

Technical Memorandum

TO: City of Newberg, Oregon
FROM: Keller Associates, Inc.
TJ Centanni, PE
DATE: October 7, 2026
SUBJECT: River Street Pre-Design



1. EXECUTIVE SUMMARY

This technical memorandum documents the pre-design process for establishing a preferred design alternative for River Street between 3rd Street and 11th Street in Newberg, Oregon. River Street is a Major Collector roadway that provides an important connection between downtown Newberg, the South Newberg neighborhood, Rogers Landing, and the Mill Site, a key area for future economic development. The existing roadway, sidewalks, and curb ramps are in poor condition, and the corridor lacks dedicated bicycle facilities. Reconstructing River Street presents an opportunity to address these deficiencies while creating a Community-Oriented Complete Street (COCS) that safely serves motorists, bicyclists, and pedestrians and reflects the character of the surrounding neighborhood.

Pre-design investigations confirmed that the existing deteriorated asphalt pavement is underlain by an aging concrete roadway that should be removed to achieve reliable long-term performance. The project will require substantial design and coordination of existing utilities, including reconstruction of stormwater infrastructure and the recommended upsizing of a sanitary sewer trunk line to avoid disrupting the newly reconstructed roadway during its anticipated service life. The existing high-voltage transmission poles are recommended to remain in place as relocation would incur significant cost and schedule impacts to the project that planning documents did not anticipate.

Four roadway alternatives were evaluated to establish a COCS, with particular consideration for multimodal safety, right-of-way impacts, utility constraints, neighborhood character, and public input. Alternative 4, which maintains the existing roadway width and centerline while providing grade-separated bicycle lanes on both sides of River Street, emerged as the preferred alternative through the public involvement and ad hoc committee process. This alternative minimizes impacts to residents perceived front yards, avoids relocation of the high-voltage power poles, and separates motorists, bicyclists, and pedestrians. The recommended design should advance Alternative 4 while incorporating a project-specific tree plan and further evaluating raised intersections as traffic-calming features, placemaking elements, localized stormwater facilities, and coordinated utility improvements during final design.

2. INTRODUCTION & BACKGROUND

2.1. PURPOSE STATEMENT

The purpose of this technical memorandum is to document the pre-design process for the proposed River Street Improvements project in Newberg, Oregon, summarize the alternatives considered, and explain the basis for the recommended design. The River Street corridor, from 3rd Street to 11th Street, is identified as "Sub-Area F" in the Newberg Urban Renewal Plan (NURP). The NURP was developed by the Newberg Urban Renewal Agency (NURA) to guide the execution of urban renewal projects. NURA was established by the Newberg City Council on August 17, 2020, when the Council adopted Ordinance No. 2020-2865. NURA has recommended that the River Street Improvements project be executed as the first priority in the NURP.



2.2. BACKGROUND

River Street is classified as a major collector, serving as the main connection between Oregon Highway 99 (OR 99) and Downtown Newberg to an area identified by NURA as the “Mill Site.” The Mill Site is a 100+ acre developable space bound by the Newberg-Dundee Bypass, the Willamette River, River Street and Wynooski Street. The Mill Site is identified in the NURP as a blighted area and node of future economic development. River Street bisects the South Newberg neighborhood and is the primary north-south connection to the Mill Site, Roger’s Landing and 14th Street. Fourteenth Street is the City’s southmost east-west roadway. River Street is also one of the only north-south roads crossing the Newberg-Dundee bypass and the railroad tracks.

The Newberg ADA/Pedestrian/Bike Route Improvement Plan identifies River Street as a critical bicycle and pedestrian route with considerable documented deficiencies. The City of Newberg Transportation System Plan (TSP) recommends roadway improvements to River Street as an aspirational project in order to bring the street up to the City’s standard for major collectors. This recommendation is elevated in importance by NURA’s recommendation in the NURP.

The north end of the project is a transition zone between the commercial district in downtown Newberg and the residential neighborhood to the south. There is no existing or planned vehicle connection to the bypass from River Street, however, there is a master-planned pedestrian and bike pathway connection to the Newberg-Dundee Bypass Trail, which runs along and below the bypass.

The City of Newberg (City) identified this project as an important focus for addressing connectivity needs south of downtown. Chehalem Park and Recreation District (CPRD), a regional parks and recreation district, intends for River Street to be a part of the Central Newberg Urban Trails System that provides access throughout Newberg, Dundee and surrounding areas. While there are continuous sidewalks along the length of the project, they are in poor condition and are missing ADA compliant curb ramps at many intersections. There are no existing bicycle facilities. The road itself is in very poor condition and is generally understood to be in the worst condition of any Collector in the City. River Street ranks lowest among Newberg’s Major Collectors on the Pavement Surface Evaluation and Rating (PASER) scale.

