-friendly, and should provide a reasonably direct route.
- d. If the Southern bypass route is chosen, transportation routes with pedestrian facilities within and connecting to the Riverfront District should include pedestrian-friendly amenities, such as benches, decorative lighting, decorative walkway paving materials, and special landscaping.
- e. If the Southern bypass route is chosen, the bypass route should not bisect the medium or low density zones in the Riverfront District.
- f. If the Southern bypass route is chosen, the bypass should be below grade through the riverfront area.
- g. If the Southern bypass route is chosen, structures such as concrete work, including retaining walls, control structures, and overpass supports, should be artfully designed.
- h. If the Southern bypass route is chosen, significant landscaping should be located along the bypass, including trees.
- i. If the Southern bypass route is chosen, measures should be taken to minimize noise in adjacent residential, tourist commercial and recreational areas.

L. PUBLIC FACILITIES AND SERVICES

Goal 2.

- f. Additional sewer and water connections should be discouraged in the floodplain. Any new sewer and water connections in the flood plain will be required to be flood proofed in order to prevent inundation.

► *Change the current description of the Riverfront District to the following:*

Chapter IV - Plan Descriptions

Section G - Plan Classifications

Sub-section 13 - Riverfront District

The riverfront provides a unique setting that, if properly developed, will elevate the quality of life for citizens of Newberg and the region. Development of the riverfront that provides the greatest benefit requires a flexible approach. Development should not be limited to a single type of use; residential and certain commercial activities can be located together without conflicts. Commercial uses must have a demonstrated need to be

Medium Density Residential (R-2), Low Density Residential (R-1), and Community Facilities (CF). Proposals for development shall be consistent with the availability of services and should not adversely impact existing or potential development of adjacent lands. Natural habitats and riparian areas should be protected and enhanced as much as is reasonable. Good transportation links should be developed to connect the riverfront the local community and the region.

Newberg Riverfront Master Plan Proposed Newberg Zoning

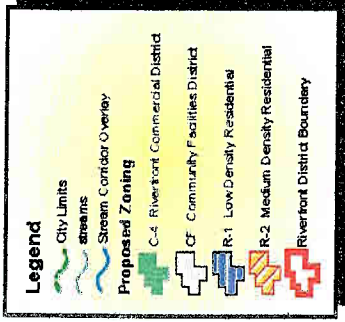
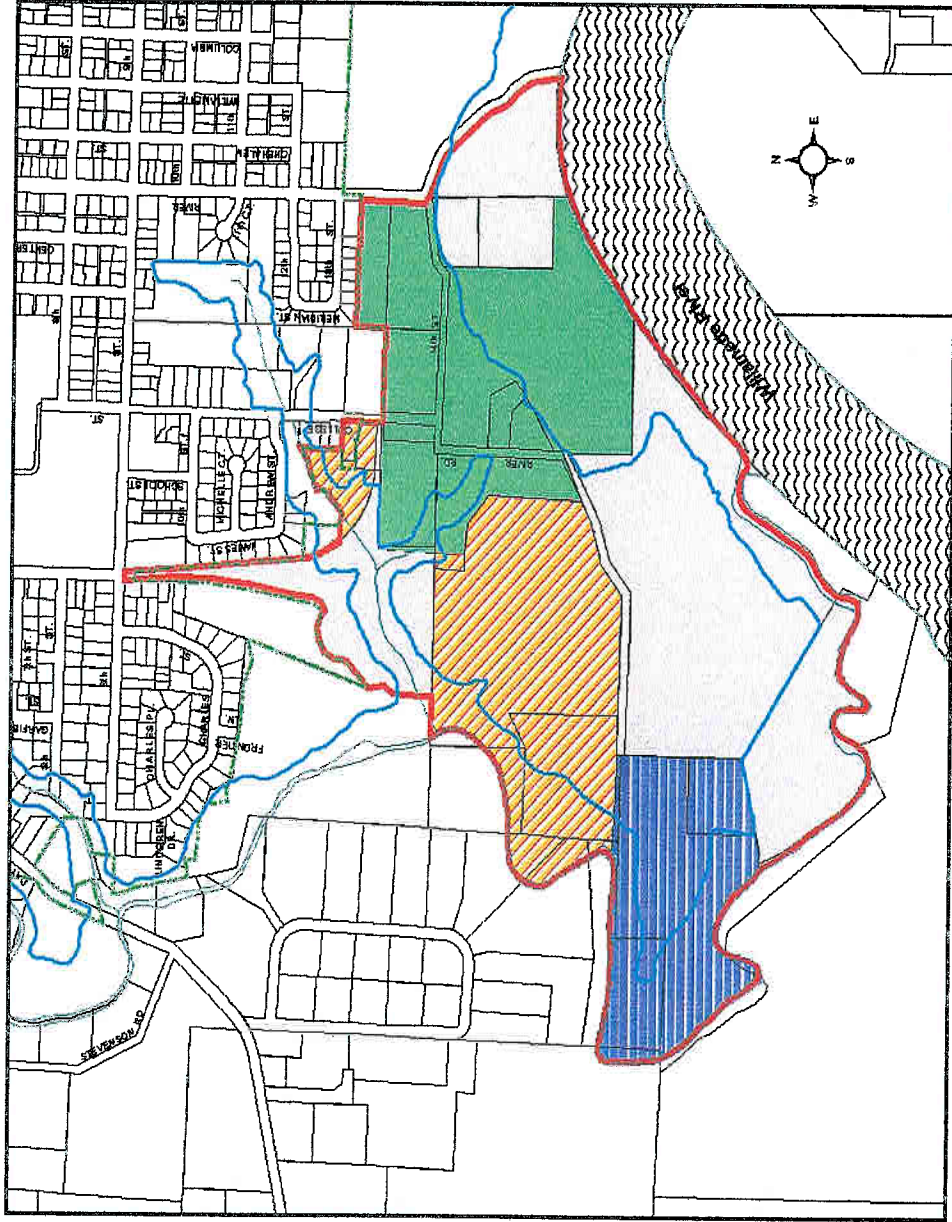


Figure 24: Proposed City of Newberg Zoning

◆ **§ 151.123 - Sub-districts**

Add the following:

- (F) RF Riverfront Overlay Sub-district. The Riverfront Overlay Sub-district may be applied to R-1, R-2, C-4, and CF zoning districts. This Sub-district may be applied to lands within close proximity to the Willamette River. The overlay shall be designated by the suffix “RF” added to the symbol of the parent district. All uses permitted in the parent zone shall be allowable in the “RF” overlay zone except as otherwise may be limited in this Code. Where provisions of the Sub-district are inconsistent with the parent district, the provisions of the Sub-district shall govern.

Change sub-section (E) Stream Corridor Overlay Sub-district to sub-section (G). Change sub-section (F) SP Specific Plan Sub-district to sub-section (H).

◆ *Add Sections 151.375 through 151.378 (C-4 RIVERFRONT COMMERCIAL DISTRICT)*

C-4 RIVERFRONT COMMERCIAL DISTRICT

§ 151.375 Description and Purpose:

The purpose of the Riverfront Commercial District is to allow a mix of uses that:

- A. Provides a variety of retail and commercial types that benefit from proximity to the river.
- B. Encourages access to and enjoyment of the Willamette River.
- C. Ensures compatibility of development with the surrounding area and minimizes impacts on the environment.

Properties zoned in this district must comply with the development standards of the Riverfront Sub-district, as described in §§ 151.526 through 151.530 of the Newberg Development Code.

§ 151.376 Permitted Uses

- accessory buildings and uses
- apartments, lofts, condominiums, and similar dwelling units located above ground floor commercial uses.
- antique shops
- ATM facilities
- bakeries
- barbers and beauty shops
- bed and breakfast establishments
- bicycle shops
- biking and hiking facilities and trails
- boat charter services

- breweries and brew pubs
- clothing and apparel shops
- confectionary stores – walk-up windows permitted
- convenience markets without fueling facilities
- curio shops
- delicatessen stores
- equestrian trails
- galleries
- gift shops
- jewelry stores
- marine sales offices. No outdoor display permitted.
- museums
- music stores
- offices for accountants, attorneys, engineers, architects, landscape architects, surveyors and those engaged in the practice of drafting or graphics, insurance brokers, real estate brokers
- open space
- parks
- pharmacy or drug stores
- public and semi-public buildings
- restaurants, no drive-through permitted
- single dwelling residential located above permitted ground floor retail or commercial uses
- sporting goods stores
- studios for interior decorators, photographers, artists
- studios for manufacturing of pottery items, metal sculpture, and other artistic products
- taverns
- toy stores
- travel agencies
- variety shops
- water-oriented recreation facilities
- wine-tasting rooms or wine shops
- any other building or uses determined to be similar to those listed in this section. Such other uses shall not have any different or more detrimental effect upon the adjoining neighborhood area than the buildings and uses specifically listed in this section

§ 151.377 Buildings and Uses Permitted Conditionally

- banquet facilities
- boat launching or moorage facility or marina, including marine gas facilities accessory to a marina use
- chapels or churches, provided that the combined gross square footage on any single lot does not exceed 10 000 square feet in area.

- hotels, motels, or inns
- pilings, piers, docks, and similar in-water structures
- resorts
- shared parking facilities
- trolley or transit utility facilities
- In order to evaluate visual and sound buffers, lot and design review, architectural features and the compatibility of land uses in an area that will serve as a gateway to the riverfront area, buildings and uses on lots located within 75 feet of River Street on the following properties shall be evaluated through a conditional use permit:
 - J. properties described as lot 10 and lot 11 within the Newberg Riverfront Master Plan; and,
 - K. that portion of the industrial property located adjoining and east of River Street, between 12th Street and 14th Street.

§ 151.378 Buildings and Uses that are Specifically Prohibited

- car washes
- convenience markets with fueling facilities
- drive-through uses
- marine or boat repair
- marine sales with outdoor display
- mini storage or warehousing
- motor vehicle or equipment repair and painting
- outdoor storage or sales, except for as accessory to a primary use or for temporary vendors
- quick vehicle servicing
- service stations and uses involving with hazardous substances or materials
- single dwelling residential, except where above another permitted use
- vehicle sales

◆ *Add §§ 151.526 through 151.529 (RIVERFRONT (RF) SUB-DISTRICT)*

Part 18. RIVERFRONT (RF) SUB-DISTRICT

§ 151.526 PURPOSE

The purpose of the Riverfront Overlay district is provide for a unique identity for the riverfront area because of the district's special character as a result of its proximity to the Willamette River. The Riverfront Overlay is also intended to encourage access to and enjoyment of the Willamette River and to protect and enhance views of the river and connections to the river. Specific design standards for commercial and residential buildings, streetscapes, and parking within the Riverfront Overlay district are included to achieve development that is consistent with the vision identified in the Riverfront Master Plan. This vision includes but is not limited to attractive pedestrian-oriented streets

small scale businesses, a connected network of streets and pedestrian ways, and cohesive residential neighborhoods.

