

ORDINANCE NO. 2008-2697

AN ORDINANCE REPEALING ORDINANCE NO. 2007-2681 AND EXPANDING THE URBAN RESERVE AREA

RECITALS:

1. On July 21, 2005, the Newberg City Council adopted Resolution 2005-2590, initiating amendments to the Newberg Comprehensive Plan and Development Code, generally as described in the recommendations of the Ad Hoc Committee on Newberg's Future, and directed City staff to undertake the activities needed to initiate and support a number of actions for the City to consider these amendments.
2. Consistent with Paragraph 2.d. of Resolution 2005-2590, City staff held neighborhood meetings in each general area that the Committee had recommended for addition to the Urban Reserve Area to define specific boundaries, and is proceeding with the hearings process to create a new Urban Reserve Area.
3. After proper notice, the Newberg Urban Area Management Commission held a public hearing on April 25, 2007, and continued for further hearings and deliberations on May 31, 2007; June 11, 2007; July 11, 2007, and August 21, 2007.
4. On August 21, 2007, the Newberg Urban Area Management Commission concluded its deliberations, and provided its recommendations to the Newberg City Council and the Yamhill County Board of Commissioners in Resolution No. 2007-20, "A Resolution of the Newberg Urban Area Management Commission recommending approval of File UGB 05-010, an Urban Reserve Area Amendment."
5. After proper notice, the Newberg City Council held a hearing on October 1, 2007 to evaluate the Commission's recommendations. In response to additional evidence and testimony, the City Council voted to modify the commission's recommendation slightly, and approved the modified Urban Reserve on October 15, 2007. The adoption ordinance included the area covered by the Southeast Transportation Plan contingent upon approval of the Southeast Transportation Plan, was adopted subject to adoption of the same Urban Reserve Area and Comprehensive Plan changes by Yamhill County, and incorporated the "2007 Urban Reserve Area Justification & Findings Report" dated October 15, 2007.
6. On November 19, 2007, the Newberg City Council adopted the Southeast Transportation Plan, subject to adoption of the same by Yamhill County.
7. On April 24, 2008, the Yamhill County Board of Commissioners declined to adopt the Southeast Transportation Plan. They noted that the City could "unlink" the adoption of the 2007 URA from the Southeast Transportation Plan, if it so chose. They also thought it would be necessary to delete references in the URA findings to the Southeast Transportation Plan, so that the County would not be accepting the plan "by reference" in adopting the URA. They decided to refer the matter back to the Newberg City Council for resolution before making their decision on the 2007 URA, and continued their hearing

until May 14, 2008 to give the City Council time to meet and decide a course of action.

8. On May 5, 2008, City Council asked staff to arrange a meeting for them with the Yamhill County Board of Commissioners to help them understand the Commissioners' concerns, and a meeting was arranged for June 2, 2008, in Newberg.
9. On May 14, 2008, the County Commissioners continued their hearing on the 2007 URA to June 2, 2008, for the joint meeting with the City Council.
10. At the joint meeting on June 2, 2008, the Commissioners asked the City Council to "decouple" the 2007 URA from the Southeast Transportation Plan. City Council directed staff to prepare two ordinances for their consideration on July 7, 2008. The first of these ordinances would delete all reference to the Southeast Transportation Plan from the 2007 URA adoption ordinance and findings; the other would repeal the Southeast Transportation Plan, and remand it back to the Newberg Urban Area Management Commission to resolve 99W access issues. Adoption of these two ordinances would resolve the issues that have been holding up the County's adoption of the 2007 URA. To give the City Council time to take action on these two ordinances, the Yamhill County Commissioners continued their hearing on the 2007 URA to 9 am on Wednesday, July 9, 2008, in Room 32 of the Yamhill County Courthouse, 535 NE Fifth St., McMinnville.
11. Repeal of Ordinance 2007-2681 and re-adoption of the 2007 Urban Reserve Area without reference to the Southeast Transportation Plan, in either the ordinance itself or the findings, would remove a major obstacle to Yamhill County's adoption of the 2007 Urban Reserve.
12. The expanded Urban Reserve Area would extend the urban land supply approximately 15.4 years beyond the period supplied by the Urban Growth Boundary, or approximately to 2040.
13. The City Council finds that the applicable criteria have been met, and that approval of this amendment is in the best interests of the community.

THE CITY OF NEWBERG ORDAINS AS FOLLOWS:

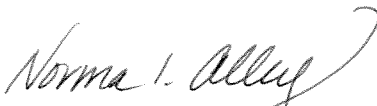
1. Ordinance 2007-2681 is hereby repealed.
2. The property shown in Exhibit "A" and described by Tax Lot number in Exhibit "B" is hereby included within the Newberg Urban Reserve Area.
3. The "McClure" property, consisting of parcels 3215 00500, 3215 00502, and 3210 01800, is included in the Urban Reserve Area with the condition that the northern section of the property shall be zoned to not allow more than 37 one-acre lots, in accordance with their preliminary concept plan and the development agreement approved by Newberg City Council on July 2, 2007.
4. Inclusion of the properties adjacent to the bypass interchanges as shown in Ordinance 2004-2602 is contingent upon the adoption of or satisfaction of the requirement for Interchange Area Management Plans (IAMPs) for the affected interchanges.

5. The "Newberg, Oregon Comprehensive Plan Map" shall be amended to indicate these changes. The Newberg Comprehensive Plan supply and demand tables shall be amended to reflect these changes.
6. The findings which are attached hereto as Exhibit "C" are incorporated herein.
7. This ordinance is subject to adoption of the same Urban Reserve Area by Yamhill County.

➤ EFFECTIVE DATE of this ordinance is 30 days after the adoption date, which is: August 6, 2008.

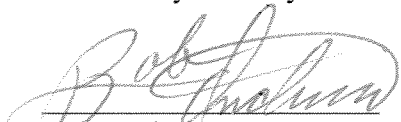
ADOPTED by the City Council of the City of Newberg, Oregon, this 7th day of July, 2008, by the following votes:

AYE: 7 NAY: 0 ABSENT: 0 ABSTAIN: 0



Norma I. Alley, City Recorder

ATTEST by the Mayor this 10th day of July, 2008



Bob Andrews, Mayor






LEGISLATIVE HISTORY

By and through the Newberg Urban Area Management Commission at 8/21/2007 meeting.

Exhibits

- Exhibit "A": 2007 Urban Reserve Area Map
- Exhibit "B": List of Tax Lots in 2007 Urban Reserve Area
- Exhibit "C": Findings and Justification Report

Exhibit "A"
2007 URBAN RESERVE AREA
NEWBERG, OREGON
 AS ADOPTED BY THE
 NEWBERG CITY COUNCIL ON JULY 7, 2008

-  City Boundary
-  Urban Growth Boundary
-  2007 Urban Reserve Areas
-  Lot Line
-  Rail Road Tracks
-  Willamette River

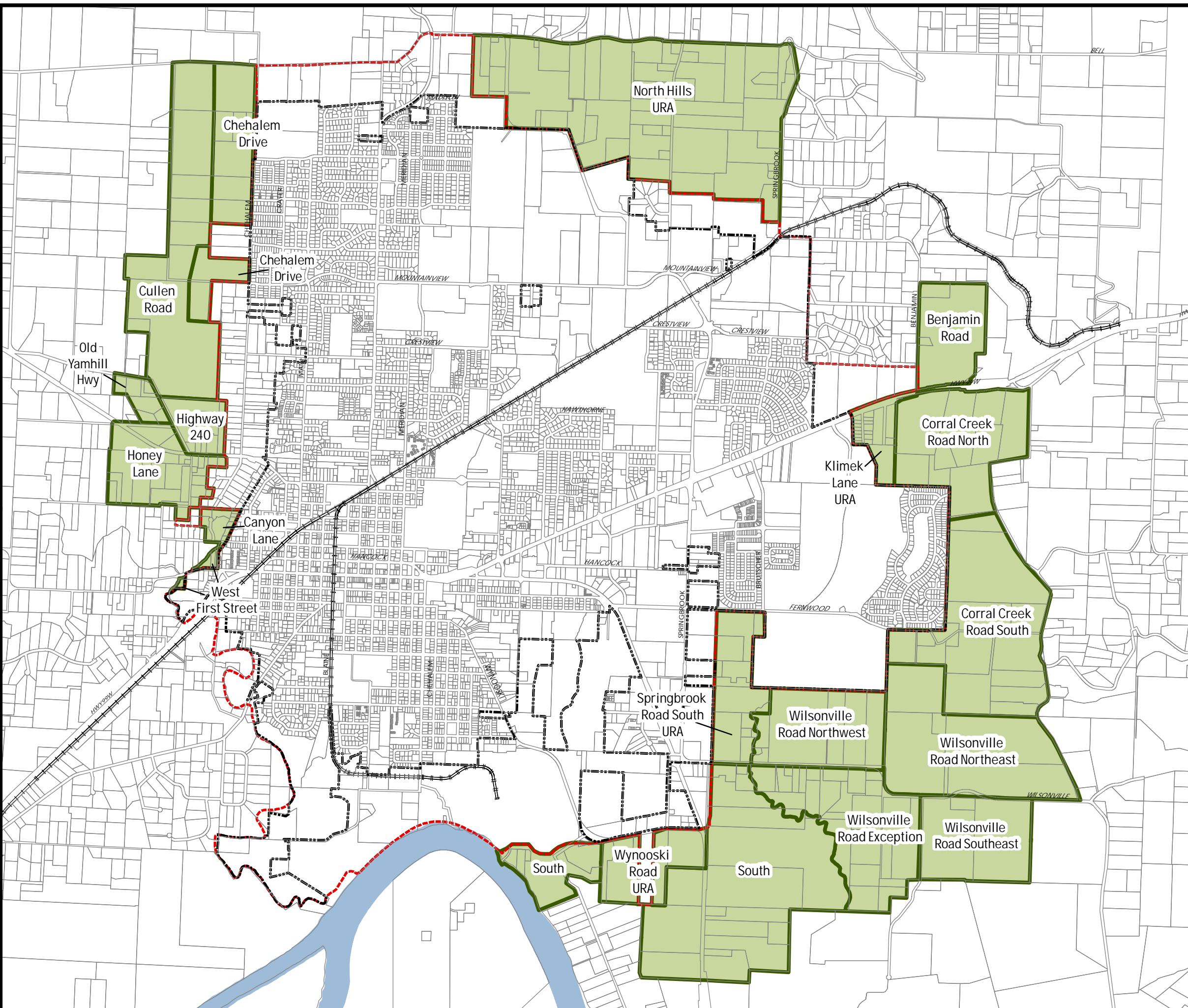
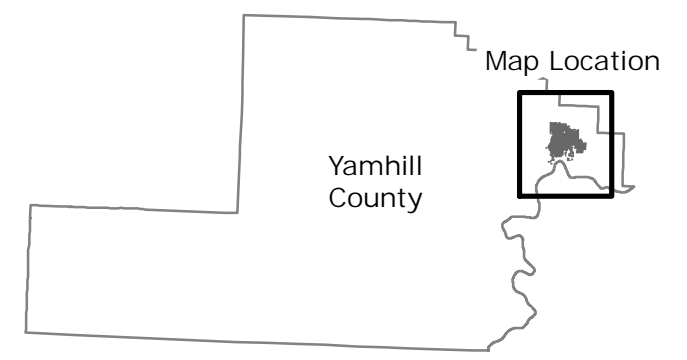
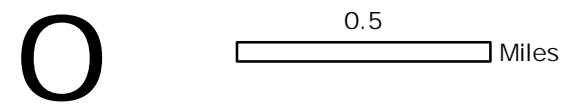