2.3. PROJECT GOALS

The City anticipates that improving River Street will promote the development of the Mill Site, improve recreational access to the Willamette River via Rogers Landing, provide a safe and modern pedestrian and bicycle connection to the Newberg-Dundee Bypass Trail, and serve as a COCS for the South Newberg neighborhood.

3. EXISTING CONDITIONS

River Street was originally constructed in the late 1800s as a dirt roadway with embedded vertical curb and extended in the early 1900s. In the 1920s, the street was paved with concrete, and in subsequent years, asphalt was laid over the existing concrete in multiple lifts. The street varies slightly in width, but generally exhibits a 22-foot pavement width, with 11-foot lanes in each direction and no street parking. At various points in time, water, sewer and stormwater improvement projects have occurred along River Street. During these utility projects, the underlying concrete roadway was cut linearly during trenching. The trenches were backfilled with compacted road base rather than concrete, resulting in differential settlement and evidence of trenching along the length of the project area.

The condition of the underlying concrete roadway has led to the development of significant bumps, reflective cracking, delamination, and potholes as the concrete slowly breaks down, settles, and reflects into the asphalt layers above. In localized areas, asphalt has been overlaid enough times that there is little to no curb reveal above the road surface, impacting stormwater drainage and worsening the rate of degradation of the roadway. Most of the intersections have tight, non-standard radii that are not maintainable for street sweepers or plow trucks and gather sediment and debris.



The sidewalks along River Street are in poor condition. Large sections of the sidewalk are cracked and heaved from the roots of mature and very mature trees along the corridor. Some of those trees have grown wide enough that the sidewalk has been curved around and over the roots. In addition to an uneven sidewalk surface, many of the sidewalks end at non-compliant or absent curb ramps at intersections, limiting accessibility along a critical pedestrian route. Currently, no block along the corridor is entirely ADA compliant.

3.1. SITE VISIT

Keller Associates (Keller) completed an initial site visit on August 5, 2025. During this site visit, the length of the corridor was walked with Keller and City Staff. City representatives from both the City Manager's office and Public Works were present to review existing conditions. As part of recent adjacent projects, underground utility markings were freshly painted along portions of the corridor. Generally, utilities observed along the corridor included overhead power, natural gas, communications, water, sanitary sewer, and storm sewer.

During the site walk, the group generally noted the poor condition of the existing pavement and sidewalk. Lips in the sidewalk were present along every block, ranging in severity. The underlying concrete roadway was visible in several locations where the existing asphalt had delaminated and chipped away. Several mature and very mature trees were present along both sides of the road, impacting the sidewalk, curb, and roadway. The trees along the east side of the road are directly under Portland General Electric's (PGE), overhead power lines. These lines include low voltage distribution at mid-pole, and high-voltage transmission at the top of the poles. Over time, trees along the east side of the road have been repeatedly topped by PGE maintenance crews.

With the exception of a new development just south of 11th Street, there are no existing stormwater quality facilities along the corridor. Currently, all stormwater drains to existing inlets at intersections and works its way in the existing City system to the east, toward Hess Creek.

Lastly, traffic was observed exceeding the 25 MPH marked speed limit in the blocks not controlled by stop signs. Traffic observed was frequent and varied, noting vehicles ranging from passenger cars to local delivery trucks. No semi-truck or bus traffic was noted during the site visit.

3.2. REQUEST FOR INFORMATION

On August 8, 2026, Keller submitted a Request for Information (RFI) to the City. The RFI request included materials regarding City code, private development records, past capital improvement projects (CIP), existing plats and property mapping records, GIS data, environmental records and existing traffic data. Data from this request was compiled and processed to provide a basis for developing preliminary design alternatives. Gaps identified in this data included a lack of geotechnical data, a lack of hazardous material report(s), and incomplete or outdated franchise utility mapping and franchise agreements. The RFI materials generally identified a 60-to-80-foot right-of-way (ROW), water mains on the east half of the roadway and sewer mains on the west half. CIP records noted the existence of the existing concrete roadway under the asphalt, varying from 2 to 8 inches thick, and noted large round aggregates in the concrete, typical of historic concrete construction.



3.3. GEOTECHNICAL DATA COLLECTION

Due to the lack of existing geotechnical data, a geotechnical report was commissioned to provide the following information to further explore existing conditions, confirm the presence of the underlying concrete roadway, consider rehabilitation and reconstruction options, recommend pavement sections, and provide infiltration information for stormwater consideration.

The field investigation included four (4) bores spaced approximately equally apart between 3rd and 11th, and a deep bore south of 11th. The bore south of 11th was tested for infiltration. Ground Penetrating Radar (GPR) was also applied and recorded along the length of the corridor.

