



## Community Development Department

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### PLANNING COMMISSION STAFF REPORT NEWBERG PUBLIC / SEMI-PUBLIC LAND NEED ANALYSIS 2021 - 2041

DATE: January 14, 2021  
FILE NO: GEN20-0005  
APPLICANT: City of Newberg  
REQUEST: A Resolution recommending City Council accept the Newberg Public / Semi-Public Land Need Analysis 2021 - 2041

#### ATTACHMENTS:

Resolution 2021-364 with:  
Exhibit "A": Newberg Public and Semi-Public Land Need 2021–2041

#### A. **SUMMARY:** The proposal does the following:

Identifies land need for municipal, parks, and public schools per OAR 660-024-0040(1) for a 20 year land need.

#### B. **BACKGROUND:**

The City of Newberg is engaged in evaluating its land sufficiency over the time period of 2021 – 2041. This analysis comprises three elements. The first is the sufficiency of residential land. The second is the sufficiency of employment land. The final element is the sufficiency of public / semi-public lands. This report address the final element which is then incorporated into the residential and employment land analyses.

#### C. **PROCESS:**

This land need analysis was prepared in conjunction with the Housing Needs Analysis and Economic Opportunities Analysis. The Ad Hoc Housing Needs Analysis Committee reviewed the Public / Semi-Public Land Need Analysis and developed a recommendation. The Planning Commission and City Council have been briefed on the Public / Semi-Public Land

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

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Need Analysis. This report is only being reviewed for acceptance by the City Council after a recommendation from the Planning Commission. Following the Planning Commission's recommendation, the Newberg City Council will review the report and consider the matter. Acceptance of the Public / Semi-Public Land Need Analysis does not amend the current Newberg Comprehensive Plan or Development Code. Important dates related to this application are as follows:

1. 8/6/20: Ad Hoc Housing Needs Analysis Citizens Advisory Committee Orientation.
2. 10/1/20: Ad Hoc Housing Needs Analysis Citizens Advisory Committee Meeting #1.
3. 10/8/20: Planning Commission Briefing.
4. 10/22/20: Ad Hoc Housing Needs Analysis Citizens Advisory Committee Meeting #2.
5. 11/12/20: Planning Commission Briefing.
6. 12/3/20: Ad Hoc Housing Needs Analysis Citizens Advisory Committee Meeting #3.
7. 12/10/20: Planning Commission Briefing.
8. 12/21/20: City Council Briefing.

**D. PUBLIC COMMENTS:**

As of the writing of this report, the City has not received any public comments on the Public / Semi-Public Land Need Analysis.

**E. DISCUSSION:**

1. Municipal land includes needs for the City of Newberg, Yamhill County, the State of Oregon, and the U.S. Federal Government. Exhibit 1 identifies the land need for the City of Newberg.

Exhibit 1. Estimate of Land Needs for City-Owned Facilities and Expected Location by Plan Designation, Newberg UGB, 2021–2041

Facility Type	Acres	Expected Location of Facility (by Plan Des.)
<b>Public Works</b>	<b>14.0</b>	
Water Booster Pump Stations (2)	2.0	LDR
Water Treatment Plant Expansion	6.0	IND
Wastewater Booster Pump Stations (1)	1.0	MDR
Wastewater Booster Pump Stations (2)	2.0	LDR
Regional Water Quality Facility	3.0	LDR
<b>Library</b>	<b>0.2</b>	
Site Expansion	0.2	MDR
<b>City Hall</b>	<b>0.4</b>	
Expansion	0.4	COM
<b>Downtown Parking Lots</b>	<b>0.8</b>	
Parking Lots (3)	0.8	COM
<b>Total</b>	<b>15.4</b>	

Yamhill County (Yamhill County Transit Area) has the need for about 2 acres for future facilities. These facilities include about 1 acre to use as space for parking buses (less than 10 busses) on land in Newberg’s Industrial plan designation, as well as about 1 acre for a future Park ‘n’ Ride on land in Newberg’s Commercial plan designation.

The Oregon Department of Transportation (ODOT) anticipates needing land for Phase 2 of the Newberg-Dundee Bypass over the 20-year period. This results in a state-land need of about 11.1 acres in southeast Newberg.

There is no federal land need in Newberg identified.

2. Park land need is based on the Comprehensive Plan adopted level of service (acres per 1,000 people) for park land for two of these types of parks—Neighborhood and Community Parks. The adopted level of service is 2.5 acres per 1,000 people for Neighborhood Parks and 5.0-8.0 acres for Community Parks. Exhibit 2 identifies the land need for parks.