§ 151.526.1 WHERE THESE REGULATIONS APPLY

The regulations of the Chapter apply to the portion of any lot or development site which is within a RF Overlay Sub-district. The delineation of the RF Overlay Sub-district is described by boundary lines delineated on the City of Newberg Zoning Map indicated with a RF symbol.

§ 151.527 THE RIVERFRONT PLAN GENERAL PROVISIONS

- (A) Report Adopted. The Newberg Riverfront Master Plan Final Report dated June 29, 2001 is hereby adopted by reference. The development standards listed in this Chapter shall take precedence over those listed in the report. If ambiguity exists, this Code shall govern.
- (B) Permitted Uses and Conditional Uses. The permitted and conditional uses allowed under the “RF” Overlay Sub-district shall be the same as those uses permitted in the base zoning districts.
- (C) Street, Bike Paths, and Pedestrian Walkway Standards. All development improvements shall comply with standards contained in the Circulation and Transportation Element of the Newberg Riverfront Master Plan.
- (D) View Corridors. Designated key views shall be protected. Key views include the view from the top of the bluff on parcel 12 as noted in Figure 2 of the Riverfront Master Plan, the view from the top of the bluff south of Fourteenth Street generally between College and River Streets, and the view from the riverbank near the barge tie-up facility. These key views shall be protected as follows:
 - (1) Any development on parcel 12 as noted in Figure 2 of the Riverfront Master Plan shall provide a public viewing area accessible from Fourteenth Street that allows views from the top of the bluff to the river. Any viewing area at this location may be connected to the public Esplanade or the Fourteenth Street public sidewalk.
 - (2) Development along the bluff on parcels 14, 15, and 16 as noted in Figure 2 of the Riverfront Master Plan shall protect views of the river by providing a public esplanade with a public walkway easement. Standards for the esplanade are identified in the Circulation and Transportation Element.
 - (3) Development in the vicinity of the barge tie-up facility shall protect views of the river by providing a public viewing area near the bank of the river. A public viewing area in this location may be combined with the Willamette Greenway Trail that will run through this location.

- (4) Additional important views may be identified through the land use approval process. Additional views identified through the land use process may be protected through conditions of approval.
- (E) Significant Tree Grove. The area containing the significant tree grove, located north of Fourteenth Street and between College and River Streets, shall be preserved.
- (F) Visual/Noise Buffer. A visual/noise buffer shall be developed along River Street in such a manner as to:
- (1) To promote the protection of SP Newsprint from uses that may complain or otherwise hinder the operation of this important industrial facility due to visual and noise impacts;
 - (2) To enhance the vitality and qualities of the land uses within the Newberg Riverfront; and,
 - (3) Hardscape designs such as sound walls and similar barriers should only be located on the east side of River Street. Buffers located on the west side of River Street shall be designed in such a manner as to serve as a gateway to invite and attract people into the riverfront area.
- (G) Separate rail traffic from other modes. Major transportation improvements shall be designed with considerations intended to separate rail traffic from other modes of transportation.
- (H) Esplanade development. Prior to the development of the riverfront esplanade, a slope stability and flood study shall be performed.

§ 151.528 COMMERCIAL DESIGN STANDARDS

- (A) General. The Commercial Design Standards apply to any development located within the commercial zoning district(s) within the Riverfront Overlay Sub-district. These standards are in addition to the standards and requirements of the Newberg Development Code. The development standards listed in this Chapter shall take precedence over those listed elsewhere in this Code.
- (B) Minimum Lot Size. Within the commercial zoning district(s) of the Riverfront Overlay Sub-district, there is no minimum lot size required, provided the other standards of this Code can be met.
- (C) Lot Coverage. The development site is permitted to have 100% lot coverage.
- (D) Building Maximum Square Footage Requirements. Except as otherwise may be approved through a Conditional Use Permit, the ground floor of buildings shall not exceed 7,500 square feet.
- (E) Setbacks

- (1) Minimum: No front yard setbacks are required. No side or rear yard setbacks are required, except where adjacent to residentially zoned property. Where interior lot lines are common with residentially zoned property, setbacks of not less than 10 feet shall be required.
- (2) Maximum: The maximum front yard setback shall be 10 feet for at least 50% of the length of the street facing lot line. A building must be constructed that is located within 10 feet of the street facing lot line for at least 50% of the length of the street-facing lot line. If the development is on a corner lot, this standard applies to both streets.

The maximum front yard setback may be increased to 20 feet if the following conditions are met:

- Landscaping or a hard-surfaced expansion of the pedestrian path must be provided between the front of the building and the sidewalk.
- For each 100 square feet of hard-surfaced area between the building and the street lot line, at least one of the following amenities must be provided:
 - A bench or other seating that will accommodate at least 3 people.
 - A tree with a minimum caliper of 2.5 inches.
 - A landscape planter not less than 20 square feet in area.
 - A drinking fountain.
 - Similar pedestrian-scale amenities.

- (F) Vision Clearance. There is no vision clearance requirement within the commercial zoning district(s) located within the RF Overlay Sub-district.
- (G) Signs. Signs shall comply with sign standards Code for the C-3 zone under this Code, §§ 151.593 through 151.601.

(H) Parking.

- (1) Interior Lots. Within a development site, parking is not permitted between a building and a public street. Parking must be located to the side or rear of buildings.
- (2) Corner Lots. Parking may be located no closer than 40 feet from the intersection of two public streets.
- (3) Minimum required off-street parking. The minimum number of required off-street parking spaces shall be 50% of the number required by NDC

- (4) Off site parking. Required off-street parking is permitted to be located off-site, as long as the off-street parking is located within 400 feet of the development.
- (5) Shared Parking. Shared parking facilities shall be exempt from setback and building square footage requirements, provided the parking facility does not abut Fourteenth Street. An intervening building must be provided between Fourteenth Street and the parking facility, or the facility must be set back a minimum of forty (40) feet from Fourteenth Street. Accessways to Fourteenth Street are permitted.
- (6) Bicycle parking. Two (2) bicycle parking spaces, or one (1) per 5,000 square feet of building area must be provided, whichever is greater.
- (7) Loading. Except as permitted in this paragraph, loading areas shall be set back at least ten (10) feet from property lines and screened from the street and neighboring properties. Loading areas that are directly visible from the street or neighboring properties shall be screened using one of the following ways:
 - (a) The loading area shall be incorporated into the building design and located internally to the building, with a door to the exterior.
 - (b) The loading area shall be screened by a hedge, fence, or wall at least 6 feet in height. A hedge must be 95% opaque year around. Fences or walls must be totally sight-obscuring. Slatted chain link fencing is not permitted as a form of screening loading areas.

(I) Screening.

- (1) Refuse and Recycling. Refuse collection containers (dumpsters) and recycling areas shall be screened from the street and neighboring properties. Trash receptacles for pedestrian use are exempt from this requirement. One of the following standards must be met for refuse collection screening:
 - (a) Refuse collection and recycling areas may be screened by being located completely within a building.
 - (b) If located outside of a building, refuse collection and recycling areas must be located within an enclosure at least 6 feet in height. The enclosure shall be a sight-obscuring masonry wall or non-flammable sight-obscuring fence. The material selected for the enclosure must be consistent with the building materials permitted on the surrounding buildings. Slatted chain link fencing is not permitted.

- (2) Roof-mounted equipment. All roof-mounted equipment, including satellite dishes and other communication equipment, must be screened in one of the following ways. Solar energy systems and heating panels are exempt from this standard:
- A parapet as tall as the tallest part of the equipment;
 - A screen around the equipment that is as tall as the tallest part of the equipment; or
 - The equipment is set back from the street-facing perimeters of the building 3 feet for each foot of height of the equipment.
 - The review body may allow exemptions for equipment that contributes to the architectural design of the structure, such as piping in a brewery.
- (3) Ground mounted equipment. Mechanical equipment on the ground must be screened from view by walls, fences, or vegetation as tall as the tallest part of the equipment. Any vegetation must be 95% opaque year around. Fences or walls must be totally sight-obscuring. Slatted chain link fencing is not permitted.

(J) Building Design.

- (1) Building Height. Maximum building height north of Fourteen Street is forty-five (45) feet. Maximum building height south of Fourteenth Street is thirty(30) feet. Minimum building height is sixteen feet on the exterior elevation, and a parapet can be included in the measurement.
- (2) Building Facades. Facades shall be varied and articulated to provide visual interest to pedestrians.
- (a) Building facades shall extend no more than 30 feet without providing a variation in building material or building offsets. Building offsets must articulate at least two (2) feet.
 - (b) Building facades shall be articulated into planes of 500 square feet or less either by setting part of the facade back at least two (2) feet from the rest of the facade, or by the use of fascias, canopies, arcades, windows, breaks in relief, or other similar features.
 - (c) Buildings must include changes in relief on 10% (in area) of facades facing public rights-of-way. Relief changes include cornices, bases, arcades, set backs of at least 2 feet, canopies, awnings, projecting window features, or porticos.
- (3) Building Length. Building length shall not exceed 200 feet without a pedestrian connection through the building or between buildings. This is

applicable to both a single building and to a group of individual buildings connected by common walls.

- (4) **Building Materials.** Exterior building materials shall convey an impression of durability.
 - (a) Masonry, stone, stucco, and wood are permitted as the primary material for exterior appearance. Metal is not permitted as a primary exterior building material, but may be used as an accent or awning.
 - (b) Where concrete masonry units (concrete block) are used for exterior finish, decorative patterns must be used, such as split-face concrete block or by incorporating layering or patterns.
 - (c) Where brick, rusticated concrete block, or stone masonry is used as a veneer material, it must be at least 2½ inches thick. Brick and stone street-facing facades shall return at least 18 inches around exposed side walls.
 - (d) Wood or wood-look siding must be lap siding, board and batten, shingle siding or channel siding and is not permitted to be applied in a diagonal or herringbone pattern. T1-11 and all other wood-based “full sheet” or panel-type siding is prohibited. Lap siding, shingles, and shakes shall be exposed a maximum of 6 inches to the weather. In board and batten siding, battens shall be spaced a maximum of 8 inches on center.
 - (e) Preferred colors for exterior building finishes are earth tones, creams, and pastels of earth tones. High intensity primary colors, metallic colors, and black may be used for trim or accent colors, but are not permitted as primary wall colors.
- (5) **Ground Floor Windows.** Exterior walls on the ground level which face a street lot line or other public right-of-way must have windows at least 50 percent of the length and 25 percent of the ground level wall area. Ground level wall areas include all exterior wall areas up to 9 feet above the finished grade. To qualify as ground floor windows, window sills must be no more than four (4) feet above exterior grade. The ground floor window requirement does not apply to the walls of residential units. Qualifying window features must be either windows or doors that allow views into working areas or lobbies, pedestrian entrances, or display windows set into the wall.
- (6) **Window Glazing.** Any windows facing public rights-of-way on the

this requirement. On any floor, tinted or reflective glass shall not be visible from public rights-of-way, other than ornamental stained glass windows.