EXHIBIT "B"

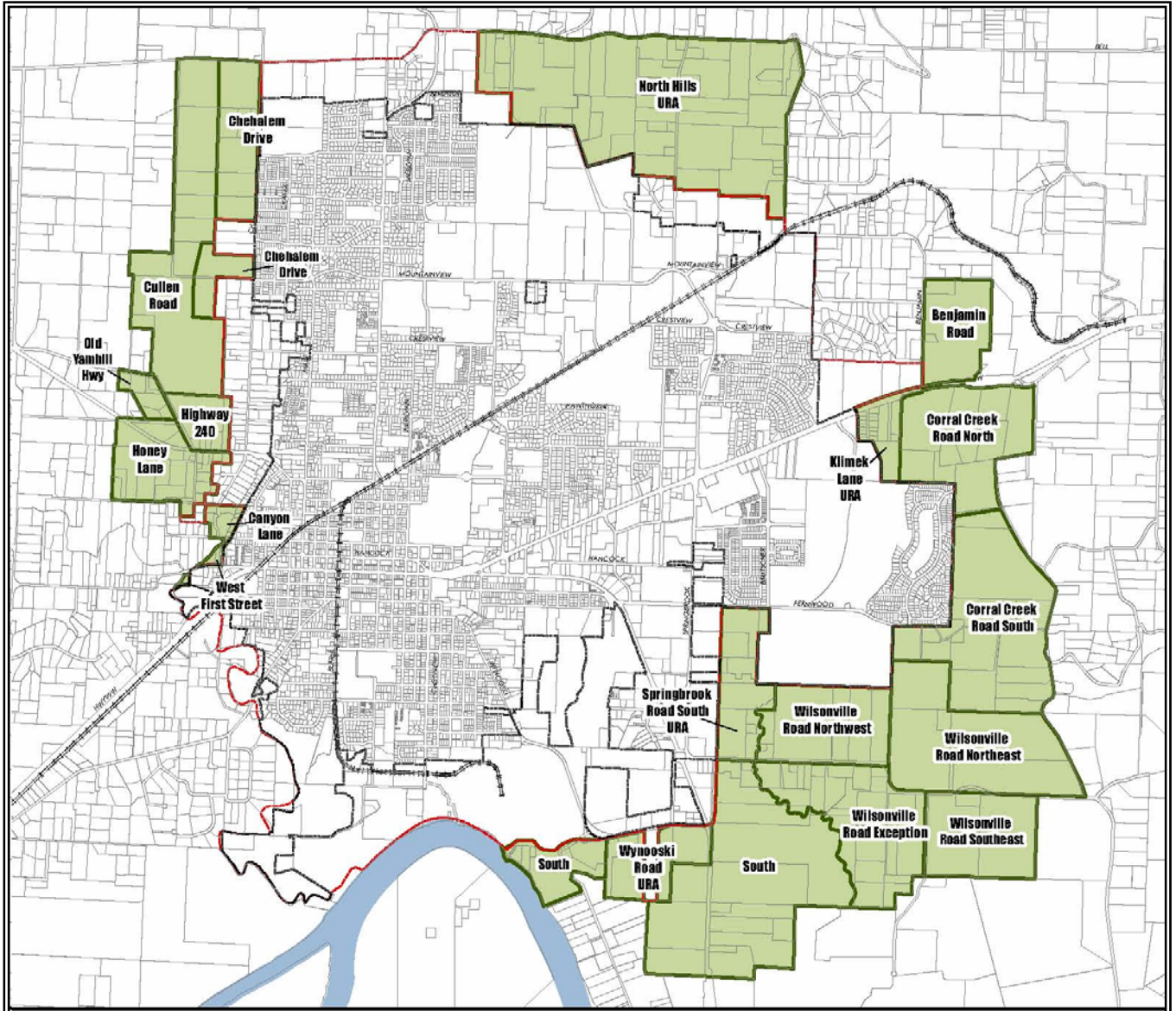
LIST OF TAX LOTS WITHIN 2007 URBAN RESERVE AREA URA 05-010

3207 03800	3209 00900	3216DA 01400	3219BA 05203
3207 04200	3209 00902	3216DA 01500	3219BA 05204
3207 04300	3209 00903	3216DA 01600	3219BB 00200
3207 04301	3209 01000	3216DA 01700	3221 03200
3207 04400	3209 01100	3216DA 01800	3221 03400
3207 04500	3209 01200	3216DA 01900	3221 03500
3207 04600	3209 01201	3218 00100	3221 03700
3207 04700	3209 01300	3218 00200	3221 03701
3207 04800	3209 01400	3218 00300	3221 03800
3207 04900	3209 01500	3218 00400	3221 04000
3207 06000	3209 01600	3218 00500	3221 04100
3208 00100	3209 01601	3218 00600	3221 04500
3208 00101	3209 01700	3218 00601	3221 04600
3208 00102	3209 01701	3218 00700	3221 04601
3208 00200	3209 01702	3218CC 00200	3221 04700
3208 00202	3209 01800	3218CC 00300	3221 04701
3208 00300	3209 01900	3218CC 00400	3221 04800
3208 00301	3209 01901	3218CC 00500	3221 04900
3208 00400	3209 02000	3218CC 00503	3221 04901
3208 00500	3209 02100	3218CC 00600	3221 05000
3208 00600	3210 01800	3218CC 00800	3221 05001
3208 00700	3215 00500	3218CC 00900	3221 05003
3208 00800	3215 00502	3218CC 00901	3221 05100
3208 00900	3215 00700	3218CC 01000	3221 05200
3208 01000	3215 00800	3218CC 01100	3221 05300
3208 01200	3215 00900	3218CC 01101	3221 05400
3208 01300	3215 01000	3218CC 01102	3221 05500
3208 01301	3215 01003	3218CC 01200	3221 05501
3208 01400	3215 01100	3218CC 01300	3221 05502
3208 01500	3215 01101	3218CD 00212	3221 05600
3208 01600	3215 01102	3218CD 00221	3221 05700
3208 01700	3215 01400	3218CD 00222	3221 05900
3208 01800	3216 01903	3219BA 00200	3221 06000
3208 01900	3216 01908	3219BA 00300	3221 06100
3208 02000	3216DA 00100	3219BA 00600	3221 06200
3208 02100	3216DA 00200	3219BA 00700	3221 06201
3208 02190	3216DA 00300	3219BA 00800	3222 01900
3208 02200	3216DA 00400	3219BA 01400	3222 02000
3208 02300	3216DA 00500	3219BA 01500	3222 02100
3208 02400	3216DA 00600	3219BA 01600	3222 02200
3208 02490	3216DA 00700	3219BA 01700	3222 02300
3208 02491	3216DA 00800	3219BA 01701	3222 02400
3208 02500	3216DA 00900	3219BA 01702	3222 02500
3208 02600	3216DA 01100	3219BA 05200	3222 02700
3208 02601	3216DA 01200	3219BA 05201	3222 02800
3209 00700	3216DA 01300	3219BA 05202	3222 02900

3222 03000	3227 01000	3228 01700	3229 02900
3222 03100	3228 00100	3228 01900	3313 00800
3222 03200	3228 00200	3228 02000	3313 01100
3222 03300	3228 00300	3228 02200	3313 01200
3222 03400	3228 00301	3228 02300	3313 01300
3222 03500	3228 00302	3228 02400	3313 01301
3222 03600	3228 00500	3228 02401	3313 01302
3222 03700	3228 00501	3228 02402	3313 01800
3222 03800	3228 00600	3228 02403	3313 01802
3222 03890	3228 00700	3228 02404	3313 02900
3227 00400	3228 00800	3229 00300	3313 02901
3227 00500	3228 00801	3229 00400	3313 03000
3227 00501	3228 00802	3229 00500	3313 03001
3227 00700	3228 00900	3229 00600	3313 03002
3227 00800	3228 01000	3229 02000	3313 03100
3227 00900	3228 01100	3229 02100	3313 03200
3227 00901	3228 01200	3229 02200	3313 03201

NOTE: Some parcels may be only partially in the amendment area. See map.