The report provided the following recommendations and findings:

1. *Existing Concrete Roadway:* The bores performed between 3rd and 11th noted the presence of the underlying roadway. The bore south of 11th did not note the presence of concrete. The bores did not encounter reinforcement in the concrete layer. Concrete thickness in the bores varied between 5.5 and 6.5 inches. The GPR results also indicate the presence of the concrete layer between 3rd and 11th, with thicknesses varying between 2 and 8 inches.
2. *Rehabilitation vs. Reconstruction:* Due to the conditions of the underlying concrete roadway, the report recommends complete removal of the concrete roadway to achieve longevity and long-term performance of the new roadway. The report recommends complete reconstruction to mitigate the concrete roadway.
3. *Recommended Pavement Section:* The report recommends a minimum pavement section of 5 inches of asphalt over 16 inches of aggregate base.
4. *Infiltration:* The report details a poor infiltration rate of 0.3 inches/hour observed.

3.4. HAZARDOUS MATERIALS ASSESSMENT

Due to the lack of existing hazardous material data and the sites' proximity to the Mill Site, a Hazardous Material Corridor Assessment (HMCA) was commissioned to provide an assessment of potential hazardous material challenges along the corridor that may impact project design and construction. The report identified the following potential sources of hazardous material along the corridor itself:

1. Solid Waste
2. Potential Polychlorinated Biphenyl-containing materials
3. Treated Timbers
4. Stains and Odors

Just outside of the project corridor at the Mill Site, the report details a number of historical potentially hazardous events that occurred at the Mill Site through the duration of its operations, including use of potentially PFAS-bearing chemicals, an uncontrolled heavy-metal-bearing sludge discharge into Hess Creek, minor oil and fuels spills, a caustic alkali cleaning agent spill and the removal of 1,750 cubic yards of kerosene-contaminated soils. In the bore closest to the Mill Site, obvious signs of soil contamination were not observed.

Although several concerning events were noted on the Mill Site itself, no hazardous conditions that would be likely to impact the River Street project corridor were noted.



3.5. CITY-OWNED WET UTILITIES

3.5.1. Sewer

A City-Owned 21-inch and 30-inch sewer trunk line runs the length of the corridor along the west lane of River street, from 3rd to 11th. This line is intercepted at a diversion structure in the 11th and River Intersection, where it turns east along 11th Street toward the Wastewater Treatment Plant. The line between 4th and 6th Streets is identified to be upsized to a 30-inch line and the line between 6th and 11th Streets is identified to be upsized to a 36" line. This is a priority 2 project in the May 2021 Wastewater Master Plan Addendum.

3.5.2. Water

A City-Owned 12-inch water main runs the length of the corridor along the east lane of River Street. This line was upgraded in 2023 as part of the S River Street Waterline Improvement project.

3.5.3. Storm

Stormwater drop inlets and laterals are present at each intersection, where they divert toward eventual outfall at Hess Creek. Generally, each block of River Street sheds toward drop inlets at each intersection. As noted above, with the exception of a new development just south of 11th, there are no existing localized stormwater quality facilities present along the corridor.

3.6. FRANCHISE UTILITIES

3.6.1. Electric

Running the entire length of the east side of the corridor, an existing PGE powerline runs between the existing sidewalk and curb line. These poles serve as both low-voltage distribution and high-voltage transmission lines. Low voltage distribution is present at mid-pole, serving residences on both the east and west sides of River Street. High-voltage transmission runs along the highest point of the poles.

3.6.2. Natural Gas

Northwest Natural Gas maintains a buried distribution line running the length of the corridor generally along the east planter strip curb line. Based on field locate markings visible during the initial site walk, it appears that the gas line crosses under existing curb lines and street trees in numerous locations along the corridor.

3.6.3. Communications

Comcast, Hunter Communications, Sherwood Broadband, Zayo, and Ziplly all operate communications facilities along and crossing the corridor. Facilities vary between above and below ground. Buried communications lines are generally contained to the west side of the corridor, while above ground facilities are generally hung from PGE's poles running the east half side of the corridor. Between 9th and 11th, there are minor utility poles running the west side of the corridor bearing only communication lines. No power distribution is present on these poles.



4. DESIGN CRITERIA

The design criteria guiding this project are based on the City's adopted standards, City code, and the Oregon Standard Specifications for Construction. As a starting point, the City's existing Transportation System Plan (TSP) includes recommended typical sections for Local, Collector, and Arterial roadways. The adopted Collector typical section provides the basis for developing a pre-design concept for River Street. However, the City desires to consider a range of alternatives to achieve the goal of reconstructing River Street as a COCS, rather than a standard Collector Road. A COCS is defined as a roadway designed collaboratively with local residents to safely accommodate all users including pedestrians, cyclists, transit riders, and motorists while reflecting and maintaining the unique culture, character, and history of the neighborhood it serves. Unlike traditional top-down street design that focuses primarily on moving cars efficiently, a COCS approach integrates people and place into every step of planning, building, and maintenance. The River Street project is a CIP, differing in nature from a typical private development project that constructs a City roadway. As such, a CIP project may adopt a nonstandard project-specific typical section for application on a project-by-project basis, when proposed by City Staff and approved at an administrative level. The City's existing adopted Collector roadway section is considered as "Alternative 1" in section 5.8.1.