- (7) **Main Building Entrance.** Within the Riverfront Commercial district, the main building entrance shall connect to adjacent public rights-of-way with a paved walkway at least 6 feet in width. For buildings with more than one major entrance, only one entrance is required to meet the main building entrance standard. The walkway must not be more than 120% or 20 feet longer than the straight line distance between the entrance and the closest improved right-of-way, whichever is less.
- (8) **Pedestrian Access to Esplanade.** Buildings on properties adjacent to the esplanade shall provide pedestrian access to and a door facing the esplanade.

(K) **Landscaping.** Where 100 percent of a lot is covered by a building, no landscaping is required.

- (1) All setback areas and lands not otherwise developed shall be landscaped. Courtyards, plazas and pedestrian walkways, esplanades and natural riparian vegetation are considered to be landscaping.
- (2) **Parking Lot Landscaping.** In addition to other Newberg Development Code standards for interior parking lot landscaping, special screening standards shall apply to parking lots. Parking areas shall be screened from neighboring properties and public rights-of way. Perimeter landscaping at least five (5) feet in width shall be provided. The following standards must be met for the perimeter landscaping areas:
 - (a) Enough low shrubs to provide a continuous screen at least 3 feet high and 95% opaque year around.
 - (b) One tree per 30 linear feet or enough trees to provide a tree canopy over the landscaped area.
 - (c) Ground cover plants, perennials, or shrubs must fully cover the remainder of the landscaped area.
 - (d). A 3 foot high masonry wall may substitute for the shrubs, but trees and ground cover at the above-cited rates are still required.

(L) **Outdoor Storage and Display.**

- (1) **Outdoor storage.** Outdoor storage of merchandise or materials directly or indirectly related to a business is prohibited.
- (2) **Outdoor display.** Outdoor display of merchandise is permitted during business hours only. A minimum pedestrian walkway of 6 foot clear

- (M) Outdoor seating. Outdoor seating is encouraged on public sidewalks and the esplanade. A minimum pedestrian walkway of 6 foot clear width must be maintained at all times.

§ 151.529 RESIDENTIAL DESIGN STANDARDS

In addition to the development standards of the base zone, the following standards shall apply:

(A) Single Family Dwellings.

- (1) For single family dwellings, including manufactured dwellings on individual lots, at least two of the following design features must be provided on the street-facing facade:
- (a) Covered front porch at least 6 feet in width and length.
 - (b) Eaves (minimum 12 inch overhang)
 - (c) Bay or bow windows
 - (d) Dormers
 - (e) Window shutters
 - (f) Cupolas
 - (g) Horizontal lap siding
- (2) T 1-11 and all other wood-based “full sheet” or panel-type siding is prohibited on elevations visible from public rights-of-way.

(B) Attached and Multi-family Dwellings.

The intent of the standards is to provide for multi-family development of a smaller scale character that is compatible with the vision contained in the Riverfront Master Plan. The standards are intended to require larger developments to be compatible with single family detached housing by requiring the building to have a massing and appearance that are consistent with a single family house or townhouse.

- (1) For multi-family or attached housing, each dwelling unit shall be emphasized by providing a unique element on the street-facing elevation. Examples of such elements include roof dormers, roof gables, bay windows, porches, and balconies.
- (2) Each dwelling unit with windows facing the street frontage shall also have an exterior entrance on the street-facing elevation. Dwelling units on the corner of an intersection shall only be required to meet this standard on one street-facing elevation.
- (3) Individual units shall be articulated either with a change in roof line or in

shall be a minimum 4 foot variation vertically as measured from the gutter line. Gable ends facing the street shall be considered to provide a roofline offset. Building plane offsets shall be a minimum of 3 feet.

- (4) For multi-family dwellings and all non-residential structures in residential districts, at least two of the following design features must be provided:
 - (a) Covered front porch at least six (6) feet in width and length for each individual unit that faces a public street. If a covered front porch is provided to serve 2 or more units, the porch must provide not less than 30 square feet of area for each unit served within a single building and have a minimum width of 6 feet.
 - (b) Eaves (minimum twelve (12) inch overhang)
 - (c) Bay or bow windows
 - (d) Dormers
 - (e) Window shutters
 - (f) Cupolas
 - (g) Horizontal lap siding
- (5) T 1-11 and all other wood-based “full sheet” or panel-type siding is prohibited on elevations visible from public rights-of-way.

(C) Standards for Garage Doors and Parking in Residential Zones.

- (1) Garage location. All residential structures shall have a pedestrian entrance facing the street. When parking is provided in a garage attached to the primary structure, and garage doors face a street, the following standards must be met:
 - (a) The garage must not be more than 40 percent of the length of the street-facing facade or 12 feet wide, whichever is greater.
 - (b) The front of the garage can be no closer to the front lot line than the front facade of the house.
 - (c) Individual garage doors may be no more than 90 square feet in area.
 - (d) There may be no more than two individual garage doors located side by side without being separated by a space not less than 20 feet.
- (2) Surface parking areas shall be located behind or to the side of residential structures.
- (3) If carports are provided on surface lots, they must be of an architectural design that is compatible with the dwelling structure, and be constructed of similar materials.

§ 151.536 BUILDING HEIGHT LIMITATION

(A) Residential.

- (1) In the R-1, R-2 and RP districts, no main building shall exceed 2 ½ stories, or 30 feet in height, whichever is lesser. Accessory buildings in the R-1, R-2, R-3 and RP districts are limited to one story, or 16 feet in height, whichever is lesser.
- (2) In the R-3 district, no main building shall exceed three stories or 45 feet in height, whichever is lesser, except where an R-3 district abuts upon an R-1 district, the maximum permitted building height shall be limited to 2 ½ stories or 30 feet, whichever is the lesser, for a distance of 50 feet from the abutting boundary of the aforementioned district.
- (3) Single family dwellings permitted in commercial or industrial districts shall not exceed 2 ½ stories or 30 feet in height, whichever is the lesser.

(B) Commercial and Industrial.

- (1) In the C-1 district no main building or accessory building shall exceed 2 ½ stories or 30 feet in height, whichever is the lesser.
- (2) In the C-2, C-3, M-1, M-2, and M-3 districts there is no building height limitation, except when said districts abut upon a residential district, the maximum permitted building height shall not exceed the maximum building height permitted in the abutting residential district for a distance of 50 feet from the abutting boundary.
- (3) In the C-4 district, building height limitation is described in § 151.529(J)(1) of this Code.

(C) The maximum height of buildings and uses permitted conditionally shall be stated in the Conditional Use Permits.

(D) Institutional.

- (1) The maximum height of any building or structure will be 75 feet except as follows:
 - (a) Within 50 feet of an interior property line abutting a C-1, R-1, R-2 or R-P district, no main building may exceed 30 feet.
 - (b) Within 50 feet of an interior property line abutting an R-3 district, no main building may exceed 45 feet.
 - (c) Within 100 feet of a property line abutting a public street or railroad right-

R-2, R-3, R-P, C-1, C-2, C-3, M-1, M-2, or M-3 zoning designation, no main building may exceed 50 feet in height.

- (d) To utilize the maximum permitted height standard, at least 80% of the building's ground coverage must be beyond the setback area designated in (c) above. The maximum encroachment may not exceed 25 feet.

► *Change the existing NDC language in § 151.551 to the following:*

§ 151.551 FRONT YARD SETBACK (FIG. 10)

(A) Residential.

- (1) R-1 and R-2 districts shall have a front yard of not less than 15 feet. Said yard shall be landscaped and maintained.
- (2) R-3 and RP districts shall have a front yard of not less than 12 feet. Said yard shall be landscaped and maintained.
- (3) The entrance to a garage or carport, whether or not attached to a dwelling, shall be set back at least 20 feet from the nearest property line of the street to which access will be provided. However, the foregoing setback requirement shall not apply where the garage or carport will be provided with access to an alley only.

(B) Commercial.

- (1) All lots or development sites in the C-1 district shall have a front yard of not less than 10 feet. Said yard shall be landscaped and maintained.
- (2) All lots or developments sites in the C-2 district shall have a front yard of 20 feet.
- (3) All lots or development sites in the C-3 district shall have no front yard requirements.
- (4) All lots or development sites in the C-4 district will comply with the front yard requirements described in § 151.528(E) of this Code.

(C) Industrial.

All lots or development sites in the M-1, M-2 or M-3 districts shall have a front yard of 20 feet.

(D) Institutional and Community Facility.

All lots or development sites in the I district shall have a front yard of 25 feet. Outdoor activity facilities, such as pools, basketball courts, tennis courts, or baseball diamonds including any accessory structures and uses are not permitted within the required setback.

- *Change the existing NDC language in § 151.552 to the following:*

§ 151.552 Interior Yard Setback

(A) Residential.

- (1) All lots or development sites in the R-1, R-2 and R-3 districts shall have interior yards of not less than 5 feet, except that where a utility easement is recorded adjacent to a side lot line, there shall be a side yard no less than the width of the easement.
- (2) All lots or development sites in the RP district shall have interior yards of not less than eight feet.

(B) Commercial.

- (1) All lots or development sites in the C-1 and C-2 districts have no interior yards required where said lots or development sites abut property lines of commercially or industrially zoned property. When interior lot lines of said districts are common with property zoned residentially, interior yards of not less than 10 feet shall be required opposite the residential districts.
- (2) All lots or development sites in the C-3 district shall have no interior yards requirements.
- (3) All lots or development sites in the C-4 district will comply with the interior yard requirements described in § 151.528(E) of this Code.

(C) Industrial.

All lots or development sites in the M-1, M-2 and M-3 districts shall have no interior yards where said lots or development sites abut property lines of commercially or industrially zoned property. When interior lot lines of said districts are common with property zoned residentially, interior yards of not less than 10 feet shall be required opposite the residential districts.