CITY OF NEWBERG AND YAMHILL COUNTY
2007 URBAN RESERVE AREA
JUSTIFICATION & FINDINGS REPORT



July 7, 2008

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EXECUTIVE SUMMARY

Newberg's Comprehensive Plan envisions Newberg growing as a complete community, with opportunities for housing, jobs, shopping, schools, parks, recreation, and community uses. The Comprehensive Plan projects that Newberg will grow to a population of 38,352 by 2025 and 54,097 by 2040. To maintain and develop a high quality of life as Newberg grows, careful forethought and planning is essential.

To start the planning process, the Newberg City Council appointed the Ad Hoc Committee on Newberg's Future (the Committee). The Committee met from April 2004 to July 2005 and considered future population, employment and housing needs, and buildable land requirements for residential, institutional, industrial and commercial development. The Committee reviewed the supply of buildable land within the existing UGB, and evaluated land suitability in designated Urban Reserve Areas (URAs) and surrounding Urban Reserve Study Areas. In August, 2005, the committee reported its recommendations to the City Council. The Committee recommended a number of items to address future growth, including adopting a number of plan and policy amendments, increasing residential densities targets by 27%, changing plan designations for certain land within the current UGB, expanding the Urban Growth Boundary, and creating a new Urban Reserve Area. Since the time of the committee's report, the City and County have either adopted or are currently pursuing a number of actions to implement the Committee's recommendations. This report is to implement one of the Committee's recommendations, adopting a new Urban Reserve Area.

This report provides an overall justification and findings for the 2007 Newberg Urban Reserve Area (URA) shown on **Map 1**. The acknowledged *Newberg Comprehensive Plan* determines buildable land needs through the Year 2040. The Newberg Urban Growth Boundary (UGB) contains 1,177 buildable acres of land, an approximate 17 year supply of land which is roughly sufficient to meet land needs through 2024. The acknowledged plan identifies a need for 1,665 acres of buildable land beyond that land already in the Urban Growth Boundary to meet land needs through 2040. The 2007 URA provides 1,645 acres of buildable land, which is sufficient to extend the buildable land supply by approximately 15.4 years, or nearly to 2040.

The Urban Reserve Rule (OAR 660-021-0030(3)) establishes priorities for urban reserves, and requires a comparative evaluation of alternative areas. In Newberg's case, the highest priority is land within rural exception areas (including land within the 1995 URA), and the lowest priority is farm and/or forest "resource" land. The rule requires the City to study lands in the vicinity of the UGB and evaluate them for inclusion in the Urban Reserve. **Map 3** shows six study areas with regard to the quality of agricultural soils, the presence of rural exception areas, and the location of the 2007 UGB (Urban Growth Boundary). The *Newberg Urban Reserve Area Public Services Analysis* carefully analyzed the costs and feasibility of providing urban services to each study area. The City also considered each study area's capacity to meet site requirements of targeted employment, institutions and complete neighborhoods identified in the Comprehensive Plan.

The Newberg UGB is bordered by the Chehalem Hills to the north and east, agricultural land on the southeast and northwest, the Willamette River and Chehalem Creek on the south and

southwest, and some exception areas to the west. Newberg first examined the capacity of rural exception areas to meet urban reserve land needs. After a careful analysis, Newberg identified 1.4 square miles (923 acres) of exception area for inclusion within the 2007 URA because: (a) it can meet identified needs for residential or small-lot industrial land; and (b) it can reasonably be provided with urban services. Of this, slightly under one square mile (619 acres) is buildable, leaving about 1.6 square miles (1,046 acres) of unmet need through 2040.

Other nearby exception areas cannot reasonably be provided with future urban facilities due to topographical and physical constraints – such as being on hills higher than could be served by the City’s water system, or being separated from the City by stream canyons in areas that cannot be served by the City’s sewer system. These lands thus cannot meet identified land needs and thus, as allowed by the Urban Reserve Rule, are not included in the 2007 URA.

Thus, the City has no choice but to include agricultural land to meet future land needs. As required by the Urban Reserve Rule, the City first included those agricultural lands with lower soil capability classes, which occur within the east and Benjamin Road areas, followed by the south and northwest areas, and lastly the Wilsonville Road Southeast area.

Approximately 1.25 square miles (767 acres) of agricultural land are needed to meet the specific siting requirements of targeted employment, parks and schools – in the Northwest and Southeast Study Areas. Additional agricultural land is needed to achieve the livability objectives of the southeast area.

This report finds that the 2007 Urban Reserve Area meets the applicable requirements of the Urban Reserve Rule (OAR 660-021-0030(3)) and other state rules and laws, and that it is consistent with adopted Newberg and Yamhill County comprehensive plans policies, and will provide Newberg with an adequate supply of buildable land to meet land needs through 2040.

REPORT ORGANIZATION

This Urban Reserve Area Justification Report is organized to address the Urban Reserve Administrative Rule (OAR Chapter 660, Division 021) and Statewide Planning Goal 14 (Urbanization) locational requirements for establishment of urban reserve areas.

Throughout this report the Newberg Urban Growth Boundary as amended through 2007 is referred to as the **2007 UGB**; the urban reserve area adopted in 1995 to meet Year 2020 growth needs, as it has been reduced by UGB amendments through the February 2007, is referred to as the **1995 URA**; and the amended urban reserve area supported by these findings is referred to as the **2007 URA**.

Urban Reserve Area Justification

The chapter provides the basic justification for the 2007 Newberg Urban Reserve Area (URA) and explains why the 2007 URA is consistent with the Urban Reserve Rule, while meeting local planning objectives. The 2007 URA is intended to meet 2040 land needs (approximately 15.4 years supply beyond the UGB, which has approximately adequate supply through 2024), while

providing suitable sites for targeted employment and institutional needs. Parts I, II and III of this report provide more detailed support for the reasoning found in this section.

Part I – URA Land Needs Assessment

Part I of this report addresses Year 2040 growth needs – and the capacity of the existing UGB to meet these needs. URA amendments are governed by OAR Chapter 660, Division 021, Urban Reserves. Part I addresses the land needs section of the Urban Reserve Rule and the following applicable Statewide Planning Goals.

- Statewide Planning Goal 1 (Citizen Involvement) requires public involvement in all phases of the planning process. Public and agency involvement is addressed in *Public Involvement and County Coordination Process for Newberg 2007 UGB and URA Expansion* Newberg Planning & Building Department (2007)
- Goal 2 (Land Use Planning) requires an adequate factual base, the consideration of alternatives, and coordination with Yamhill County and affected state agencies. This report, plus recent amendments to the *Newberg Comprehensive Plan* provide the factual basis for the 2007 URA amendments. The City and County considered numerous alternatives before making its recommendations to the Newberg City Council. Coordination with Yamhill County is required by the NUAGMA and is demonstrated by the minutes of NUAMC meetings.
- Goal 3 (Agricultural Land) and 4 (Forest Land) are addressed by the Urban Reserve Rule directly, and therefore are not applicable.
- Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) and 7 (Areas Subject to Natural Hazards) apply in the determination of “buildable” lands. Goal 5 resources are considered in Part II of this report.
- Goal 9 (Economy of the State) and 10 (Housing) apply to the determination of employment and housing needs.
- Goal 8 (Recreational Needs) and 11 (Public Facilities and Services) inform needs determinations for parks and schools. Land needs for parks and schools are addressed in Part I of this report. Provision of sanitary sewer, water and storm drainage facilities is considered in Part II of this report.
- Goal 12 (Transportation) issues are considered in Part II of this report. The 2005 update to the Newberg Transportation System Plan (TSP) considered all land within the 2007 UGB and the 1995 URA, and therefore addresses potential impacts from UGB expansion into the Northwest and North URAs. Transportation planning for the Southeast Land Use and Transportation Plan Study Area is currently under study and will be coordinated with the County. Needs identified include providing improved access to 99W, alleviating traffic growth on rural roads, and the creation of pedestrian and bicycle paths throughout the area.
- Goal 13 (Energy Conservation) is addressed in the analysis of energy consequences required by Goal 14 and is considered in Part II of this report.
- Goal 14 (*Urbanization*) as it pertains to the location of the URA is considered in Part II of this report. The Urban Reserve Rule (OAR 660-023 - Urban Reserves) sets forth standards for identifying urban reserve land needs and the location of URAs that are similar, but not identical, to standards that apply to UGB expansion.
- Goal 15 (*Willamette River Greenway*) is addressed by identifying the location of a very small portion of the greenway on the water features map.