5. ALTERNATIVES ANALYSIS

5.1. EXISTING STREET NETWORK CONTEXT

Within the existing street network, River Street serves several roles as a key corridor for traffic moving between OR 99 and across the Newberg-Dundee bypass and existing railroad tracks on the south end of town. It serves as the primary connection to the Mill Site, outdoor recreation along the Willamette River at Roger's Landing and connectivity to the City's southmost east-west route (14th Street). In addition to moving traffic from the center of town to the south, River Street is a key connector to schools, parks, and residential and recreational amenities for residents living in the South Newberg neighborhood. To achieve the City's goal of creating a COCS corridor, River Street must provide safe and efficient travel to vehicles, bicycles, and pedestrians while centering the neighborhood's needs and character and strengthening the economic viability of the Mill Site for future development.

5.2. ROW CONSIDERATIONS

A review of the historic city mapping and plats provided in the RFI reveals an existing ROW along the River Street project corridor that varies between 60 and 80 feet from true centerline. The 80-foot ROW section spans from 3rd Street to 9th Street. From 9th to 11th, the ROW necks down to 60 feet. Historical mapping was checked against the City's GIS data for general conformance with the City's understanding of existing property lines. The GIS data generally reflects the limits described above. During pre-design development, the City considered procuring a full boundary survey to further confirm the data. After consideration, the City determined that for a pre-design effort, a full survey was not necessary and opted to proceed with the GIS data as a base map for typical section development with the understanding that GIS data should only be relied upon to a reasonable degree.

From 3rd to 9th, through the 80-foot ROW section, most private yards are developed into the ROW. Over the years, homeowners have installed landscaping, fences, trees, driveways, and other facilities in these areas that had generally been perceived as their yards. Some structures have received additions such as porches and stairs that may extend into or directly up to the ROW line. In the Public Information and ad hoc sessions, detailed in sections 5.9 and 6.1, it became clear that most property owners were unaware of the true width of the ROW, relying on the perceived width (generally 2 feet from back of walk). Within the 60-foot ROW, from 9th to 11th, similar conditions are present, to a lesser degree. Homes along the west side of these blocks are newer construction and generally conform to the actual ROW line. Homes along the east side are older construction and exhibit some of the same ROW encroachments noted between 3rd and 9th.



The relatively wide ROW section provides the City a project area that generally exceeds the conditions of most CIP projects that aim to improve roadways through a residential neighborhood. However, the nature of most homes along the corridor having constructed improvements directly up to or inside of the City's ROW will create a public perception of property impacts that exceed what is truly privately owned. It is important for the City to weigh the potential for character change along the corridor when considering a typical section that widens the impacts through this corridor, and how that could impact the project goal of creating a COCS. The possibility of significant reconstruction of property owners' yards, porches and other improvements are likely to have considerable political implications to the residents along River Street, despite these improvements being constructed into City-owned property. This topic is discussed in sections 5.9 and 6.1.

5.3. UTILITY IMPACTS

Anticipated utility impacts along the corridor vary in degree, from minor to significant based on the specific utility. The following sections detail these impacts.

5.3.1. Minor Impacts – Water, Natural Gas, Overhead Power

- Water, natural gas, and overhead power are anticipated to be the most minimally impacted facilities along the corridor. The waterline was recently improved as part of the 2023 S River Street Waterline Improvement project and is not identified in planning documents as needing another improvement within the next 10 to 15 years. The existing natural gas line runs along the east planter strip and curb line. While it's likely to be impacted by tree removals during construction, the gas line will be left in a more desirable condition when tree conflicts are removed. Lastly, the overhead power lines running along the east side of the corridor are strongly recommended to be left in place in their current alignment due to the presence of high-voltage transmission lines along the highest points of the poles. See section 5.3.4 for more information on PGE's recommendations regarding these poles. In summary, water, natural gas, and overhead power are recommended to be left in their existing alignments and retained and protected through the duration of the project. Work on these utilities is likely limited to service connection modifications and minor adjustments in alignment as necessary.

5.3.2. Medium Impacts – Franchise Communications

- Five (5) franchise communications utilities operate facilities along the River Street corridor. The facilities vary in location and do not remain consistent throughout the corridor. Some facilities are buried, while others are hung from the PGE transmission poles along the east, and from the minor utility poles along the west, between 9th and 11th. Typical pedestal and sub-surface relocations, and alignment adjustments are anticipated to be required for the construction of the River Street project. The above-ground lines along the west between 9th and 11th are a candidate for being buried, eliminating an overhead facility. While physical impacts are anticipated to be medium in nature, it should be noted that franchise communications companies tend to have some of the most incomplete understandings of their existing facilities leading to consistent coordination and construction challenges. These facilities require extra time and care to coordinate during design and construction. Unanticipated field conditions that do not reflect field locates are common and present a consistent engineering and construction challenge.