(D) Institutional.

All lots or development sites in the I district shall have interior yards of not less than 10 feet, except outdoor activity facilities, such as pools, basketball courts, tennis courts, or baseball diamonds including any accessory structures and uses shall have an interior yard

- *Change the existing NDC language in § 151.555 and § 151.556 to the following:*

§ 151.555 VISION CLEARANCE SETBACK

The following vision clearance standards shall apply in all zones: (Fig. 9).

- (A) At the intersection of two streets, including private streets, a triangle formed by the intersection of the curb lines, each leg of the vision clearance triangle shall be a minimum of fifty (50) feet in length.
- (B) At the intersection of a private drive and a street, a triangle formed by the intersection of the curb lines, each leg of the vision clearance triangle shall be a minimum of twenty-five (25) feet in length.
- (C) Vision clearance triangles shall be kept free of all visual obstructions from two and one-half feet to nine feet above the curb line. Where curbs are absent, the edge of the asphalt or future curb location shall be used as a guide, whichever provides the greatest amount of vision clearance.
- (D) There is no vision clearance requirement within the commercial zoning district(s) located within the Riverfront (RF) Overlay Sub-district.

§ 151.556 YARD EXCEPTIONS AND PERMITTED INTRUSIONS INTO REQUIRED YARD SETBACKS

The following intrusions may project into required yards to the extent and under the conditions and limitations indicated:

- (A) Depressed areas. In any district, open work fences, hedges, guard railing or other landscaping or architectural devices for safety protection around depressed ramps, stairs or retaining walls, may be located in required yards, provided that such devices are not more than 3 ½ feet in height.
- (B) Accessory buildings. In front yards on through lots: Where a through lot has a depth of not more than 140 feet, accessory buildings may be located in one of the required front yards; provided, that every portion of such accessory building is not less than 10 feet from the nearest street line.
- (C) Projecting building features. The following building features may project into the required front yard no more than five feet and into the required interior yards no more than two feet; provided, that such projections are no closer than three feet to any interior lot line:
 - (1) Eaves, cornices, belt courses, sills, awnings, buttresses or other similar features.

- (3) Porches, platforms or landings which do not extend above the level of the first floor of the building.
- (4) Mechanical structures (heat pumps, air conditioners, emergency generators and pumps).

(D) Fences and walls.

- (1) In the residential district, a fence or wall shall be permitted to be placed at the property line or within a yard setback as follows:
 - (a) Not to exceed six feet in height. Located or maintained within the required interior yards. For purposes of fencing only, lots that are corner lots or through lots may select one of the street frontages as a front yard and all other yards shall be considered as interior yards, allowing the placement of a six (6) foot fence on the property line. In no case may a fence extend into the clear vision zone as defined in 10.50.132.
 - (b) Not to exceed four feet in height. Located or maintained within all other front yards.
- (2) In any commercial or industrial district, fences or walls not to exceed eight feet in height may be located or maintained in any yard except where the requirements of vision clearance apply.
- (3) If chain link (wire-woven) fences are used, they are manufactured of corrosion proof materials of at least 11 ½ gauge.
- (4) The requirements of vision clearance shall apply to the placement of fences.

(E) Parking and service drives. (Also refer to §§ 151.610 through 151.617)

- (1) In any district, service drives or accessways providing ingress and egress shall be permitted, together with any appropriate traffic control devices in any required yard.
- (2) In any residential district, public or private parking areas and parking spaces shall not be permitted in any required yard except as provided herein:
 - (a) Required parking spaces shall be permitted on service drives in the required front yard in conjunction with any single family or two family dwelling on a single lot.
 - (b) Recreational vehicles, boat trailers, camperettes and all other vehicles not in daily use are restricted to parking in the front yard setback for not more

other vehicles not in daily use, are permitted to be located in the required interior yards.

(c) Public or private parking areas, parking spaces or any building or portion of any building intended for parking which have been identified as a use permitted in any residential district, shall be permitted in any interior yard that abuts an alley, provided said parking areas, structures or spaces shall comply with the parking table and diagram (Diagrams 1-3).

(d) Public or private parking areas, service drives or parking spaces which have been identified as a use permitted in any residential district, shall be permitted in interior yards, provided that said parking areas, service drives or parking spaces shall comply with other requirements of this Code.

(3) In any commercial or industrial district, except C-1, C-4 and M-1, public or private parking areas or parking spaces shall be permitted in any required yard. (See § 151.552). Parking requirements in the C-4 district are described in § 151.528(H) of this Code.

(4) In the I district, public or private parking areas or parking spaces may be no closer to a front property line than 20 feet, and no closer to an interior property line than 5 feet.

(F) Public telephone booths and public bus shelters. Public telephone booths and public bus shelters shall be permitted, provided that vision clearance is maintained for vehicles requirements for vision clearance.

► *Change the existing NDC language in § 151.565 to the following:*

§ 151.565 LOT AREA; LOT AREAS PER DWELLING UNIT

(A) In the following districts, each lot or development site shall have an area as shown below except as otherwise permitted by this Code.

(1) In the R-1 district, each lot or development site shall have a minimum area of 7,500 square feet or as may be established by a sub-district.

(2) In the R-2, R-3, RP, C-1, C-2, and C-3 districts, each lot or development site shall have a minimum of 5,000 square feet or as may be established by a sub-district.

(3) In the M-1, M-2 and M-3 districts, each lot or development site shall have a minimum area of 20,000 square feet.

- (4) Institutional Districts shall have a minimum size of five (5) contiguous acres in order to create a large enough campus to support institutional uses; however, additions to the district may be made in increments of any size.
 - (5) Within the commercial zoning district(s) of the Riverfront Overlay Sub-district, there is no minimum lot size required, provided the other standards of this Code can be met.
- (B) Lot or development site area per dwelling unit.
- (1) In the R-1 district, there shall be a minimum of 7,500 square feet per dwelling unit.
 - (2) In the R-2 and R-P districts, there shall be a minimum of 3,750 square feet of lot or development site area per dwelling unit.
 - (3) In the R-3 district, there shall be a minimum of 1,500 square feet of lot or development site area per dwelling unit.
- (C) In calculating lot area for this section, lot area does not include land within public or private streets.

► *Change the existing NDC language in § 151.580 to the following:*

LANDSCAPING AND OUTDOOR AREAS

§ 151.580 REQUIRED MINIMUM STANDARDS

- (A) Private and Shared Outdoor Recreation Areas in Residential Developments.
- (1) Private Areas. Each ground level living unit in a residential development subject to a design review plan approval shall have an accessible outdoor private space of not less than 48 square feet in area. The area shall be enclosed, screened or otherwise designed to provide increased privacy for unit residents, their guests and neighbors.
 - (2) Individual and Shared Areas. Usable outdoor recreation space shall be provided for the individual and/or shared use of residents and their guests in any duplex or multi-family residential development, as follows:
 - (a) One or two bedroom units: 200 square feet per unit.
 - (b) Three or more bedroom units: 300 square feet per unit.
 - (c) Storage areas are required in residential developments. Convenient areas

such as bicycles, barbecues, luggage, outdoor furniture, etc. These shall be entirely enclosed.

(B) Required Landscaped Area. The following landscape requirements are established for all developments except single family dwellings.

- (1) A minimum of 15% of the lot area shall be landscaped; provided however, that computation of this minimum may include areas landscaped under Subpart (C) of this subsection. Development in the C-3 (Central Business District) zoning district is exempt from the 15 % landscape area requirement of this section. Additional landscaping requirements in the C-4 district are described in § 151.528(K) of this Code.

The remainder of § 151.580 would remain the same.

► *Change the existing NDC language of § 151.600 to the following:*

SIGNS

§ 151.600 SIGNS WITHIN THE PUBLIC RIGHT-OF-WAY

- (A) Public signs are permitted in the public right-of-way as permitted by the governmental agency responsible for the right-of-way.
- (B) For lots in the C-3 and C-4 zones, the one allowed portable sign per street frontage may be located, without permit, in the public right-of-way fronting that lot provided it meets the following standards:
 - (1) The sign may not be less than 2 feet nor more than 4 feet high.
 - (2) The sign may not be located within the vehicular path.
 - (3) If located on a sidewalk, the sign must leave a clear area of at least 5 feet measured horizontally, and may not be located on a wheel chair ramp.
 - (4) If the sign is located adjacent to a striped on-street parking area, the sign must be located adjacent to the stripe.
 - (5) The sign may not be located within 3 feet of a fire hydrant.
 - (6) The sign must be removed during non-business hours or hours the adjoining property is uninhabited.
 - (7) The property owner abutting the right-of-way shall grant permission for any sign, other than a public sign, that is placed within that right-of-way fronting his or her lot.
 - (8) If more than one sign is located in the right-of-way fronting one lot, all signs may be forfeited as per subsection (E) below.
- (C) For lots in other zones, the one portable sign per street frontage may be allowed in the public right-of-way provided:

- (1) The applicant first obtains a sign permit from the Director approving the location of the sign. Approval is at the sole discretion of the Director. The permit shall be affixed to the sign.
 - (2) The standards (1) through (6) in subsection (B) above are met.
- (D) No other signs shall be placed within the public right-of-way except as specifically permitted by this Code.
- (E) Any sign installed or placed in the public right-of-way, except in conformance with the requirements of this Code, shall be forfeited to the public and subject to confiscation. In addition to other remedies hereunder, the City shall have the right to recover from the owner or person placing such a sign the full costs of removal and disposal of such sign.

► *Change the existing NDC language of § 151.610 to the following:*

OFF-STREET PARKING REQUIREMENTS

§ 151.610 REQUIRED OFF-STREET PARKING

Off-street parking shall be provided on the development site for all R-1, C-1, M-1, M-2 and M-3 zones. In all other zones, the required parking shall be on the development site or within 400 feet of the development site which the parking is required to serve. All required parking must be under the same ownership as the development site served except through special covenant agreements as approved by the City attorney, which bind the parking to the development site. Off-street parking is not required in the C-3 district, except for dwelling units. Within the C-4 district, the minimum number of required off-street parking spaces shall be 50% of the number required by § 151.612 of the code, except that no reduction is permitted for residential uses.

► *Change the existing NDC language of § 151.617 (A) to the following:*

§ 151.617 OFF-STREET LOADING

(A) Buildings to be built or substantially altered which receive and distribute materials and merchandise by trucks shall provide and maintain off-street loading berths in sufficient number and size to adequately handle the needs of the particular use.