- *Goals 16-19 (Coastal Goals)* are not applicable in this area.

Part II – 2007 URA Boundary Location

Part II of this report addresses OAR 660-030 “Priorities” for establishing an urban reserve area (URA) and the “Boundary Location” subsection of the new Goal 14.

The Urban Reserve rule establishes “priorities” for determining which lands should be added to a URA and which land should be excluded. The location of the URA must be consistent with applicable Land Conservation and Development Commission (LCDC) or Statewide Planning Goals. Statewide Planning Goals 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) and 7 (Areas Subject to Natural Hazards) also apply to the determinations of which lands are “buildable” and which are not.

Part III – Yamhill County and Newberg Comprehensive Plan Goals & Policies

Part III of this report addresses consistency with applicable policies of the Yamhill County and Newberg Comprehensive Plans.

Background Studies, Council Resolutions, Ordinances and Agreements

The City has relied on the following documents to support its decision to expand the URA.

Background Studies

- *City of Newberg Urban Reserve Area Project*, Dorman and Associates (1994)
- *Population Projection for Newberg, Yamhill County, Oregon: 2000 – 2040*, Barry Edmonston, Director, Population Research Center, Portland State University (2004)
- *Housing and Residential Land Needs Report*, Johnson-Gardner (2004)
- *Report and Recommendations to Newberg City Council*, Ad Hoc Committee on Newberg’s Future (2005)
- *Newberg Water Features Inventory*, Winterbrook Planning (2006)
- *Public Involvement and County Coordination Process for Newberg 2007 URA Expansion*, Newberg Planning & Building Department (2007)
- *Newberg Urban Reserve Area Public Services Analysis*, Newberg Planning & Building Department (2007)
- *Northwest Newberg 2006 UGB Expansion Justification & Findings Report*, Winterbrook Planning (August 3, 2006).

Council Resolutions

- Council Resolution No. 2003-2486, Establishing an Ad Hoc Committee on Newberg’s Future.
- Council Resolution No. 2005-2590, A Resolution directing City staff to undertake activities needed to implement the recommendations of the Ad Hoc Committee on Newberg’s Future.

Council Ordinances

- Ordinance 2005-2619, Adopting the Newberg Transportation System Plan and amending Newberg Comprehensive Plan policies and Newberg Development Code text.
- Ordinance 95-2397, Amending the Newberg Comprehensive Plan Map and Text to Establish an Urban Reserve Area.
- Ordinance 2005-2626, Amending the Newberg Comprehensive Plan to Establish Revised Population and Land Need Projections.
- Ordinance 2006-2634, Amending the Newberg Comprehensive Plan Policies.
- Ordinances 2006-2661, Approving Northwest Newberg Urban Growth Boundary Amendment.

Newberg Urban Area Growth Management Agreement (NUAGMA)

- Newberg Urban Area Growth Management Agreement (NUAGMA) as amended in 2000.

Yamhill County Ordinances

- Yamhill County Ordinance 596, Adopting Urban Reserve standards.

Map List

The City has relied on the following City of Newberg maps to support its decision to expand the URA.

Map 1: 2007 Urban Reserve Areas

Map 2: Newberg Special Area Plan Boundaries and Land Needed for Special Uses

Map 3: Urban Reserve Study Areas (2004), Urban Reserve Areas (1995); Exception Areas, and Agricultural Soil Capability Classes for Agricultural Lands

Map 4: Yamhill County Zoning

Map 5: Urban Reserve Study Areas with Slopes

Map 6: Urban Reserve Study Area Water Features

Map 7: Transportation Systems Concept Plan 2007 Urban Reserve Area

Map 8: Sanitary Sewer and Water Systems Plan for 2007 Urban Reserve Area

Map 9: Topographically and Physically Constrained Areas

NEWBERG'S 2007 URA AMENDMENT PROCESS

In 1995, the City of Newberg and Yamhill County jointly established Oregon's first urban reserve area (URA) adjacent to the acknowledged Newberg UGB. The 1995 URA was large enough to accommodate Year 2020 growth needs. (Newberg Ordinance 95-2397)

The first Newberg Urban Area Growth Management Agreement (NUGAMA) was adopted by the City Council and Board of Commissioners in the summer of 1979, and has been updated by both jurisdictions in 1998 and again in 2000. This agreement establishes the Newberg Urban Area Management Commission (NUAMC) to review and make recommendations to the Newberg City Council and Yamhill County Board of Commissioners regarding Comprehensive Plan Amendments outside the Newberg City Limits but within or affecting the UGB.

In 2003, the Newberg City Council established the Ad Hoc Committee on Newberg's Future (the Committee).¹ The Council created the Committee to provide a forum for citizen involvement in planning for Newberg's future land use patterns. The Committee was asked to make recommendations that would help the City Council make future amendments to the Comprehensive Plan. In support of the Committee's deliberations, the City undertook population, employment, housing and buildable lands studies. The City considered Newberg's future land use needs through the years 2025 and 2040.

The Committee met from April 2004 to July 2005 and considered future population, employment and housing needs, and buildable land requirements for residential, institutional, industrial and commercial development. The Committee reviewed the supply of buildable land within the existing UGB, and evaluated land suitability in designated Urban Reserve Areas (URAs) and surrounding Urban Reserve Study Areas.

The Committee received support from City staff and consultants, including Barry Edmonston², Johnson-Gardner Associates³ and Winterbrook Planning⁴. The Committee also sought and received input from state agencies and the general public, including residents, businesses, and property owners within the Newberg City Limits and immediately outside (within 1.5 miles of) the City Limits. The Committee provided for citizen involvement at 26 public meetings and two public open houses. The Committee also conducted two surveys, received comments at each of their meetings, and reviewed scores of letters. As a result of this process, the Committee made recommendations regarding future land needs, buildable lands, and the magnitude and

¹ The Ad Hoc Committee was established pursuant to Council Resolution No. 2003-2486.

² *Population Projection for Newberg, Yamhill County, Oregon: 2000 – 2040*, Barry Edmonston, Director, Population Research Center, Portland State University (2004).

³ *Housing and Residential Land Needs Report*, Johnson-Gardner (2004).

⁴ Winterbrook Planning provided technical and process support to the Ad Hoc Committee (2004-05) and prepared the Water Features Report (2006).

direction of UGB and URA expansion. The Committee presented its *Report to Newberg City Council* on July 21, 2005. The City Council unanimously accepted the Committee's report.

Council Resolution 2005-2590

On August 1, 2005, the City Council adopted Resolution No. 2005-2590, directing City staff to undertake activities needed to implement the recommendations of the Ad Hoc Committee on Newberg's Future. The City Council subsequently adopted a series of ordinances based on this report, described immediately below. The findings in this document reference the following, recently adopted ordinances amending the *Newberg Comprehensive Plan* and the Transportation System Plan (TSP), and adopting the Newberg Economic Development Opportunities Analysis (EOA):

- *Newberg Transportation System Plan* (2005 Update – Ordinance 2005-2619)
- *Newberg Comprehensive Plan* (Revised Population Projection and Land Needs Assessment – Ordinance 2005-2626)
- *Newberg Comprehensive Plan* (Policy Amendments – Ordinance 2006-2634)
- *Newberg Economic Opportunities Analysis* (Ordinance 2006-2635)
- *Newberg Urban Growth Boundary Amendments* (Ordinance 2006-2661).

NUAMC reviewed the 2006 Northwest UGB Amendment Package, which brought approximately 200 acres into the UGB from the 1995 URA, during the summer of 2006 and forwarded its recommendation to approve the package to the Yamhill County Board of Commissioners and the Newberg City Council for review and adoption. (Resolution 2006-17) The Newberg City Council approved the package on December 6, 2006 (Ordinance 2006-2661). The Yamhill County Board of Commissioners approved the package on February 7, 2007 (Ordinance 803).

OAR 660-021-0010 Definitions

The Urban Reserve Rule includes the following definitions that apply to the designation of Urban Reserve Areas (URAs):

For purposes of this division, the definitions contained in ORS 197.015 and the Statewide Planning Goals (OAR Chapter 660, Division 015) apply. In addition, the following definitions apply:

(1) "Urban Reserve Area": Lands outside of an urban growth boundary identified as highest priority for inclusion in the urban growth boundary when the boundary is expanded in accordance with Goal 14. [Note: Newberg adopted an urban reserve area in 1995, and included a portion of the 1995 URA within the 2007 UGB.]

(2) "Resource Land": Land subject to the statewide Goals listed in OAR 660-004-0010(1)(a) through (g) except subsections (c) and (d).. [Note: Resource land in Yamhill County is zoned for farm and/or forest use. It includes land within the study area zoned AF-20, EF-20, EF-40, EF-80, and MR-1. Resource land is the lowest priority for UGB expansion.]

(3) "Nonresource Land": Land not subject to the statewide Goals listed in OAR 660-004-0010(1)(a) through (g) except subsections (c) and (d). Nothing in this definition is meant to imply that other goals do not apply to nonresource land. [Note: There is no "nonresource land" within the URA study areas.]