5.3.3. Significant Impacts – Storm, Sanitary Sewer

- Storm laterals cross River Street at each intersection, leading to eventual outfalls at Hess Creek. These lines are anticipated to require considerable reconstruction as each intersection is reconstructed during the duration of the project. Improvement of these facilities within the footprint of the project increases in importance if the eventual design opts for rigid concrete intersections. Should these types of intersections be constructed, it is best practice to reduce the future need to cut into the rigid pavement to access buried utilities. Between intersections, it is anticipated that storm water quality facilities will need to be constructed in varied locations along the corridor. See section 5.4 for more information regarding the City's desired Stormwater quality facility construction.
- The City-owned 21"/30" sewer trunk line is identified to be upsized to a 30"/36" as a priority 2 project in the Wastewater Master Plan Addendum. Although identified as a priority 2 improvement, meaning the actual improvement is not anticipated to be needed for another 10 to 15 years based on flow projections, it is not practical to reconstruct and improve the length of River Street, only to have the newly constructed corridor be deeply impacted by a sewer improvement project slated for construction within the anticipated service life of the new roadway improvements. Keller recommends that this trunk line be upsized as part of the River Street project to limit future impacts to property owners and to protect the City's investment in the roadway improvements.

5.3.4. PGE Transmission Lines

Keller has coordinated with PGE throughout the duration of the pre-design effort. PGE assigned a project engineer to consider potential impacts to their high-voltage facilities along the east side of the corridor and discuss the viability, implications, and costs associated with potentially impacting these facilities. The following recommendations from PGE's engineering staff reflect PGE's opinion of the project and should be carefully considered when considering impacts to high-voltage facilities.

- 1) PGE is not open to undergrounding high-voltage facilities through a residential corridor. The existing lines should remain above ground.
- 2) Horizontal adjustments to more than one (1) pole will require a complete design effort by PGE's large projects division. This effort adds significant delay to the design timeline of the project (up to 1-year in design).
- 3) Relocation of high-voltage lines must be performed by PGE crews or PGE approved contractors. Relocations must occur before significant work along the rest of the corridor occurs and can only be scheduled after the completion of the PGE design. The potential schedule impacts to the River Street project if the poles are relocated is significant.
- 4) Cost to relocate each pole is estimated to be a minimum of \$125,000 per pole.

The potential cost and schedule impacts of pole relocations are not practical to deliver the project within the budget and timeline identified by the City and NURA. PGE strongly recommends that the PGE transmission lines be left in their existing alignment and retained and protected through the duration of construction.



5.4. STORMWATER DESIGN CONSIDERATION

The City of Newberg's adopted standards require the construction of stormwater quality facilities to manage the stormwater generated by new impervious area constructed within the City's ROW. Most commonly, stormwater facilities constructed by new developments take the form of localized stormwater planters designed to detain and treat the stormwater runoff prior to infiltrating or leaving the site to an outfall following treatment. Larger projects may construct a regional stormwater detention/treatment facility or pond, in which stormwater is conveyed to the facility for treatment, prior to discharge to waters of the state via outfall. Construction of regional stormwater ponds requires a large area of land with direct access to a discharge or conveyance point following detention and pre-treatment.

For the River Street project, the construction of a regional facility to serve the project was considered at a planning level. The Mill Site south of the project corridor provides the only undeveloped expanse of land large enough to convey and detain stormwater captured along the corridor in a regional facility. Through the pre-design process, three key items were identified that reduce the viability of a regional facility at the Mill Site.

- 1) **Unclear Understanding of Soils at the Mill Site.** While the HMCA and Geotechnical efforts undertaken as part of this pre-design effort did not specifically identify the likelihood for contaminated soils to be present within the project limits, the HMCA did note a number of spills, discharges, soil disturbances, and soil remediation efforts that have occurred at the Mill Site over the duration of its existence. The risks associated with construction of a regional facility at the Mill Site will require engineering efforts beyond those undertaken in the pre-design to thoroughly vet the viability of such a facility.
- 2) **Requirement for Development Partner.** Development of a regional facility at the Mill Site could be potentially beneficial to both the City and future of development at the Mill Site, however, future development plans are unknown at the time of this memorandum. Such a facility would require the City to either enter into a development agreement with the current Owners of the Mill Site or acquire property on the site itself. Although the City does have an existing line of communication to the current Owner, communication is intermittent and it is not known if the Owner would be willing to consider such an arrangement.
- 3) **Post-Treatment Discharge.** There is not a clear outfall or conveyance point at the Mill Site for discharging treated stormwater. The infiltration rate of the soils adjacent to the Mill Site was found to be very low, confirming the need for treated stormwater to be conveyed and discharged away from the pond or requiring the construction of a very large regional facility. Conveyance to an outfall would need to be routed to Hess Creek or south toward the Willamette River. Both options incur construction costs and the potential for increased permitting requirements.