(1) The following standards shall be used in establishing the minimum number of berths required:

<u>Gross Floor Area of the Building in Square Feet</u>	<u>Number of Berths</u>
Up to 10,000	1
10,000 and over	2

(2) A loading berth shall contain a space 10 feet wide and 35 feet long and

loading and unloading exceed these dimensions, the required length of these berths shall be increased.

- (3) Additional off-street loading requirements within the C-4 district are described in § 151.528(H)(7) of this code.

► *Change the existing NDC language of §§ 151.625.1 through §§ 151.625.2 to the following:*

BICYCLE PARKING

§ 151.625.1 PURPOSE

Cycling is a healthy activity for travel and recreation. In addition, by maximizing bicycle travel, the community can reduce negative effects of automobile travel, such as congestion and pollution. To maximize bicycle travel, developments must provide effective support facilities. At a minimum, developments need to provide a secure place for employees, customers, and residents to park their bicycles.

§ 151.625.2 BICYCLE PARKING FACILITY REQUIREMENTS

Bicycle parking facilities shall be provided for the uses shown in the following table. Fractional space requirements shall be rounded up to the next whole number.

	<u>Use</u>	<u>Minimum Number of Bicycle Parking Spaces Required</u>
(1)	New multiple dwellings, including additions creating additional dwelling units	One bicycle parking space for every four dwelling units.
(2)	New commercial, industrial, office, and institutional developments, including additions that total 4,000 square feet or more	One bicycle parking space for every 10,000 square feet of gross floor area. In C-4 districts, two (2) bicycle parking spaces, or one (1) per 5,000 square feet of building area must be provided, whichever is greater.
(3)	Transit transfer stations and park and ride lots	One bicycle parking space for every 20 vehicle parking spaces
(4)	Parks	Two bicycle parking spaces within 50 feet of each developed playground, ball field, or shelter.

YAMHILL COUNTY COMPREHENSIVE PLAN

Under this plan, a change is made to the Yamhill County Comprehensive Plan by adding Policies 'e' and 'f' under Section I. A Policies. Existing Comprehensive Plan language is shown in plain text. The new policies 'e' and 'f' are shown in italicized text.

SECTION I. URBAN GROWTH AND CHANGE AND ECONOMIC DEVELOPMENT

A. URBAN AREA DEVELOPMENT

SUMMARY

Growth in Yamhill County is being most heavily influenced by spillover from the Portland metropolitan area. The northeast section of the county has been absorbing the brunt of this growth pressure and will continue to do so in the future.

Due to a vigorous policy to attract additional industry into the city, McMinnville should also see rapid population growth in coming years.

Future growth pressures will increase the potential for sprawl development, a condition which results in higher costs in providing public facilities and services due to the extension, then under-utilization, of those services.

Economic, energy, and environmental considerations point to the need for containing urban growth to existing urban centers.

An established urban growth boundary for each city of Yamhill County will assist in the orderly and efficient transition from rural to urban land uses.

GOAL STATEMENT

1. To encourage the containment of growth within existing urban centers, provide for the orderly, staged, diversified and compatible development of all of the cities of Yamhill County, and assure an efficient transition from rural to urban land use. (60)

POLICIES

- a. Yamhill County will, in cooperation with the cities and special districts of the county, encourage urban growth to take the form of a series of compact, balanced communities, each with its own business and community center and each related to industrial areas and other centers of employment.
- b. Yamhill County will cooperate and coordinate with each of the cities in the development of urban growth boundaries and will adopt an urban area growth management agreement

- c. Yamhill County will recognize the lands within established urban growth boundaries as the appropriate and desired location for urban development.
- d. Yamhill County will coordinate with the City of Newberg to adopt an Urban Reserve Area (URA). The URA identifies high priority lands to include with the Newberg UGB to meet long-term urban growth needs to the year 2030. Interim rural development within the Urban Reserve Area will be regulated with tools such as corridor plans, shadow plats, clustering and redevelopment plans to ensure that long term options for urban development are protected. (Ord. 596)
- e. *Yamhill County shall coordinate with the City of Newberg to implement the Newberg Riverfront Master Plan. The purpose of the Newberg Riverfront Master Plan is to limit current development in such a way that it does not preclude future implementation of the master plan. Yamhill County shall pursue, in cooperation with the respective property owners, changing the zoning designation of Tax Lots 3219-200 and 3219-100 to match Newberg's Comprehensive Plan designation as identified in the Newberg Riverfront Master Plan.*
- f. *Nothing in the Newberg Riverfront Master Plan should be construed to restrict the continuing legal use of the properties in the plan area at the time that the plan is approved. Specifically, tax lots 3219-200 and 3230-100 may continue their current legal uses as allowed under the Yamhill County Zoning Code. The uses over the short-term may be expanded upon, including new buildings and uses, if they meet the Yamhill County Zoning Code requirements and the generalized terms and goals of the Newberg Riverfront Master Plan and are of a non-permanent nature. The City of Newberg and Yamhill County shall work with the owners of tax lots 3219-200 and 3219-100 to identify an appropriate county commercial zone that would be an interim zone until the properties are brought within the Newberg city limits. Upon annexation to the City of Newberg, the properties will comply with the requirements of the Newberg Development Code.*

ADDITIONAL RECOMMENDATIONS

General Recommendations on the Southern Bypass

If the decision is made to develop a southern bypass to Highway 99W, the recommendations contained below are aimed at minimizing adverse impacts on the Riverfront District.

- Any southern bypass route should be located no closer to the river than Eleventh Street.
- Any southern bypass route should have an at-grade signalized intersection providing access to the Riverfront Master Plan project area.
- Provide trail access across any bypass route. The bypass should not block access to the Willamette Greenway or the Chehalem Creek corridor and Ewing Young Park. Trails connecting across the bypass should be welcoming and pedestrian-friendly, and should provide a reasonably direct route.
- Any southern bypass route should not bisect the medium or low density zones in the Riverfront District.
- Consider undergrounding the bypass through the project area.
- Consider a boulevard treatment through the project area or near the at-grade intersection

Recommendations on the Endangered Species Act (ESA)

The overall Riverfront Master Plan has been designed for compatibility with ESA. The Riverfront Master Plan focuses development in upland areas, and keeps floodplain and riparian areas in open space and park uses. Future trail locations on the former landfill site are located back from the mouth of Chehalem Creek to protect the integrity of the riparian habitat in this area, as identified in the natural resources review conducted during this project. The Master Plan also maintains the stream corridor overlay protections that the City of Newberg already has in place. In addition, lower intensity residential uses are located closer to the Chehalem Creek stream corridor, with the higher intensity commercial development located further away from the Creek. The overall plan avoids disturbance to creeks, the riverfront, and habitat areas, and maintains protection of creek and river corridors.

In addition to the overall plan's design for compatibility with ESA, additional recommendations for compliance with ESA are contained below.

General ESA Recommendations

- Maintain protection of natural habitat and vegetation through the Stream Corridor overlay zone.
- Coordinate adoption of the Stream Corridor overlay zone with Yamhill County for areas outside the city limits but within the UGR

- Continue to require that native vegetation be planted in disturbed areas within the Stream Corridor overlay zone.
- Continue to encourage removal of nuisance plants as identified on the Newberg Plant List from the Stream Corridor overlay zone such as Himalayan Blackberry, English Ivy, and Scotch Broom.
- Continue to require mitigation for disturbances within the stream corridor through the Stream Corridor overlay zone.
- Continue to encourage dedication of land within stream corridors for permanent open space uses.
- Where possible, improve riparian habitat and vegetation along the Willamette River and Chehalem Creek, particularly on the site of the former landfill.
- If trails must cross creek channels, use fish-friendly crossings that span the creek from top of bank to top of bank and don't require piers or pilings in the stream channel or other riparian areas.
- Encourage the preservation of significant native trees throughout the master plan area.
- Use Best Management Practices to ensure that stormwater runoff is filtered before it enters Chehalem Creek or the Willamette River. Refer to the *City of Portland Stormwater Management Manual* (1999) for guidance.

Habitat Management Recommendations

- *Stabilize bank erosion upstream of existing boat ramp.*
This bank erosion is beginning to impact the paved area, and will only get worse if it is not addressed. Erosion control activities permitted by the Corps of Engineers may fall under the programmatic ESA and EFH consultation, eliminating the need for consultation with the National Marine Fisheries Service. A Corps permit would still be required. The programmatic biological opinion, authored by NMFS, encourages the use of "bioengineering" practices to control streambank erosion. Placement of more than 10 cubic yards of rock or riprap per 100 linear feet of bankline is excluded from the authorization.
- *Minimize removal of riparian vegetation when the boat ramp is relocated to an upstream location.*
Existing riparian vegetation should be maintained to the extent feasible. For example, there is an already disturbed area where a storm drain pipe is located.
- *Take the ongoing bank erosion into consideration when siting the new boat ramp.*

The new boat ramp should be sited to avoid contributing to the erosion of the riverbank.

- *Consider diversifying shoreline fish habitat by adding inwater structure.*
Adding inwater structure for fish habitat may also qualify under programmatic ESA and EFH consultation.
- *Consider making habitat improvements along the riverbank through Rogers Landing, or coordinate with the County to make the improvements.*
The riverbank through Rogers Landing has very little vegetation. Although there is not much room for vegetation, there is some room to retrofit the bank through Rogers Landing and improve its habitat value.
- *Encourage enhancement of wetlands located within the floodplain.*
As the natural resources review indicated, there are several areas of suspected wetlands in the floodplain. The City should encourage the enhancement of any wetlands within the floodplain. The City or County should require a profession wetland delineation prior to any development proposal on lands identified as containing suspected wetland areas as identified in this report.

Transportation and Circulation Recommendations

- *Coordinate with Yamhill County on the transfer of jurisdiction of roads.*

Before improvements can be made to streets within the Riverfront Master Plan area, jurisdiction will need to be transferred from the County to the City. The streets within the Master Plan area are substandard, and the transfer of jurisdiction will require coordination as the area is annexed to the City.

- *Evaluate alternatives for a trail connection between Rogers Landing and the future Willamette pedestrian / bike crossing.*

There are slope and stability constraints on the trail connection shown between Rogers Landing and the old Wyooski Bridge. Additional study of a trail locations should be undertaken to determine the best location. In addition to locations on the slope, a floating walkway could be considered.

- *Consider adding the pedestrian trails identified on the Riverfront Master Plan to the list of improvements that can be paid for by the Parks SDC.*

Newberg currently has a Systems Development Charge (SDC) in place for parks. This SDC is charged for residential development. The City should consider adding the pedestrian trails to the SDC-funded capital projects list. These proposed trails form a system, and provide access to existing and future parks.