(4) "Exception Areas": Rural lands for which an exception to Statewide Planning Goals 3 and 4, as defined in OAR 660-004-0005(1), have been acknowledged. [Note: Exception areas include land that is "built and committed" to, or "physically developed" for, non-resource use. Typically, exception areas have been divided into small parcels and are zoned for rural residential (or rural commercial or industrial) use – not for agriculture or forest use. In the URA Study areas, this includes land zoned AF-10, HC, HI, LDR-(all), LI, MDR-5000, PAI, PALF, PWS, RI and VLDR-(all).⁵ In Newberg, exception areas are the next priority for URA expansion.]

(5) "Developable Land": Land that is not severely constrained by natural hazards, nor designated or zoned to protect natural resources, and that is either entirely vacant or has a portion of its area unoccupied by structures or roads. [Note: The City of Newberg uses the term "buildable land" to mean "developable land" as defined above. "Buildable land" is synonymous with "gross buildable land."]

(6) "Adjacent Land": Abutting land. [Note: Newberg abuts both resource land and exception areas.]

(7) "Nearby Land": Land that lies wholly or partially within a quarter mile of an urban growth boundary. [Note: Newberg's six URA study areas extend approximately one-half mile from the pre-amendment 2005 UGB, as discussed below.]

Urban Reserve Study Areas

Maps 3 and 4 show six Urban Reserve Study Areas that were used by the Ad Hoc Committee on Newberg's Future in 2004 for analyzing growth alternatives. The six Study Areas include about 10 square miles of rural land (6.4 square miles of which are buildable) that *potentially* could accommodate Newberg's Year 2040 urban land needs. Thus, the Study Areas include considerably more than needed to accommodate planned Year 2040 growth. The rationale for determining the boundaries of each study area is described in the Committee's *Report to Newberg City Council – Recommendations for Newberg's Future* (pp. 21-24). Map 3 also shows whether land within the Study Areas is the 1995 Urban Reserve Area, a Yamhill County Exception Area or Yamhill County Farm or Forest Resource Land.

A Step-by-Step Summary

The following is a step-by-step summary of milestones leading up to the 2007 Urban Reserve proposal.

⁵ One irregularity is a small portion of one lot in the Klimek Lane URA that has a VLDR comprehensive plan designation and is exception land, yet is zoned EF-40.

Step 1: Adoption of Urban Reserve Areas (1995)

ORS 197.298 sets forth “priorities” for inclusion of land within UGBs to meet long-term (20-year) urban growth needs. The first priority for meeting UGB expansion needs is Urban Reserve Areas (URAs), and the second priority is “exception areas” (i.e., land that is not designated by Yamhill County for exclusive farm or commercial forest use). The lowest priority is farm and forest land outside of designated URAs.

In 1995, the City of Newberg and Yamhill County amended their respective comprehensive plans to designate the 1995 Urban Reserve Area (URA), which was estimated to include 10 year’s supply of land (2010 to 2020). The 1995 URA included 916 acres, of which 750 acres were buildable (82%), 897 acres were exception land (98%), and 19 acres were designated for exclusive farm use (2%). As recognized by ORS 197.298 Priorities for Urban Growth Boundary Expansion, and the Urban Reserve Rule, URAs are the highest priority for UGB expansion.

Several amendments have occurred since 1995 that have included various part of the 1995 URA into the UGB. The Northwest Newberg 2006 UGB amendments (discussed under Step 10 below) included 200 acres largely from the 1995 URA into the UGB. There are approximately 298 buildable acres remaining in the 1995 URA. All of the land remaining within the 1995 URA is within designated exception areas. Map 3 shows the location of these URAs. A comparison of Map 1 and Map 3 shows that the 2007 URA contains all but a small unserviceable portion of the 1995 URAs.

Step 2: Draft 2025-2040 Population Forecast and Land Needs Assessment (2004)

In 2004, Barry Edmonston of Portland State University’s Population Research Center prepared population projections for the City of Newberg through Year 2040. This study was the basis of the City’s eventually adopted population projections. In 2005, Newberg had an estimated 21,132 people residing within its UGB. By 2025, Newberg’s population is projected to reach 38,352 – an increase of 17,200 persons.⁶ By 2040, the population is projected to reach 54,097. This population forecast was coordinated by Yamhill County in 2006, as confirmed by a letter from the Yamhill County Planning Director dated October 31, 2006, pursuant to Board Order 1-582 granting responsibility to the Planning Director to coordinate the population forecast. The Ad Hoc Committee on Newberg’s Future used the Johnson Gardner 2004 Land Needs Analysis as the foundation for its recommendations for expanding the Newberg UGB and URA.⁷

⁶ *Newberg Comprehensive Plan*, Table III-2 (November 2005).

⁷ *Housing and Residential Land Needs Report*, Johnson-Gardner (2004).

Step 3: Draft Buildable Lands Inventories (2003-04)

All land within the UGB and study areas was classified as developed, buildable, or unbuildable.⁸ Unbuildable land was constrained by steep slopes (25% or greater), within stream corridor boundaries, or designated as permanent open space. The Ad-Hoc Committee reviewed the criteria, methods and results of this inventory and incorporated those results into its recommendation. Winterbrook Planning applied the methods to prepare the buildable lands inventory for parcels within six study areas outside the 2004 UGB.

Step 4: Newberg Future Options Study (2004-05)

Under the guidance of the Ad Hoc Committee, six future growth areas (study areas) outside the 2004 UGB were identified and evaluated to meet future growth needs. The study areas included all designated Newberg Urban Reserve Areas (URAs) and potential 2040 URAs. The buildable land area within each study area was analyzed to model different scenarios and alternatives for meeting Newberg's future land needs. The resulting growth alternatives were presented at a March 2005 public open house.

Step 5: Transportation System Plan Amendments (2005)

In 2005, the City Council adopted the 2005 update to the Newberg Transportation System Plan (TSP). Ordinance 2005-2619 amended the TSP to account for traffic generated from planned development within the 2004 UGB plus all the 1995 URA.

Step 6: Ad Hoc Committee Recommendations to the City Council (2005)

The Ad Hoc Committee on Newberg's Future began its work by considering the overall vision for the City of Newberg, as context for the recommendations they were being asked to make regarding population and direction of growth. To ground their policy choices in larger issues, such as the environment and quality of life, they first developed a list of "value statements" which were subsequently displayed at a public open house and revised into the list on pages 12 through 14 of the Committee's report. These value statements were incorporated into the Committee's choices as they reviewed the siting criteria proposed by consultants and recommended specific areas to meet specific land needs.

Early on, the Committee also reviewed the City and the Chehalem Valley's existing statements of values, visions, goals and policies, and recommended changes and additions. As their work went on, several urban design policies emerged under a new urban design goal: "To develop and maintain the physical context needed to support the liveability and unique character of Newberg." This goal, and the policies that support, were subsequently reviewed by the Newberg Planning Commission and adopted by Newberg City Council.

⁸ The Buildable Lands Inventory for residential land within the existing UGB was prepared by The Benkendorf Associates Corporation (TBAC), under subcontract to Johnson Gardner. The City of Newberg staff prepared the buildable land inventory for commercial and industrial land.

While the Committee thoughtfully reviewed the quantitative data provided by consultants and staff – population growth, housing needs based on demographic data, acres of land needed for various types of uses – their qualitative function was even more valuable. They helped the community better define how land use and urban design choices should be used to help people live well together.

In July 2005, the Ad Hoc Committee made its recommendation to the City Council. The recommendations addressed how Newberg should provide for its future land needs, and where to expand the UGB and URA. The Committee specifically recommended expanding the UGB to include the existing URA in the North Valley Urban Reserve Area and most of the Northwest Urban Reserve Area. The Committee also recommended that the URA grow in a manner that (a) meets anticipated growth needs and site requirements, and (b) ensures efficient provision of urban services. The Committee reasoned that the proposed growth pattern was more efficient than linear growth along state highways.

Step 7: Comprehensive Plan Need Amendments (Ordinance 2005-2626)

The primary factual basis for the Northwest Newberg 2006 UGB and the 2007 URA amendments is City Ordinance No. 2005-2626, which amended the *Newberg Comprehensive Plan* (the Plan) by adopting the Year 2025-2040 population projection and land needs assessments. The Newberg City Council adopted this ordinance on November 22, 2005. This ordinance was subsequently acknowledged by LCDC. (See Comprehensive Plan's Table IV-14.)

Step 8: Comprehensive Plan Policy Amendments (Ordinance 2006-2634)

The City Council adopted comprehensive plan amendments to increase residential densities and thereby use land more efficiently. The primary "measures" to achieve higher densities in Newberg include (a) selected Comprehensive Plan Map amendments from a lower to a higher density residential designation; and (b) significantly increased density assumptions based on allowance for "density averaging" and increasing the proportion of medium and high density residential housing; and recent development experience showing more intensive land utilization rates. As a result, the 2005 amendments to the Plan (*ref* Plan Table IV-5) show substantial increases in planned residential density – from an average of 6.8 to 8.3 dwelling units per buildable acre – a planned increase of 27%. This ordinance also adopted most of the other policies recommended by the Ad Hoc Committee on Newberg's Future, including the Urban Design policies needed to assure the City's continued livability, and revised Industrial Areas Policies that call for a new large (20 acre) site industrial zoning district that would prevent further division of the site except to create planned industrial parks that support a specific industry.