Exhibit 2. Estimate of Park Land Needs, Newberg UGB, 2021–2041

Park Types	LOS per 1,000 people	People per 1,000 for 2021-2041	Acres of Need
Neighborhood Parks	2.5	8.0	20.0
Community Parks	5.0	8.0	40.0
<b>Total Park Land Need</b>			<b>60.0</b>

3. Newberg Public Schools has not identified any additional land needs over the 2021 –

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2041 planning horizon.

4. Semi-Public land need is based on churches, non-profit organizations, and related semi-public uses. The analysis includes land need assumptions using acres per 1,000 persons for all lands of these types. Exhibit 3 identifies the land need for semi-public uses.

Exhibit 3. Estimate of Semi-Public Land Needs, Newberg UGB, 2021–2041

Use	Existing Developed Acres	People per 1,000 for 2020	Acres per 1,000 people 2020	People per 1,000 for 2021-2041	Acres of Need
Churches	85.9	24.9	3.5	8.0	28.0
Other Semi-Public	12.2	24.9	0.5	8.0	4.0
<b>Total</b>	<b>98.1</b>		<b>4.0</b>		<b>32.0</b>

5. Exhibit 4 shows a summary of the public and semi-public land needs for the Newberg UGB over the 2021 to 2041 planning period. Newberg will need about 120.5 acres of land to accommodate public and semi-public uses.

Exhibit 4. Summary of Public and Semi-Public Land Needs, Newberg UGB, 2021–2041

Use	Estimated Land Need (Acres)					Total
	Residential Plan Des.			Commercial Plan Des.	Industrial Plan Des.	
	Low Density	Medium Density	High Density			
Municipal	7.0	9.3	-	2.2	10.0	28.5
Parks	20.0	20.0	20.0	-	-	60.0
Semi-Public	19.1	6.4	3.5	0.7	2.3	32.0
<b>Total</b>	<b>46.1</b>	<b>35.7</b>	<b>23.5</b>	<b>2.9</b>	<b>12.3</b>	<b>120.5</b>

## AD HOC HOUSING NEEDS ANALYSIS CITIZENS ADVISORY COMMITTEE

The Ad Hoc Housing Needs Analysis Citizens Advisory Committee met on December 3, 2020 and recommended the City Council accept the 2021 Housing Needs Analysis which includes the Public / Semi-Public Land Need Analysis.

### PRELIMINARY STAFF RECOMMENDATION:

The preliminary staff recommendation is made in the absence of public testimony, and may be modified subsequent to the close of the testimony period. Staff recommends that Planning Commission does the following:

1. *Make a motion to adopt Resolution No. 2021-364 recommending City Council accept the Newberg Public / Semi-Public Land Need 2021 – 2041.*



## **PLANNING COMMISSION RESOLUTION 2021-364**

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**A RESOLUTION RECOMMENDING CITY COUNCIL ACCEPT THE NEWBERG PUBLIC / SEMI-PUBLIC LAND NEED ANALYSIS 2021 – 2014**

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### **RECITALS**

1. The City of Newberg is engaged in evaluating its land sufficiency over the time period of 2021 – 2041. This analysis comprises three elements. The first is the sufficiency of residential land. The second is the sufficiency of employment land. The final element is the sufficiency of public / semi-public lands.
2. The City Council established an Ad Hoc Citizens Advisory Committee to review the Housing Needs Analysis and Public / Semi-Public Land Needs Analysis.
3. The Ad Hoc Housing Needs Analysis Citizens Advisory Committee met four times to review Public / Semi-Public Land Needs Analysis.
4. The Newberg Planning Commission was briefed three times on the Public / Semi-Public Land Needs Analysis.
5. The Newberg City Council was briefed on December 21, 2020 on the Public / Semi-Public Land Needs Analysis.
6. The Newberg Planning Commission reviewed and recommended accepting the Public / Semi-Public Land Needs report on January 14, 2021.

### **The Newberg Planning Commission resolves as follows:**

1. The Planning Commission hereby finds that recommending accepting of the Public / Semi-Public Land Need 2021 – 2041 report would be in the best interests of the City of Newberg and recommends the City Council accept the Newberg Public / Semi-Public Land Need 2021–2041 report.
2. This recommendation is based on the staff report, Exhibit “A” Newberg Public / Semi-Public Land Need 2021–2041 report. Exhibit "A" is hereby accepted and by this reference incorporated

**Adopted by the Newberg Planning Commission this 14<sup>th</sup> day of January, 2021.**

ATTEST:

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Planning Commission Chair

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Planning Commission Secretary

List of Exhibits:

Exhibit "A": Newberg Public and Semi-Public Land Need 2021–2041

DATE: January 4, 2021  
TO: Newberg Planning Commission and City Council  
CC: Doug Rux, City of Newberg  
FROM: Beth Goodman and Margaret Raimann, ECONorthwest  
SUBJECT: Newberg Public and Semi-Public Land Need 2021–2041

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The City of Newberg is in the process of completing an updated Housing Needs Analysis (HNA) and preparing an Economic Opportunities Analysis (EOA) for the 2021 to 2041 period. This memorandum summarizes the public and semi-public land needs that Newberg must consider for other uses that consume land. Demand for these lands largely occurs independent of market forces. In general, these land use needs can be directly correlated to population growth.