Other Recommendations

- *Seek a “No Wake” zone upstream of Rogers Landing.*

A “No Wake” zone will assist in slowing down the bank erosion. As an added benefit, a “No Wake” zone will minimize conflicts with non-motorized boat users around Ash Island.

- *Consider incorporating historical interpretation into open spaces, parks, and esplanades.*

When these facilities are designed, historical interpretation could be incorporated as a program element. There is a rich history in the Willamette Valley, and the public parks and trail facilities offer a perfect opportunity to educate people about that history.

- *Consider adopting a Willamette River Greenway overlay zone.*

The City’s existing Stream Corridor overlay zone includes the corridor along the Willamette through the Riverfront Master Plan area, so some protection of the river corridor is already in place. The City should also consider adopting a special Willamette River Greenway overlay zone as a means of implementing Statewide Planning Goal 15. This could be modeled on Yamhill County’s Willamette Greenway overlay.

- *Coordinate the timing of annexation of the Riverfront Master Plan area with property owners and Yamhill County.*

Implementation of most of the Riverfront Master Plan elements cannot occur until the area is annexed. Water and sewer service cannot be provided outside of city limits, and urban level development in accordance with the Master Plan cannot occur under County zoning and without water and sewer service.

- *Consider creating a Request For Proposal process for development of the City of Newberg parcel that has a commercial designation.*

Creating an RFP for development of this parcel would allow the City to have control over development of the parcel, and would ensure that any development achieves the goals of the riverfront plan. An RFP for development of the City-owned parcel would have to be timed appropriately to market conditions, and after annexation of the property.

- *Consider incorporating areas along Blaine, College, and land in and around River Street into an urban renewal area.*

Blaine, College, and River Streets serve as the main connections between downtown and the riverfront. If an urban renewal area is considered for the Newberg core area, these three areas should be evaluated for inclusion in the district. Tax increment financing

between downtown and the riverfront, and could set the stage for development of the riverfront as a complement to a revitalized downtown.

APPENDIX A

Newberg Riverfront Master Plan Project

January 31, 2001
Introductory Work Session

Meeting Summary

Attendees:

David Beam, City of Newberg
Mike Soderquist, City of Newberg
Merrill Johnson, Yamhill County Parks Board
Gary Allen, *Newberg Graphic*
Barton Brierley, City of Newberg
David Primozich, Yamhill County Parks
Jim Records, Baker Rock
Lauren Schmitt, CDA Consulting Group
Clay Moorhead, CDA Consulting Group
Paul Fishman, Fishman Environmental Services
Jerry Mitchell, KPFF Consulting Engineers
Martin Chroust-Masin, Yamhill County Planning
Brian Wethington, GreenWorks, P.C.
Mike Faha, GreenWorks, P.C.
Duane Cole, City of Newberg
Barb Mingay, City of Newberg
Ron Huber, Yamhill County Parks
Don Clements, Chehalem Parks and Recreation District
Gary Fischer, SP Newsprint
John Raineri, City of Newberg

The session began with general questions. Duane Cole asked whether URS had been contacted, because as the firm completing the bypass EIS, they should be included. Initial contact had been made, but the bypass consultants were not invited to the stakeholder summit. It was suggested that they be invited to future project meetings. Don Clements asked whether Dundee had been contacted, because Dundee's waterfront connects to Newberg's, and Dundee is discussing their waterfront. The Dundee waterfront is outside of the scope of work for the current project, but participants generally agreed that if there were a way to expand the scope, including the Dundee waterfront would be a good idea.

The next topic of discussion was desired outcomes. Don Clements noted that the riverfront is a natural extension and connection between Dundee and Newberg for bikes and pedestrians. He

APPENDIX A

Park is 50 acres that almost extends the civic corridor, and that Ewing Young connects to the riverfront with Chehalem Creek. Merrill Johnson was interested in connections to the other side of the river (the Marion County side), and how Rogers Landing would fit into the overall plan. Duane Cole noted that the main outcomes the City would like to see are a change in Comprehensive Plan designations along the riverfront to designations that make more sense, capitalization on the recreational opportunities in the area, and feasible and compatible economic development for the upper areas. Don Clements noted again that connectivity is an outcome CPRD would like to see, and that they are negotiating with property owners for R.O.W. / easements for trails and connections. The project team asked about Willamette Greenway regulations in Yamhill County. Martin Chroust-Masin indicated that the Willamette Greenway is applicable to the County, but that there are no specific County requirements for trails or public access within the Greenway. Mike Soderquist indicated that he would like to see landowners within the project area and adjacent to it targeted for outreach prior to the first workshop.

After discussion of desired outcomes, the next topic of discussion was unacceptable outcomes. Jim Fischer noted that SP Newsprint originally purchased the property in the study area for expansion or buffers, and the increasing public access is the opposite of the original intent. Jim Records asked whether Ash Island is included in the project area, and noted that it is a unique feature between Newberg and Dundee. It was noted that there are two property owners, that access is a challenge, that the State had considered purchasing it about 10 years ago but lacked the funding, and that a local developer had purchased a 10-acre parcel on the island. Paul Fishman pointed out that in addition to bike and pedestrian connections, there is also an opportunity for a paddling trail. It was noted that groups have been purchasing conservation easements and parcels up and down the river, that there are private and public sources out there looking to purchase or protect riverfront, and that Ash Island might be stunning enough to attract some of these funds. A major unacceptable outcome identified was a failure to come up with something. Don Clements pointed out that an unacceptable outcome would be a failure to provide connections to the waterfront, and he has heard a number of people express strong feelings about being cut off or separated from the river. Barb Mingay brought up disenfranchisement of current industry as an unacceptable outcome, and pointed out that coordination on redevelopment efforts should occur. Barton Brierley noted that it would also be unacceptable to have new industry which is not compatible with the river, but that compatible industry could be considered.

During the next portion of the summit, a number of issues were discussed as they relate to the riverfront. These issues were identified by the project team and City staff.

Planning Process

- City/County process requires joint planning in the UGB (NUAMC).
- The Riverfront Master Plan may change zoning, but it doesn't have to.
- Measure 7 could affect the process.
- If a change is proposed in the City only, NUAMC review would not be required.
- The plan would be reviewed by NUAMC then proceed to the City Council and County

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Council or Board can refer the plan to the Planning Commission.

- A streamlined process could be desirable.
- Building consensus is important to achieving anything with the plan.
- The Riverfront Master Plan offers an opportunity to build a better relationship between the City and County and to create a good outcome for the entire community.
- The landfill manager – Dyke Mace – should be involved.

Comprehensive Plan / Zoning

- The waterfront portion of the landfill may be okay for trails and pedestrian or bike connections.
- Baker Rock has a lease on a portion of the landfill property in exchange for allowing a portion of their property to be used for the Rogers Landing expansion.
- What are the possibilities for the riverfront, given ESA and floodplain constraints?
- Yamhill County Planning administers FEMA regulations for the County.
- CPRD is seeking a “Community Facilities” zoning in City to align more with County’s zoning.
- CPRD wants trails, more boating, picnicking, and possible historical tourism uses.
- “Tourism commercial” zoning a possibility to be considered (i.e. commercial zoning allowing only those uses that support tourism).
- The bypass is identified in Newberg’s Comprehensive Plan, and therefore every alternative must consider the bypass in order to comply with the Comprehensive Plan. There is no access within the project area, just at 219 and possibly in Dundee. The southern route is the only funded bypass route.
- The bypass might separate the community from the river.
- Separation / connectivity can be addressed by the design of the bypass.
- The EIS process is going to determine the bypass routing. The local community doesn’t have much control.
- The riverfront project could be an opportunity to impact the design of the bypass, and to bring up important access and connection issues.
- SP has no plans for its property in the area, other than to keep it as a buffer.
- Are there uses that could be located on the upper bank? Uses that complement recreation? Zoning related to water use or dependency?
- Some commercial use on the upper bank would be good. A restaurant or hotel?
- Concessions opportunities should be considered, regardless of use in the area.
- Protect industry, but build a trail system.
- Passive use areas could buffer industrial uses.
- The City has some interest in maintaining a barge landing facility on the riverfront.
- Riverboat access to the wine country from Portland.
- The old stagecoach went through the project area, and there are still signs visible of the route.

Transportation

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industrial uses and pedestrian traffic. Water line security is also a concern.

- Rogers Landing could benefit from flow-through access – enter in one drive, exit through another. There is an emergency access through Baker Rock’s property to Rogers Landing.
- Riverfront trail – pedestrian/bike access across the river.
- Consider existing topography for access and connectivity opportunities.
- There may be structural issues with 14th Street and River Street.
- Boat transportation? Paddle trails? Could create a need for camping and parking. There could be power boat conflicts.
- Riverboat/barge access
- RV issues. Tent camping or more primitive campsites might be okay. Newberg has very little riverfront. Discourage RV use from eating that resource up.
- The bypass needs to be considered.
- Avoid sound walls on the bypass.
- Consider how a riverboat / barge landing would work.
- River Street is inadequate.
- 11th is another route. It is the designated truck route from 219, and is also the bypass alignment.
- Bypass will be located somewhere within a 1500' corridor.
- College Street stops at the school. Pedestrian or bike access could possibly be strengthened. A street is unlikely.
- Blaine Street is inadequate. It could be extended along the SP railroad route, but there are some grade issues, the train is a nuisance, and Blaine Street itself has been rebuilt probably 5 times in the past 20 years.
- What about using the RR tracks for a trolley? Coordination would be needed with SP on this.
- Wynooski Bridge as a pedestrian connection? SP access is problematic, and the connection doesn’t seem feasible.
- Connection to Ewing Young Park, which has the new skateboard park and a BMX trail.
- What about a park like Waterfront Park in Portland? Newberg’s Old Fashioned Festival will soon need a bigger home.
- Park or Public/Quasi-public zoning designation on current public lands could avoid Measure 7 conflicts.

Parks and Open Space

- Amphitheater considered and dismissed a while back.
- Connections between parks and open space are important.
- Trails are important.
- Pedestrian and bike access is needed.

ESA

- Encouraging floodplain functions is part of ESA requirements.
- NMFS review will occur with any federal permit (such as a Corps of Engineers permit) or

APPENDIX A

- DEQ is looking at the Newberg pool.
- How does the riverfront fit in with Newberg's city-wide ESA response?
- Enhance Baker Rock Ponds as wetlands for stormwater treatment.
- Is trail-building okay under ESA?

Utilities

- Newberg can't provide services to the riverfront until it is annexed.
- Sewer service to the whole area would involve pumping.
- There is some trouble with pumps in terms of logistics.
- For utilities on the upper portion of the project area, the closest sewer gravity feed is at 14th and River.