Step 9: Economic Opportunity Analysis (Ordinance 2006-2635)

During the same period, the City Council amended the Comprehensive Plan's *Inventory of Natural and Cultural Resources* to update the section on "The Economy" with population, employment, and economic analysis data generated as part of the the background work by consultants and staff for the Ad Hoc Committee on Newberg's Future. This amendment also updated the tables showing land needs and supply for commercial and industrial uses.

Step 10: Coordination Between Newberg and Yamhill County

Newberg and Yamhill County have a long and fruitful history of intergovernmental coordination.⁹ The first Newberg Urban Area Growth Management Agreement was adopted by the City Council and Board of Commissioners in the summer of 1979, and has been updated by both jurisdictions in 1998 and again in 2000. This document provides a mutually agreeable process for UGB and URA amendments and includes the following policy objectives:

The City of Newberg and Yamhill County recognize the need for coordination and cooperation in the management of growth in and around the Newberg Urban Area. This agreement is formulated in accordance with this principle.

This agreement establishes a process for maintaining ongoing planning efforts, designed to keep pace with growth and change. It is essential that intergovernmental coordination be maintained to assure the citizens of the City of Newberg and Yamhill County that growth occurs in an orderly and efficient manner.

To that end, this agreement sets forth the means by which a plan for management of the unincorporated area within the Urban Growth Boundary will be implemented and by which the Urban Growth Boundary may be modified.

Section VI of the Agreement provides for the establishment of the Newberg Urban Area Management Committee (NUAMC). NUAMC is comprised of elected officials, planning commissioners and citizens from both jurisdictions, and is responsible for conducting hearings and making recommendations to the City Council and County Board of Commissioners regarding UGB and URA amendments and related growth management issues. NUAMC conducted public hearings on the 2007 URA Amendment package. After a number of hearings in 2007, careful consideration of public input, detailed consideration of physical constraints, and adhering to state criteria, NUAMC recommended adoption of the 2007 URA.

Step 11: Adopt 2006 UGB to Partially Meet Land Needs

The Ad Hoc Committee on Newberg's Future recommended that certain areas in the 1995 URA be included in the UGB. This included land northwest of the City along Chehalem Drive and North Valley Road, land along Highway 99W east of Newberg, and land near Wyooski Road. Since the areas along Highway 99W and Wyooski Road are part of the Newberg Bypass Interchange Area Management Plan study areas, in accordance with adopted agreements the City did not propose to include those in the UGB at this step. The Ad Hoc

⁹ See *Public Involvement and County Coordination Process for Newberg 2007 URA Expansion*, Newberg Planning & Building Department (2007).

Committee recommended leaving the North Hills URA in the URA at this step because of the time it will take to extend urban services, including a water reservoir, to this area.

The City did propose to include approximately 200 acres along Chehalem Drive/North Valley Road as the 2006 Northwest UGB amendment package. NUAMC reviewed the 2006 Northwest UGB Amendment Package during the summer of 2006 and forwarded its recommendation to approve the package to the Yamhill County Board of Commissioners and the Newberg City Council for review and adoption (Resolution 2006-17). The Newberg City Council approved the package on December 6, 2006 (Ordinance 2006-2661). The Yamhill County Board of Commissioners approved the package on February 7, 2007 (Ordinance 803).

A few other scattered UGB amendments have occurred through individual applications and quasi-judicial processes since the committee's report. The Northwest Newberg UGB amendments plus the quasi-judicial amendments have resulted in the 2007 UGB. These amendments met some of the shortage of buildable residential, institutional and commercial land. However, the amendments do not meet all the land needs through the next 20 years.¹⁰ As noted in the findings supporting Ordinance 2006-2660, almost all of the land included within the 2007 UGB was located within the 1995 URA.

Step 12: Adopt 2007 URA to Meet 2040 Growth Needs

The 2007 URA amendment adoption process is intended to identify, protect and plan for "urban reserve areas" that will become "first priority" for future UGB expansion under ORS 197.298(3). The URA amendment process is similar to the UGB amendment process, in that NUAMC makes recommendations to elected officials from Yamhill County and the City of Newberg. The 2007 URA amendments accomplish two primary objectives: first, they implement most of the recommendations of the Ad Hoc Committee on Newberg's Future, and second, they comply with the priorities (or exceptions thereto) set forth in the Urban Reserve Rule.

Step 13: Amend 2007 UGB to Meet Year 20-year Land Needs

Once the 2007 URA amendments are adopted, the City of Newberg will consider amending the 2007 UGB to include a full 20-year buildable land supply, as required by the new Statewide Planning Goal 14 (Urbanization). The basis for these amendments will be the land needs assessment found in the adopted and acknowledged *Newberg Comprehensive Plan*.

¹⁰ The 2007 UGB now has sufficient land to meet Year 2024 land needs, leaving a three-year deficit for a 20 year (2027) UGB.

JUSTIFICATION FOR NEWBERG'S 2007 URA

These findings justify the 2007 URA, which is intended to provide sufficient buildable and suitable land to meet Year 2040 growth needs, consistent with the requirements of the Urban Reserve Rule. This section explains the underlying planning and legal rationale for the 2007 Newberg Urban Reserve Area (URA) Amendments and reconciles three objectives:

- Respect the work of the Ad Hoc Committee on Newberg's Future and the Newberg Urban Area Management Commission
- Follow the Requirements of State Statutes, Goals and Administrative Rules
- Consider Local Comments and Preferences Expressed at the Neighborhood Meetings

Expansion of the URA allows Newberg to plan for future public facilities necessary to serve urban development over the next 33 years. The land development process in communities with urban reserves, such as Newberg, typically has three geographic phases and may be thought of as concentric circles:

1. The inner "circle" includes land within the Newberg City Limits that can be provided with urban services. In order to develop land at urban densities, the land must be within the City Limits, or it must be annexed to the City of Newberg.
2. The second "circle" includes land within the Newberg Urban Growth Boundary (UGB). The UGB is supposed to include a continuous, 20-year land supply. In order to annex land to the City to receive urban services, the land must be within the Newberg UGB.
3. The outer "circle" includes land within the URA. Under state law (ORS 197.298, Priorities for urban growth boundary expansion), land within a designated URA is "first priority" for inclusion within the Urban Growth Boundary (UGB). Land within the URA will be added to the UGB to maintain a continuous, 20-year land supply as required by state law.

Urban Reserve Rule

The 2007 Newberg URA Amendments are designed to allow the City of Newberg to achieve several community planning objectives recommended by the Ad Hoc Committee on Newberg's Future and adopted by the Newberg City Council. The amendment process has been coordinated with Yamhill County and is consistent with Oregon's land use planning program. The City of Newberg, Yamhill County, the Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT) have been actively working to achieve this goal since 2003.

Amendments to URAs are governed by the Land Conservation and Development Commission's (LCDC's) Urban Reserve Rule (OAR Chapter 660, Division 021). The purpose of urban reserves is stated in this rule as follows:

660-021-0000 Purpose

This division authorizes planning for areas outside urban growth boundaries to be reserved for eventual inclusion in an urban growth boundary and to be protected from patterns of development that would impede urbanization.

Section 1 of the rule states that cities may plan for 10-30 years beyond the planning period required for UGBs. The 2007 Newberg Urban Growth Boundary (UGB) contains 1,177 buildable acres of land, which is roughly sufficient to meet land needs through 2024. Based on the acknowledged comprehensive plan needs table, and adjusting for development and plan amendments that have occurred since 2005, there is a need for 1,665 acres of buildable land beyond that land already in the Urban Growth Boundary to meet land needs through 2040. The 2007 URA provides 1,645 acres of buildable land, which is sufficient to extend the buildable land supply by approximately 15.4 years, or nearly to 2040. The URA seeks to protect sites that will be needed to meet the future urbanization needs, especially large site institutional and industrial sites identified as needed in the 2040 needs projections. The URA includes land outside the acknowledged Newberg UGB that eventually will be included within the UGB when 20-year land need is demonstrated.

During the interim, land within the Newberg URA must be “protected” by Yamhill County regulations to allow for efficient urban development in the future. When the City of Newberg and Yamhill County adopted the 1995 URA, both the City and Yamhill County adopted interim protection standards for land within the URA but outside the UGB. These interim protection standards will be applied to all land within the 2007 URA.

The Urban Reserve Rule also establishes priorities for determining which land should be included within the URA to meet Year 2040 land needs (OAR 660-021-0030) as follows:

(3) Land found suitable for an urban reserve may be included within an urban reserve area only according to the following priorities:

(a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land ... ;

(c) If land of higher priority is inadequate ... priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

Thus, with two exceptions noted below, land within rural exception areas that is “built and committed” to non-resource use should be included *before* land that is designated for farm or forest resource use.

Section 4 of the Urban Reserve Rule allows inclusion of lower priority land where necessary to achieve land use or public facilities efficiency:

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount

of land estimated in section (1) of this rule for one or more of the following reasons:

- (a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or*
- (b) Maximum efficiency of land uses within a proposed urban reserve area requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.*

Since Newberg's existing URA is bordered by rural exceptions areas and rural resource land, these findings explain how the 2007 URA meets the priority scheme set forth in the Urban Reserve Rule, including justification for including lower priority land as allowed in the rule.