Point-source pretreatment along the corridor becomes the most viable option when compared to the construction of a regional facility. The City has expressed a desire to consider designs that provide detention outside of a typical roadside stormwater planter box. This could include design alternatives that provide detention underground, or shallow planters along the corridor. During design, further coordination with the City will be needed to confirm their desired localized treatment design and evaluate existing infrastructure locations and limitations.

5.5. CONCRETE AND RAISED INTERSECTIONS

Through the ad hoc process, discussed in section 6.1, there was a desire expressed amongst the ad hoc committee members to consider the construction of concrete and raised intersections as potential methods to improve traffic calming along the corridor and to differentiate River Street as a unique COCS reflecting the character of the neighborhood. The dual purpose of traffic calming and placemaking is complemented by the visual disruption between asphalt and concrete, adding a secondary visual cue that can function to improve driver attentiveness and awareness of bicycle and pedestrian traffic approaching the intersections.



5.6. PLACEMAKING CONSIDERATIONS

Through the ad hoc process, discussed in section 6.1, the committee members expressed an interest in developing corridor-specific elements that will differentiate the unique nature of River Street as a COCS from other Collector roadways. A key goal of the COCS is finding opportunities to reflect the community. These considerations may include streetscapes, historic lighting, community art and other placemaking considerations that can help to reflect the culture of the South Newberg neighborhood.

5.7. CONSIDERATION OF COUPLET

City staff requested that River Street be considered for conversion from a two-way single Collector to a bi-directional couplet between 3rd Street and 11th Street, with southbound traffic transiting along River Street and northbound traffic traveling along Chehalem Street. Several key considerations included changes in impacts to the operational nature of Chehalem Street, navigational challenges within the existing South Newberg neighborhood grid, costs associated with increased traffic along Chehalem, and the planning context of changing Chehalem from a Local to a Collector roadway.

Chehalem Street and River Street both serve residential areas south of OR 99 and downtown. Chehalem Street is a Local roadway that runs between 3rd and 11th Street. River Street is a Collector that links the South end of town with the rest of the city, playing a key role in the overall operational transportation system of Newberg. The existing pavement along Chehalem is in poor condition. Pedestrian facilities are intermittent, with some compliant pedestrian ramps present throughout the corridor. Chehalem is wider than River Street, allowing for street parking down the length of the roadway, unlike River Street.

Operationally, changing the use of Chehalem and River from their historic functions is likely to cause navigational challenges. The implementation period for drivers to become accustomed to this new alignment is likely to be several years. Further, the existence of adjacent one-way roads in the center of an otherwise two-way grid is likely to increase confusion for motorists, bicycles and pedestrians as the intuitiveness of a two-way grid system is interrupted. There would also be clear impacts to property owners, changing the way they park, the amount of traffic traveling along the roadway and delivery/emergency response routes.

The conversion of Chehalem from Local to Collector should take place to properly address the planning context of Chehalem's new function. While this task could be handled at the administrative level, it will elevate the expectations for the City to maintain and optimize Chehalem, and change development expectations for those building along Chehalem.

Lastly, creating a couplet brings significant cost implications to the project. The construction of a couplet essentially incurs the construction and maintenance costs of two Collector roadways instead of one. Chehalem's poor condition would require a full rebuild of the pavement section to prepare the roadway to carry significantly more traffic, even in a one-way configuration. Pedestrian ramps, signage and striping would need to be updated on both Chehalem and River Street, and one-way signage applied to all cross streets, inflating costs that the original planning efforts undertaken in the NURP did not contemplate.

The River Street–Chehalem Street couplet is not recommended because of its cost, operational impacts, and effects on property owners along Chehalem Street.

5.8. ALTERNATIVE TYPICAL SECTIONS

The following alternative typical sections were developed in coordination with City Staff, based on the project goals and context identified in the above sections. Alternatives 2 through 4 offer a unique approach for River Street for City Staff to compare against Alternative 1. Existing River Street does not offer street parking, a condition that City Staff desires to maintain. Alternative 1 represents application of the City's adopted Standard Collector Typical Section and is the minimum improvement required by City Code. Although this alternative is intended to be the starting point for typical section selection, it is generally not desired by City Staff or residents as it does not meet the goals of developing River Street into a COCS.



5.8.1. Alternative 1 – City Standard Collector Typical Section

Alternative 1 follows the City's standard for Collector typical sections. This design includes 12-foot travel lanes, 6-foot bike lanes at street level and 5-foot sidewalks. Existing city code requires this section to be applied along the centerline of the ROW, with equal impacts either side of the cross section. The intent of a City standard section is to allow for a sense of continuity and cohesion throughout the City, however as noted above, perfect cohesion and continuity is not a specific goal of a COCS. The pavement width of this section when applied to the centerline of the roadway would lead to the requirement of the high voltage power poles running along the east side of the project corridor to be shifted 5-to-8 feet east to accommodate the poles. The cost implications of relocation of the poles creates major budget and schedule impacts that do not meet project goals. Generally, this section is viewed as not desirable by City Staff.