Livability

- Specific standards?
- An opportunity for requiring development to relate to the river.
- Need to maintain flow to river – view corridors – access corridors.
- Two safety issues are flooding and access for fire, police, and water issue.
- Landscaping standards to maintain views. Native species are already required in the stream corridor.
- Design guidelines are a good idea for the riverfront.
- Visibility and activity are needed for safety.
- ADA access is an issue.

Economic Development

- The economic analysis component of the project should provide some ideas.
- Residential uses as a possibility. Senior housing?
- Hotel? Restaurant?
- Residential use could conflict with the bypass and with the existing industrial uses.
- Marina? Houseboat moorage? Would be better closer to Dundee, not within the project area.

Capital Improvement Projects

- Rogers Landing is the main CIP in the project area (a County project).
- Currently constructing phases 1 and 2 of a four phase improvement.
- Currently seeking Marine Board or Fish & Wildlife approval for additional funding for Phases 3 and 4.
- Phases 3 and 4 are in Corps of Engineers permitting process, and the County hopes to proceed with construction between July and October, 2001.
- The County needs ideas for the planting which they will need to do after construction is complete.

Other ideas

- Ash Island as a water access-only park or a mitigation site.

APPENDIX B

Newberg Riverfront Master Plan **Community Input Meeting Summaries**

April 18, 2001 Meeting

An agenda for the April 18 meeting and a record of meeting participant comments is attached to this summary. Prior to the meeting, brochures announcing the project and inviting participation were sent out to all property owners within the project and within 300' of the project area. The meeting was also advertised in the *Newberg Graphic*. Copies of the mailing list and the newspaper ad are available from the City of Newberg.

The main purpose of the April 18 meeting was to gain community input on the preferred land use concept for the Riverfront Master Plan area. The meeting began with an introduction to the project, including a slide presentation that provided an overview of the project area and key issues for the planning process. Four concepts were introduced for the Riverfront Master Plan area. These included a "do nothing" alternative that left the area mainly industrial, an alternative that included open space and residential uses, and two alternatives that included a new "tourist commercial" zone, open space, and residential uses.

The next part of the meeting was a gallery session for review of the four plan alternatives. Participants were asked to review the four alternatives more closely, and were each given a stick-on "dot" to vote on the alternative they preferred. A member of the project team was stationed at each alternative to answer questions, take down comments, and provide additional information about the concept.

After the gallery session, the participants were brought back together to review the results of the preferences. The "do nothing" and residential concepts (Options 1 and 2) received no support. Options 3 and 4, which both included the "tourism commercial" zone, received 14 and 10 "dots" respectively. The results of the "dots" exercise and the comments from the participants indicated support for development of a river-oriented commercial zone. Additional discussion was held, and comments from the participants were recorded on a chartpak at the front of the room.

At the end of the meeting, the next steps in the project were outlined and the May meeting date was announced.

May 15, 2001 Meeting

An agenda for the May 15 meeting and a record of meeting participant comments is attached to this summary. Prior to the meeting, brochures announcing the project and inviting participation were sent out to all property owners within the project and within 300' of the project area. The

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The main purpose of the May 15 meeting was to obtain community input into the draft plan for the riverfront area and into types of land uses and desirable design features. In addition, community input was sought on a multimodal transportation concept plan that showed major auto, bike, and pedestrian connections within the project area and between the riverfront and downtown.

At the beginning of the meeting, there was a brief review of the results of the April 18 meeting and the work the project team completed in response to the community input at that meeting. The draft master plan was described, and the transportation concept plan was reviewed. After initial comments and discussion, the next phase of the meeting was explained.

Six boards with photographic images of land use character, main street character, streetscapes, esplanades, riverfronts, and residential areas were displayed around the room. Participants were asked to review the photographs to determine what they liked and disliked. They were then asked to put yellow dots on the images they especially liked and blue dots on images they didn't like. After about a half hour of gallery review, the meeting was called back to order and the results of the preference exercise were discussed. Full results of the preference exercise will be available in the final master plan report.

The final segment of the meeting was a review the next steps, including the code element of the master plan. Draft policy statements and permitted uses were distributed for input and comments. In addition, design standards and requirements were discussed, including what types of standards should be included.



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APPENDIX C

MEMORANDUM

TO: Clay Moorhead
CDA Consulting Group

FROM: Jerry Mitchell

RE: **Newberg Riverfront Master Plan**
Commentary on Wynooski Bridge and
Potential Pathway through SP Paper Site

DATE: May 12, 2001

COPY:

There has been recent discussion in connection with the Newberg Riverfront Master Plan on the feasibility of retrofitting a bicycle / pedestrian path to the old Wynooski Bridge over the Willamette River. This discussion has also included a potential pathway along the top of the riverbank through the SP Paper mill site. This pathway would be necessary to provide access to the bridge from the master plan area.

The bridge, which is located east (down-river) from the master plan area, was built in the early twentieth century and has been closed to traffic for many years. Currently it is used to support the water transmission main from the City of Newberg's well field, which is located on the opposite (south) side of the river from the town.

On Thursday, May 03, 2001, Jerry Mitchell, KPFF's project manager for the Newberg Riverfront Master Plan, and Craig Totten, KPFF bridge engineer, visited the bridge site and walked across the bridge. On Monday, May 07, 2001, Mr. Mitchell viewed the potential pathway alignment with Gary Fischer, the mill's facility manager, Clay Moorhead of CDA Design and Brian Wethington of GreenWorks. KPFF's comments and observations are summarized below. KPFF's photographs of the bridge are enclosed.

Wynooski Bridge

Existing Conditions

The bridge can be accessed only from the north side, through the SP Paper mill site along the old Wynooski Street alignment. Access to the mill site is tightly controlled.



The original bridge deck that accommodated the traffic lanes has been removed. The entire south span has also been removed, leaving the south end of the bridge approximately 45 feet above grade. Presumably a viaduct structure accommodated the southern approach to the bridge but has been removed.

A four-foot-wide steel grating and steel pipe handrails have been installed on the remaining length of the bridge and are located along the centerline of the structure. A water transmission main with an outside diameter of approximately 24 inches is located immediately west of the walkway and rests on the crossbeams. Two smaller pipes run immediately east of the walkway. A 12-inch water line is located along the east edge of the beams that formerly supported the bridge deck.

The existing walkway appears to slope from north to south at approximately two percent. The crossbeams are approximately 20 feet long and presumably supported a traffic deck of the same width.

The bridge structure is comprised of riveted arched trusses supported by three bents. The bents are founded on pipe caissons constructed of bolted steel plates that presumably are filled with concrete. Two of the bents are located on or near the shore and one is located in the river channel.

According to a note stenciled on the north end of the bridge, a zinc base coat and an epoxy paint coating were applied to the bridge in 1982. The bridge generally appears to be in good condition. It probably would not meet modern criteria for withstanding seismic forces.

Potential for Adding Bicycle / Pedestrian Facilities

Cursory observation indicates that it would be feasible to add a new deck to the Wynooski Bridge to accommodate pedestrians and bicycles. Such a pathway would probably be at least eight feet wide, would have 42-inch-high handrails and could be installed with the large-diameter water line left in place. The eight-foot width could be provided by constructing an additional four feet of surface to the east of the existing four-foot-wide pathway. An additional four feet of surface width could be provided along the east side of the bridge, for a total potential width of 12 feet. Any additional surface width along the west side of the bridge would have to be elevated above the large-diameter water line or the water line would have to be moved, perhaps by suspending it below the deck. However, a satisfactory pedestrian / bike facility could be provided without relocating the water line. Security and vandalism may be more significant concerns with the water line.

One of the most significant challenges to developing a pedestrian / bike connection over the Wynooski Bridge would be providing access from the south shore, where the bridge deck is approximately 40 feet above grade. This vertical distance would translate into a handicap-accessible ramp structure ranging from 600 to 800 feet in length. Assuming an eight-foot width and a cost of approximately \$100 / square foot, the ramp structure could cost as much as \$500,000



KPFF's experience on comparable projects indicates that a stairway / elevator combination probably would be more appropriate than such a long and expensive ramp. Security, operation and maintenance are obvious concerns but usually can be addressed with specialized equipment.

KPFF is familiar with two Willamette River projects where a stair / elevator combination was found to be more cost-effective than a long ramp. For Eastbank Riverfront Park in downtown Portland, KPFF designed a combined stairway and elevator tower connection to the Burnside Bridge. The stair has been completed and the elevator equipment will be installed in a future phase of the project. Vertical distance is approximately 25 feet. For the City of Oregon City, KPFF designed an inclined lift to overcome a fifty-foot vertical separation from the Highway 99E viaduct down to the shoreline. The project was funded but not built.

Next step

A preliminary structural engineering assessment would provide more information on cost and feasibility of retrofitting pedestrian and bicycle facilities to the Wynooski Bridge. Cost for this level of assessment would probably be less than \$10,000. If seismic issues were included, the cost might be increased by approximately \$5,000.

Top-of-bank pathway through SP Paper mill site

Existing upland conditions

The north bridgehead of the Wynooski Bridge is entirely surrounded by the SP Paper mill site. The only practical route for providing public access for pedestrians and bicycles through the mill site is along the river bank from the bridge head west to the intersection of River Street, 14th Street and Rogers Landing Road. In the past, public access to the bridgehead was via the old Wynooski Street alignment. This right-of-way was vacated many years ago and is now part of the mill site, where it serves as a major internal circulation route. Allowing public access along this route would pose unacceptable conflicts with mill operations.

A pathway alignment along the top of the riverbank would be constrained by existing mill facilities and operations as well as bank stability issues. Immediately west of the bridgehead, the southwest corner of the old carpenter shop has been undermined by bank failures. That corner of the building was removed and no upland area remains outside the building on which a pathway could be located.

Further west of the bridgehead, the top of bank alignment is constrained by a boiler facility. Public access could not be allowed close to this facility and, in any case, the area between the boiler facility and the top-of-bank is needed for operation of mobile equipment.

West of the boiler facility, adequate upland area might be available for a pedestrian / bicycle



paved width of 12 feet and are located in a 25-foot-wide easement. Recognizing that the full easement width might not be available through the mill site, KPFF's assumption is that a 12-foot paved width would be appropriate for the Newberg Riverfront master plan area.

Existing bank conditions

The following river information is excerpted and summarized from the *Rogers Landing Master Plan Design* report, prepared by The Benkendorf Associates Corp. for Yamhill County Public Works, August 9 1994.