Need Basis for 2007 URA Decision

The primary factual basis for the 2007 URA Amendments is City Ordinance No. 2005-2626, which amended the Newberg Comprehensive Plan (the Plan) by updating the population projection and land needs assessment through the Year 2040. The Newberg City Council adopted this ordinance on November 22, 2005. This ordinance was not appealed and was therefore "acknowledged" by the Land Conservation and Development Commission (LCDC).

With land need projections in the Newberg Comprehensive Plan, the Newberg Area will need 2,842 acres of buildable land to meet the projected needs from 2007 to 2040. The 2007 UGB provides 1,177 of these acres, or approximately a 17-year supply (or Year 2024). This leaves a deficit of 1,665 buildable acres through 2040 (See Table 1).

Table 1: Year 2040 Buildable Land Needs

Land Use Category	Buildable Acres Needed 2005-2040 (per Ord. 2005-2626)	Land Built 2004-2007	Remaining Acres Needed 2007-2040	Buildable Acres in 2007 UGB	Remaining Buildable Acres Needed 2007-2040
Residential	1,883	131	1,752	805	947
Commercial	220	10	210	125	85
Industrial	307	16	291	65	226
Public / Semi Public	597	8	589	182	407
Total	3,007	165	2,842	1,177	1,665

The 2007 URA as proposed comprises 1,645 buildable acres. As shown in Table 2, this is adequate to nearly meet the total need through 2040. **The 2007 URA includes approximately a 17-year supply of land, which, along with the 2007 UGB, would meet projected land needs through 2040.**

Table 2: Year 2040 Buildable Land Needs vs. Supply

Category of Need or Supply	Buildable Acres	Estimated Average # Years Supply
Total Buildable Acres Needed – 2007-2025	1,219	18
Average Annual Need – 2007-2025	67.7	
Total Buildable Acres Needed – 2026-2040	1,623	15
Average Annual Need – 2026-2040	108.2	
Total Buildable Acres Needed- 2007-2040	2,842	33
Buildable Acres in 2007 UGB	1,177	17.4
Additional Buildable Acres Needed -2007-2040	1,665	15.6
2007 URA Buildable Land	1,645	15.4

Table 2 demonstrates that the 2007 (post-amendment) URA has nearly enough land to meet Year 2040 growth needs.

Special Need Requirements

Tables 1 and 2 identify the land area needed within the 2007 URA. The Urban Reserve Rule recognizes that there are qualitative differences among land needs – that certain types of land uses have specific site requirements.

Employment and Institutional Land Need Requirements

The Newberg Comprehensive Plan recognizes that targeted employment, parks and schools have specific siting requirements related to parcel size, topography and access that that must be considered when determining URA land needs. Industrial and business parks, retail shopping centers, and many targeted industries require large, flat sites with direct access to an arterial street. Most institutional uses, such as schools and community parks, also require large, flat sites with major street access. Little such land remains within the Newberg UGB.

For industrial lands, the acknowledged comprehensive plan recognizes a need for several large industrial sites (80 acres through 2025 and 120 acres through 2040). Industrial sites in Newberg have historically been scattered through the community with mostly small sites. Only one large site within the current Newberg UGB (near the Sportsman Airpark) meets the size, topography, access, and compatibility requirements for these uses. Other potential sites are hampered by one or more problems. For example, a large industrial site on Sandoz Road will be almost entirely purchased as right-of-way for the Newberg-Dundee bypass.

The Ad Hoc Committee on Newberg's Future recognized the need to create a large, contiguous industrial area with good access, suitable topography, and compatible surrounding land uses. The committee recommended creating such a district by extending the City's existing Wynooski Road industrial area to the south and east. This area has

relatively large, flat parcels, and is separated from existing residential uses by Hess Creek and Springbrook Creek.

Table 3 summarizes large site employment and institutional buildable land needs to be met by the 2007 URA Expansion.

Table 3: Summary of Unmet Large Site Needs

Time Period	Industrial	Commercial	Parks	Schools	Total
2007-2025	(80)	(0)	(60)	(77)	(217)
2025-2040	(120)	(15)	(85)	(105)	(325)
2007-2040	(200)	(15)	(145)	(182)	(542)

Source: City of Newberg Comprehensive Plan; staff calculations of recent development. Refers to buildable acres.

A careful examination of rural exception areas surrounding Newberg shows that they are all highly parcelized and thus cannot meet long-term employment and institutional needs. **The City and County concluded that to meet future large-site employment and institutional land needs (approximately 542 gross buildable acres), Newberg had no choice but to include large, relatively flat farm parcels in the East, Southeast and Northwest Study Areas.**¹¹

Planning for Complete Neighborhoods and Livability Needs

Over the last several years, Newberg has actively planned for both functionality and complete neighborhoods. **Map 2 shows the boundaries of both neighborhood and functional plans that have been adopted or are in process.**¹² Map 2 also identifies sites owned by the Chehalem Park and Recreation District and the Chehalem School District that are reserved to meet specific park and school siting needs.

Newberg is now engaged in two very important specific area planning projects with the goal of establishing “complete neighborhoods,” with neighborhood commercial centers, parks and schools surrounded by inter-connected and residential neighborhoods.

¹¹ An additional 53 acres of resource land in the Northeast Study Area has been included within the 2007 URA because this land has relatively poor agricultural soils and thus must be included under the land priority system. The state and county have approved residential and commercial development of this property through Measure 37.

¹² For example, in 1999, the City adopted the Springbrook Oaks Specific Area Plan, which included a mix of commercial, residential and park uses. In 2002, the City adopted the Riverfront Master Plan, which provides a blueprint for future land use and transportation planning along the Willamette River. The Civic Corridor Overlay was adopted in 2002 and the Sportsman Airpark Master Plan was adopted in 2006.

The 450 acre *Springbrook Master Plan* includes the bulk of the remaining buildable land within the Newberg UGB. The Newberg Comprehensive Plan includes a Springbrook District, which is to be located near Mountainview Drive and N. Springbrook Road. The focus of this plan is a tourist commercial core that caters both to local and wine country tourist needs. The Comprehensive Plan states,

The objective of this designation is to provide a compatible mixture of residential, hospitality/public, commercial, and industrial uses, governed by a master development plan. Residential uses will be primarily single-family dwellings and multi-plexes. Hospitality/public uses will be hotels and recreational facilities. Commercial uses are intended to include general commercial and neighborhood convenience uses such as retail businesses, retail food establishments, personal service establishments, and offices. Light industrial uses which are compatible with the general character of the area are also permitted. Proposals for development shall be consistent with the master plan and the availability of services, and should not adversely impact existing or potential development of adjacent lands.

In September 2007, the Newberg City Council adopted the master plan as directed by the comprehensive plan policy. The adopted plan takes advantage of an economic opportunity that has arisen: the growth of the wine country tourism industry. The Springbrook District is ideally located to cater to this industry, allowing a unique opportunity to locate a resort and hospitality center within a UGB. The Ad Hoc Committee on Newberg's Future saw the commercial Springbrook District would need to be expanded to take advantage of this burgeoning industry. Thus, the committee recommended that tourist commercial area near the intersection of Springbrook Road and Mountainview Drive be expanded. In addition to taking advantage of the tourism industry, this would help meet some of the overall commercial land need as identified in the comprehensive plan. The plan also provides an employment area, and several densities of housing radiating from a central village. The plan increases the amount of high density housing planned in the area.

One additional area currently being master planned is the 615 acre¹³ Southeast Land Use and Transportation Plan Study Area, which is bounded by Corral Creek Road to the east, Highway 99W to the north, the existing UGB to the west, and Wilsonville Road to the south. To date, three neighborhood meetings and one workshop and no less than four hearings have been held for residents of the Southeast Land Use and Transportation Plan Study Area to review and refine proposals of the Ad Hoc Committee and consider transportation alternatives. As a result of these public outreach efforts, it has been agreed that this area should provide for a mix of commercial, institutional and residential land uses, connected by a master street plan. Located in the western portion of the East and Southeast Study Areas, the planning area includes a combination of farmland and rural exception areas. The master plan for this area will provide for livability needs identified in the Urban Design Goals and Policies of the Newberg Comprehensive Plan.

¹³ Area includes 615 gross acres, or about 500 buildable acres.

Newberg's livability needs are addressed in Urban Design Goal J.2. of the Newberg Comprehensive Plan: "To develop and maintain the physical context needed to support the livability and unique character of Newberg." Several policies under this goal are guiding plans for the Southeast area, especially policy J.2.e., "Measures should be taken to prevent having areas east and southeast of the proposed bypass isolated from the rest of the City. Substantial development of complete neighborhoods should occur on both sides of the proposed bypass."

Upon adoption of the 2007 URA, the City will continue work with the residents of the Southeast Land Use and Transportation Plan Study Area and in coordination with Yamhill County to prepare and adopt a master plan and transportation plan for the Southeast Land Use and Transportation Plan Study Area. Transportation aspects will include improved access to 99W, alleviating traffic growth on rural roads and the creation of pedestrian and bicycle paths throughout the area.

The complete neighborhood concept is the antithesis to strip commercial development by encouraging graduated growth around a commercial core – rather than in a linear pattern along state highways. As such, complete neighborhoods constitute a "livability need" under Goal 14 that cannot be met in highly-parcelized rural exception areas.