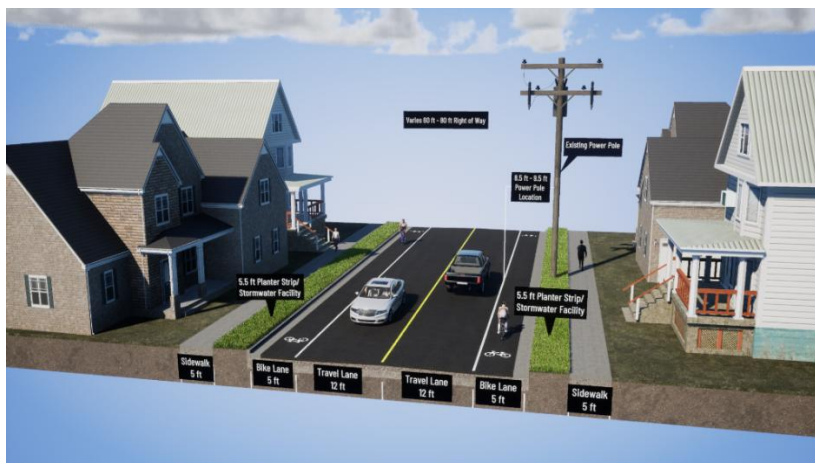


Figure 1: Alternative 1

5.8.2. Alternative 2 – Full Multi-Modal Separation

Alternative 2 offers a wider section that fully separates motorists, bicyclists, and pedestrians. Bicyclists receive a dedicated buffered bi-directional bike lane on the east side of the road. The buffered bike lane offers more protection and comfort to cyclists than the standard bike lane offered in Alternative 1, however it changes the operational conditions of residents along the east side, particularly at driveways. This option increases impacts along the West side of the roadway, as the section is built off of ROW centerline to maintain the high voltage power poles in their current alignment. While the impacts stay within the City's existing ROW, this unequal impact is likely to heavily impact the receptiveness of residents along the west edge of the project due to the perceived loss of green space in front of individual properties.

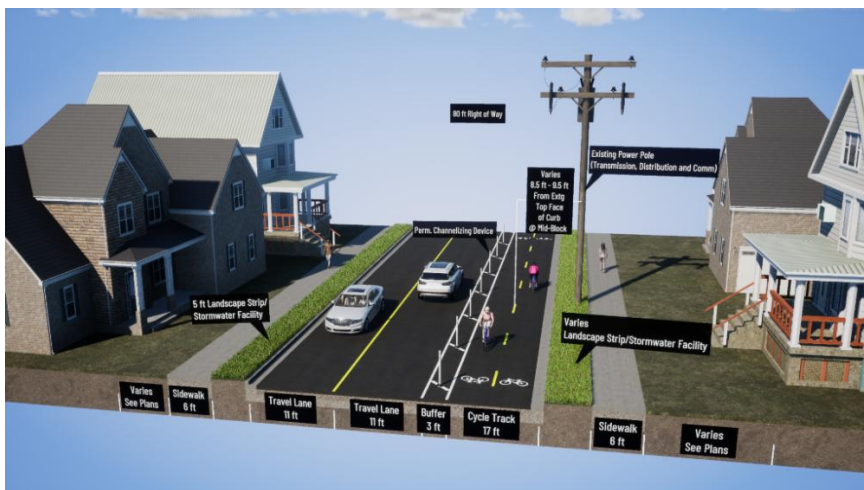


Figure 2: Alternative 2



5.8.3. Alternative 3 – Shared-Use Path

Alternative 3 utilizes a 5' sidewalk on the west and an 11' shared-use path (SUP) on the east side of the road to reduce the overall width of the cross section. The SUP provides a dedicated facility for both pedestrians and cyclists to travel apart from vehicles, however it does create an operation challenge for motorists at driveways. This option is also offset from centerline to maintain the high voltage power line in place, shifting a slightly larger impact along the corridor to residents on the east side of the roadway. Similar to Alternative 2, this unequal distribution of property impacts may be received poorly by residents along the east side of the roadway.