## Context

Cities need to provide land for uses other than housing and employment. Public facilities such as schools, governments, churches, parks, and other non-profit organizations will expand as population increases. Many communities have specific standards for parks. School districts typically develop population projections to forecast attendance and need for additional facilities. All of these uses will potentially require additional land as a city grows.<sup>1</sup>

OAR 660-024-0040(1) defines the guidelines for 20-year land need as:

*The UGB must be based on the appropriate 20-year population forecast for the urban area as determined under rules in OAR chapter 660, division 32, and must provide for needed housing, employment and other urban uses such as public facilities, streets and roads, schools, parks and open space over the 20-year planning period consistent with the land need requirements of Goal 14 and this rule. The 20-year need determinations are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision.*

The remainder of this memorandum provides an analysis of public and semi-public land needs in the Newberg Urban Growth Boundary (UGB) for the 2021 and 2041 period.

## Public Land Needs

Discussions with stakeholders at public agencies, including the City of Newberg, Yamhill County, and the Oregon Department of Transportation indicated various land needs. Some agencies will require new land beyond land that the agencies currently own. The discussion of public land needs is divided into three sections—municipal, parks, and public schools.

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<sup>1</sup> Need for land for roads and public rights-of-way are accounted for in the Housing Needs Analysis and the Economic Opportunities Analysis.

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## Municipal

Municipal land includes needs for the City of Newberg, Yamhill County, the State of Oregon, and the U.S. Federal Government. The analysis below provides an estimate of land needs for city, county, and state land. Newberg does not have any existing Federal facilities, other than post offices, in the existing UGB. The City does not anticipate new or expansion of existing Federal facilities.

### City

Exhibit 1 shows the land needs that the City of Newberg has identified for facilities over the 20-year period and the assumed plan designation where the facilities would likely locate. Newberg estimates that the City will need about 15.4 acres of new land for City uses including public works, library, city hall, and parking. Exhibit 1 shows the expected location, by Comprehensive Plan Designation, for each facility.

Exhibit 1. Estimate of Land Needs for City-Owned Facilities and Expected Location by Plan Designation, Newberg UGB, 2021–2041

Facility Type	Acres	Expected Location of Facility (by Plan Des.)
<b>Public Works</b>	<b>14.0</b>	
Water Booster Pump Stations (2)	2.0	LDR
Water Treatment Plant Expansion	6.0	IND
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<b>Library</b>	<b>0.2</b>	
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Expansion	0.4	COM
<b>Downtown Parking Lots</b>	<b>0.8</b>	
Parking Lots (3)	0.8	COM
<b>Total</b>	<b>15.4</b>	

Source: City of Newberg

### County

Yamhill County has identified land needs for transit facilities in Newberg between 2021 and 2041. Based on discussions with Yamhill County Transit, the County will need about 2 acres for future facilities. These facilities include about 1 acre to use as space for parking busses (less than 10 busses) on land in Newberg’s Industrial plan designation, as well as about 1 acre for a future Park ‘n’ Ride on land in Newberg’s Commercial plan designation.



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## State

The Oregon Department of Transportation (ODOT) anticipates needing land for Phase 2 of the Newberg-Dundee Bypass over the 20-year period. ODOT provided GIS data with the boundary of the Bypass. City staff overlaid this data with existing comprehensive plan information and determined that ODOT has currently acquired about 17.3 acres of land in the MIX/SP plan designation. Of the remaining land to be acquired for Phase 2 includes 3.4 acres of MIX/SP, 3.0 acres of IND/SP, 5.1 acres of P and PQ, and 4.7 acres of MDR land. This results in a state-land need of about 11.1 acres in southeast Newberg, as 5.1 acres of the land to be acquired is already in a public plan designation.