- The north bank of the Willamette River in the Newberg Riverfront master plan area rises to an approximate elevation of 170 feet in the vicinity of the intersection of River Street and Rogers Landing Road.
- Ordinary Low Water level is 52.0 feet.
- Ordinary High Water level is 83.3 feet; this is approximately a two-year flood level.
- Selected FEMA flood stages:

<i>Flood Frequency</i> <u>(year)</u>	<i>Flood Stage</i> <u>(elevation in feet)</u>
10	87.1
50	95.3
100	98.9

- For a low flow of 6,000 cubic feet per second, average current velocity is estimated in the range of 0.4 ft / sec. Average current velocity for the 100-year flood stage is estimated at 2.5 ft / sec. (FEMA).
- Mid-channel depths along the Rogers Landing site are in the range of -25 feet to -30 feet below Ordinary Low Water.
- A shallow submerged shelf, reportedly of hardpan material, extends a short distance into the river just downstream from the existing boat ramp. This appears to . . . result in some seasonal local shoaling . . .

The upland area immediately north of the riverbank is essentially flat and is owned and occupied by SP Paper. The sections of bank east and west of the bridgehead are characterized by periodic slumping and failure and the mill site has lost a significant upland area over the years. One recent bank failure was associated with high river flows in 1996.

However, based on cursory looks at the shoreline from Rogers Landing and Wynooski Bridge and conversations with the mill's facility manager, it appears likely that the bank failures are typical of what can be expected of a high bank on an "outside" bend in the river and are not necessarily the result of a problem with river dynamics that could or should be corrected by stabilizing the bank.

If it were considered necessary to stabilize the bank to prevent further failures and loss of upland



shoreline. Both KPFF's experience in similar settings and the mill's findings from past studies indicate that this approach would be prohibitively expensive.

Alternatively, it might be possible to stabilize the top of the bank to limit short-term loss of upland area but any such stabilization work would likely be undermined by slope failures in lower sections of the bank.

Potential for adding pedestrian / bicycle facilities

USGS topographic maps and cursory field observations indicate that steep, unstable terrain would preclude a pathway along or near the shoreline through the mill property. This conclusion leaves the alternatives of a mid-bank or top-of-bank location for a pathway.

Top-of-bank alignment: Adequate space for a top-of-bank alignment is not available from the bridgehead west past the carpenter shop and the boiler facility. In order to develop a top-of-bank alignment in this area, it would be necessary to somehow build the pathway out over the bank, south of and outside the existing upland area. This might be done by building a cantilevered or pile-supported structure or by building a retaining wall. Any of these approaches would be relatively expensive (probably in excess of \$1,000 / lineal foot) and would be affected by bank stability issues. However, a project that combined pathway and bank stabilization functions might be cost-effective for both the City and SP Paper.

Adequate space for a top-of-bank alignment appears to be available from the boiler facility west to the intersection of Rogers Landing Road, River Street and 14th Street.

Mid-bank alignment: A mid-bank alignment would probably be easier and less expensive to construct but would be subject to serious constraints related to regulatory agency permitting and bank stability. Any alignment below the 100-year flood elevation or below Ordinary High Water will be subject to intense scrutiny from regulatory and natural resource agencies, including the US Army Corps of Engineers and Oregon Division of State Lands. To gain approval it would be necessary to convince the agencies that the proposed alignment 1) provided a high enough social benefit to outweigh the natural resource impacts, and 2) the natural resource impacts could be mitigated in the immediately surrounding area.

A mid-bank alignment would be affected by slope failures in both lower and upper bank areas and, if not designed and constructed carefully, could contribute to slope stability problems.

Next step

Additional investigation of pathway alignments through the SP Paper site to the Wynooski Bridge is outside the scope of the Newberg Riverfront Master Plan. Additional investigation would probably include:



MEMORANDUM RE: Newberg Riverfront Master Plan
Wynooski Bridge / Pathway

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- Commentary on river dynamics affecting the SP Paper shoreline.
- Geotechnical commentary on slope stability.
- Conceptual cost and feasibility studies for alternative pathway alignments that were acceptable to the City and SP Paper.

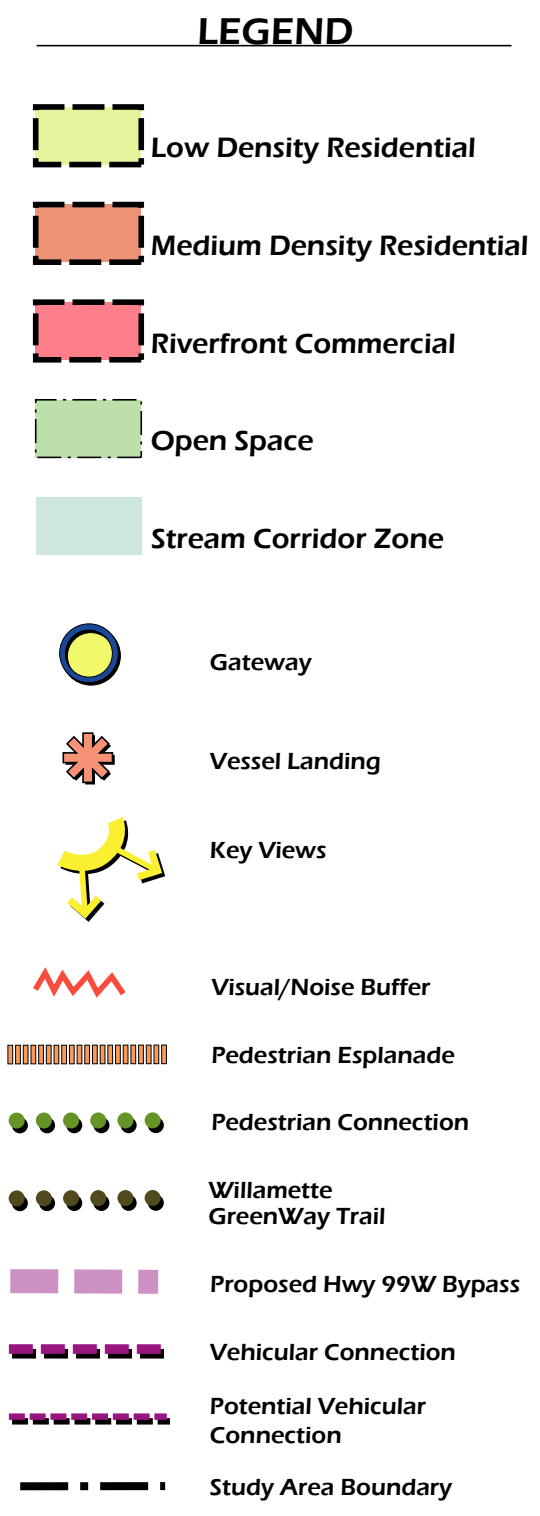
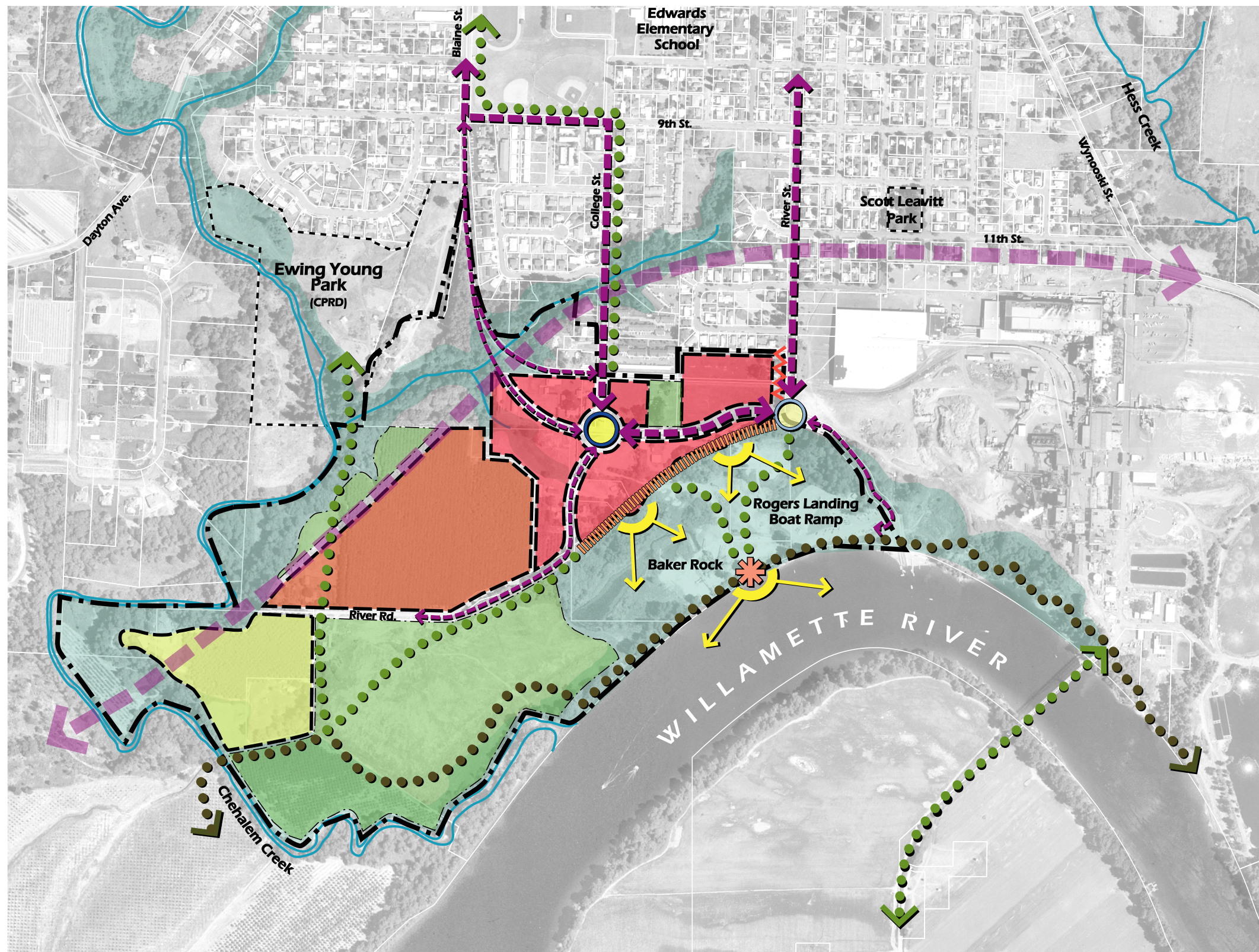


Figure 19

NEWBERG RIVERFRONT MASTER PLAN
Master Plan