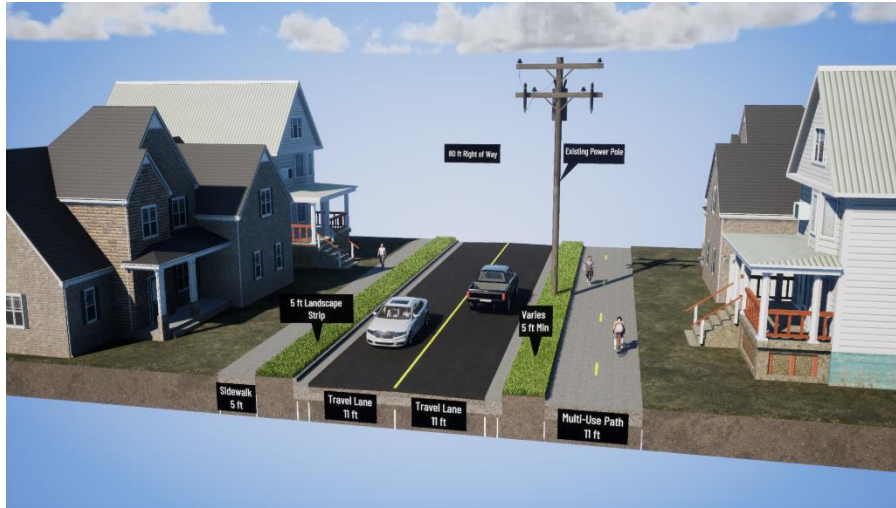


Figure 3: Alternative 3

5.8.4. Alternative 4 – Grade-Separated Bike Lanes

Alternative 4 maintains the pavement width of existing River Street while providing grade-separated bicycle lanes on both sides of the roadway. This option maintains the high-voltage power poles in their existing alignment and keeps impacts to either side of the roadway equal. Through the Public Involvement and ad hoc sessions detailed in sections 5.9 and 6.1, Alternative 4 emerged as the preferred option amongst the public. Key reasons for its desirability include limited impacts to perceived front yards, maintenance of the existing pavement width and centerline while adding a bike facility that keeps motorists, bicyclists, and pedestrians separated from each other.



Figure 4: Alternative 4



5.9. PUBLIC ENGAGEMENT

5.9.1. Open House

Following the development of Alternatives 1, 2 and 3, a public feedback session was held on March 9, 2026 to review the alternatives with the public. The open house included full roll plot prints and cross sections of each alternative, laid out in a meeting hall to provide a visual representation of what the application could look like. During the open house, opinions on each section were mixed, depending on the resident reviewing. Key concerns were raised by the public, primarily regarding the perceived impacts to front yards, potential changes to driveways, impacts to existing street trees, and the actual need for the project. Public comments were fielded by City staff and compiled for review.

5.9.2. City Council Meeting & Establishment of an Ad-Hoc Committee

Following the open house, there was a groundswell of requests for further consideration from City Staff prior to adopting a typical section. This sentiment was echoed by the public in public comments at the April 20 City Council Meeting. In the interest of transparency and in response to the public request, the City Council voted to form an ad hoc committee led by Councilor Jeri Turgeson, who represents District 3 of Newberg in which River Street is found. The committee included four (4) residents of River Street, three (3) members of the community at-large, and two City Council members (Jeri Turgeson and Mike McBride) as voting members. Non-voting members of the committee included representatives from the City Manager's office and Keller.

6. AD-HOC COMMITTEE

6.1. AD HOC SESSIONS

Four (4) ad hoc sessions were held between May 2026 and August 2026. During these sessions, committee members discussed design alternatives with a goal of identifying a cross-section and design criteria that met the needs of the neighborhood and the greater community. These sessions addressed multiple concerns received by the City at the Open House and City Council sessions, including impacts to trees, impacts to perceived front yards, appropriate application of bicycle facilities, and changes to driveways. The committee's goal was to recommend an approved cross-section to City Council. Each ad hoc session began with an opportunity for public comments, followed by an agenda developed by Councilor Turgeson. Non-voting members' roles were limited to providing the City Planning, City Management, and Engineering context as needed to inform the committee on these specialized topics during committee sessions.

Through the ad hoc process, the most prominent issues that arose were impacts to perceived front yards and impacts to the trees. These key issues led to the development of Alternative 4, in an effort to maintain the width of the existing overall cross section while still providing a dedicated bike facility along River Street and minimizing property owner impacts. Regarding trees, at ad hoc session #3, foresters from the Oregon Department of Forestry presented to the committee the nature of the existing tree canopy, the viability of retaining existing trees through construction, and the importance of establishing a diverse and region-appropriate tree canopy. The efforts of the ad hoc committee led to the development of a project-specific tree charter, which specifies a project-specific tree list, specific tree replacement methodology for replacing trees removed within the project and the establishment of an extended maintenance period for City street trees. Finally, the ad hoc committee provided a recommendation that the design consider the incorporation of raised intersections for the purpose of traffic calming.

The ad hoc committee formally motioned to adopt Alternate 4 at the July 16, 2026 committee meeting. A motion to adopt the draft tree plan and direction to consider raised intersections were adopted at the August 18, 2026 meeting. Finally, the motion to adopt the recommendations of the Ad-Hoc Committee was adopted by City Council at the September 21, 2026 City Council meeting.



7. REFERENCES

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