## Parks

The City of Newberg's Comprehensive Plan includes park area standards of four types of parks in Newberg.<sup>2</sup> The Comprehensive Plan includes an adopted level of service (acres per 1,000 people) for park land needs for two of these types of parks—Neighborhood and Community Parks. The adopted level of service is 2.5 acres per 1,000 people for Neighborhood Parks and 5.0-8.0 acres for Community Parks. For this analysis we assumed 5 acres for Community Parks. Newberg is expected to have growth of 7,995 people between 2021 to 2041,<sup>3</sup> which results in 8.0 people per 1,000 people in Newberg. Exhibit 2 shows the estimate of land need (about 60 acres) based on the population forecast for the Newberg UGB.

Exhibit 2. Estimate of Park Land Needs, Newberg UGB, 2021–2041

Park Types	LOS per	People per	Acres of Need
	1,000 people	1,000 for 2021-2041	
Neighborhood Parks	2.5	8.0	20.0
Community Parks	5.0	8.0	40.0
<b>Total Park Land Need</b>			<b>60.0</b>

Source: City of Newberg; Portland State University Population Forecast as of June 30, 2020; Analysis by ECONorthwest

Based on the location of existing parks and the description of park area standards for Neighborhood Parks and Community Parks in the Newberg Comprehensive Plan, this analysis assumes that future park land will locate on land currently designated residential, evenly distributed among all plan designations.

## Schools

The Newberg School District indicated they do not anticipate needing additional land over the 2021-2041 period.<sup>4</sup> The Newberg School District may have need for land for new schools in the future but does not have current plans for acquiring new land for schools at this time.

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<sup>2</sup> *Newberg Comprehensive Plan*, 2018, Page 16.

<sup>3</sup> Portland State University Population Research Center Population Forecast, June 30, 2020.

<sup>4</sup> Based on communication with Larry Hampton, Coordinator of Operations and Safety, on November 10, 2020.

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## Semi-Public Land Needs

Land needed for semi-public uses includes land for churches, non-profit organizations, and related semi-public uses.<sup>5</sup> The analysis includes land need assumptions using acres per 1,000 persons for all lands of these types. Newberg is expected to have growth of 7,995 people between 2021 to 2041,<sup>6</sup> which results in 8.0 people per 1,000 people in Newberg.

Exhibit 3 shows that Newberg has 98.1 acres of land used for semi-public uses, with 4 acres per 1,000 residents in Newberg. Assuming that Newberg will continue to need 4 acres of land per 1,000 people for semi-public uses in the future, Newberg will need 32 acres of land to accommodate the forecast of population growth in Newberg between 2021 and 2041. Land needed for these users can typically be provided within existing plan designations, including all residential designations, based on the uses that are permitted in the associated zone.

Exhibit 3. Estimate of Semi-Public Land Needs, Newberg UGB, 2021–2041

Use	Existing Developed Acres	People per 1,000 for 2020	Acres per 1,000 people 2020	People per 1,000 for 2021-2041	Acres of Need
Churches	85.9	24.9	3.5	8.0	28.0
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<b>Total</b>	<b>98.1</b>		<b>4.0</b>		<b>32.0</b>

Source: Yamhill County Assessor Tax Lots; Portland State University Population Forecast as of June 30, 2020; Analysis by ECONorthwest

## Conclusion

Exhibit 4 shows a summary of the public and semi-public land needs for the Newberg UGB over the 2021 to 2041 planning period. Newberg will need about 120.5 acres of land to accommodate public and semi-public uses. The distribution by plan designation is based on:

- Residential: 120.5 acres based on 16.3 acres needed for municipal uses, 60 acres needed for parks, and 29 acres for semi-public uses.
- Industrial: 12.3 acres based on 10 acres needed for municipal uses and 2.3 acres for semi-public uses.
- Commercial: 2.9 acres based on 2.2 acres for municipal uses and 0.7 acres for semi-public uses.

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<sup>5</sup> ECONorthwest also contacted representatives from George Fox University and private K-12 schools in Newberg. These organizations did not identify future land need beyond land they currently own.

<sup>6</sup> Portland State University Population Research Center Population Forecast, June 30, 2020.

Exhibit 4. Summary of Public and Semi-Public Land Needs, Newberg UGB, 2021 – 2041

Estimated Land Need (Acres)						
Use	Residential Plan Des.			Commercial Plan Des.	Industrial Plan Des.	Total
	Low Density	Medium Density	High Density			
Municipal	7.0	9.3	-	2.2	10.0	28.5
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<b>Total</b>	<b>46.1</b>	<b>35.7</b>	<b>23.5</b>	<b>2.9</b>	<b>12.3</b>	<b>120.5</b>

Source: City of Newberg; Yamhill County Assessor Tax Lots; Portland State University Population Forecast as of June 30, 2020; Analysis by ECONorthwest