Large, relatively flat tracts of land are needed to site community commercial centers, active parks, multiple-family development and schools. Lower density residential areas must be located within walking distance of schools and parks. These concepts are reflected in Newberg's Urban Design policy J.2.c., "Neighborhoods should be designed to promote safety and interaction with neighbors, with items such as walking paths and neighborhood parks." Although some parcelized exception lands can be included within a master planned neighborhood, the concept ultimately depends upon large tracts of vacant land.

The Location of the 2007 URA

During its deliberations in 2004-2005, The Ad Hoc Committee on Newberg's Future considered a variety of legal, fiscal and policy considerations in making recommendations regarding the location of the 2007 URA. In their subsequent deliberations, NUAMC and elected officials explicitly considered the priorities for URA expansion set forth in OAR 660-021-030 in making their respective decisions regarding the direction of Newberg's future growth. The City and County also considered efficiency of urban form and the costs of providing urban services in deciding that Newberg's future growth should focus on meeting the specific needs of "complete neighborhoods," targeted industries, schools and parks. The rationale for their decision is summarized below and in Part II of these findings.

As discussed in more detail in Part II of these findings, the City and County have long recognized the administrative rule requirement to *first* consider rural exception areas, before inclusion of farm or forest resource land into the 2007 Newberg URA. When the 1995 URA was established, the City and County included virtually all land within nearby rural exception areas that *reasonably* could be provided with urban services. Only two percent of the land included within the URA at that time was zoned for farm or forest resource use; the remaining 98% of

land within the 1995 URA was in designated exception areas.¹⁴ The low-hanging fruit had been picked, and it should be expected that any further extensions of the URA would be primarily on resource land.

In its 2004-06 deliberations, the Committee identified six potential URA expansion areas (study areas) adjacent to the pre-2006 UGB. As required by the Urban Reserve Rule, the City looked *first* to adjacent rural exception areas to determine their capacity to meet long term land needs. **As shown on Map 3, there are rural exception areas in every study area and resource lands in most study areas.** However, exception areas *adjacent* to the UGB are found in the North (Bell Road), Northeast (towards Sherwood) and Southwest (towards Dundee) Study Areas. As shown on Map 3, relatively flat farm land adjacent to the UGB is found primarily in the Northwest and Southeast Study Areas.

Rural Exception Areas Included First

Rural exception areas are shown on Map 4, Yamhill County Zoning. The City and County first studied the nearby exception areas for inclusion in the Urban Reserve. The first exception area is the remaining land within the 1995 URA, which is all within exception areas. The North Hills URA has 391 total acres, of which 303 are buildable. The three other URAs (Wynooski Road, Springbrook Road South, and Klimek Lane) have a total of 138 acres and are found in the East and Southeast study areas. However, because of existing homes, slopes, streams and the proposed bypass, only 51 acres are buildable. In conclusion, there are only 354 buildable acres remaining in the 1995 URA. Parcelization and development, stream corridors and the future location of the Newberg-Dundee Bypass all contribute to the relatively low yield of exception areas within the 1995 URA.

Next, the City evaluated adjacent and nearby exception areas to determine those that *reasonably* can be provided with urban services. In 1995, the City identified exception areas with relatively high development yield; that is, exception land that can reasonably meet identified urban needs. As part of the 2007 URA, the City included adjacent additional exception areas, despite relatively low development yield, that could *reasonably* be provided with urban services. These areas are found in the:

- East Study Area (about half of Corral Creek Road North and a very small part of Wilsonville Road Northwest);
- Southeast Study Area (Wilsonville Road Exception);
- Southwest Study Area (Honey Lane (large part), Canyon Road and West First Street); and
- Northwest (Honey Lane (smaller part), Highway 240, Old Yamhill Highway) study areas.

Feasibility of Providing Urban Services

The Urban Reserve Rule recognizes that lower priority land can be included within a URA, rather than higher priority land, where urban services cannot reasonably be provided to the

¹⁴ Of the 916 acres included within the 2020 URA in 1995, only 20 acres (2%) was zoned for resource use (Ordinance 95-2397).

higher priority land due to topographical or other physical constraints. The *Newberg Urban Reserve Area Public Services Analysis* (Newberg Public Works and Planning & Building Department, 2007) provides detailed information regarding the costs of providing sewer and water service to potential urban reserve expansion areas. The urban service map referenced below is found in this background document. As documented in the *Newberg Urban Reserve Area Public Services Analysis*:

Land high on the mountains east and north of the City cannot reasonably be served due to high costs of a new water reservoir and pump stations, and the low amount of land that can be served in each potential service zone. For this reason, land above (north of) Bell Road in the North and Northeast Study Areas, above the 460-foot contour, and land above (east of) Corral Creek Road above the 300-foot contour in the East Study Area cannot reasonably be provided with urban water service.

Much of the land west of Chehalem Creek (to the south and west) cannot be served by the existing or planned City sewer system due to topographic and physical constraints.

Chehalem Creek and several branches cross the areas south and west of Newberg. A considerable amount of the area is within the floodplain and stream corridors, making a large amount of this area unbuildable.

The City's recently adopted 2007 Sewerage Master Plan Update does not include facilities to serve the remaining upland areas. The upland areas are near the same elevation as the City's sewage treatment plant and around two miles away. There are existing sewage facilities to the east of this area, such as the Dayton Avenue pump station, but the City's recently adopted Sewerage Master Plan identified that these facilities are near, at, or beyond capacity already. Thus, they cannot be used to sewer the south and west areas. So a series of new sewer pump stations would need to be installed plus two miles of force main and gravity mains to get to the plant. An alternative that would need to be seriously considered to provide sewer service would be to construct a new sewage treatment plant on the west side to serve the area. In either case, it would be unreasonable to require such a significant effort to overcome the physical and topographic constraints to serve the area.

The cost of providing urban services to exception areas that require multiple sewage pump stations (i.e., lower elevation areas that cannot be served by gravity flow sewer), new sewage treatment plants, or water pump stations plus a new reservoir (i.e., higher elevation areas) typically two to three times the cost of providing urban services to land that does not require such facilities. In addition to initial construction cost, pump stations have much higher maintenance costs and consume much more energy than facilities that rely on gravity.

Extensive development in many areas is also a physical constraint to providing future urban services. If an area already mostly subdivided and developed without services, then owners have little incentive to pay the high costs of extending services to their neighborhoods to reap marginal benefits of further development. Coordinating service provision in an area is also very problematic. If one property owner wants to develop, then that one owner would need to extend full urban services long distances past other properties, which would be

financially prohibitive. Local improvement districts can be formed, but if there are a large number of property owners, achieving sufficient support for a district is very problematic.

This report finds that future urban services could not reasonably be provided to the Southwest Area due to topographic and physical constraints.

The Northeast Study area cannot reasonably be served with sewer and water due to physical and topographic constraints. The Northeast Study Area was also considered, since it is exception land adjoining the City, the UGB and the URA. It became apparent, however, that several factors worked together to make it unreasonable to serve this area with public water and sewer. The area's topography, physical barriers, parcel sizes, amount and type of existing development combine to make it virtually impossible to coordinate and plan for water and sewer service in this area. Residents in the area have expressed adamant opposition to urban development.

Table 4: Summary of areas with topographically and physical constrained areas

Study Area	Topographical and Physical Constraints	Reasonably Serviceable Portion
Southwest Area	Largely separated by Chehalem Creek. Would require multiple sewage pump stations and miles of sewer lines, or a new sewage treatment plant in the area. Significant rural residential development already in area. Topographic and physical constraints (e.g., branching creeks and canyons) and significant facilities needed make service unreasonable.	Small areas in West First Street, Canyon Lane, and Honey Lane, and Old Yamhill Hwy. could be served with planned Highway 240 sewage pump station
Northwest (Exception Area)	Areas would require multiple sewage pump stations; significant development in the area. Lack of adequate storm system adds to cost. Significant infrastructure needed to overcome topographic constraints makes service unreasonable.	Highway 240 area could be served by future Highway 240 sewer pump station
North Area	Most of the area would require a second and third high level water reservoir. Area contains some steep slopes and rapid changes in elevation. Sewage service in North A would require multiple pump stations. High parcelization and development in some areas. Overall extensive facility needed to serve small area makes service to higher elevations unreasonable.	None
Northeast Area	Area is in zone 1, 2, 3, and 4 water service levels, requiring multiple reservoirs and pump stations. Area contains significant existing development, which is physical barrier to extending services. Significant infrastructure needed to overcome topographic constraints coupled with very low yield makes service unreasonable.	
East Area (East of Corral Creek Rd.)	Most of the area would require a second and third high level water reservoir. Area contains steep slopes. Sewage service would require multiple pump stations. High parcelization and development in some areas. Overall extensive facilities needed to overcome topographic constraints to serve small area makes service unreasonable.	None.
Southeast Area A (Dog Ridge Road)	Area is separated from sewage treatment plant by Hess Creek. Sewage service would require new pump station. High parcelization and development and limited infill opportunities. Overall extensive facilities needed to overcome topographic constraints to serve small area makes service unreasonable.	None.

Maximum Efficiency

In two situations, maximum efficiency of land uses requires inclusion of farm land in order to include or to provide services to nearby exception areas. In order to develop the Corral Creek Road North exception area, public facilities must be extended through the intervening **Corral Creek Road North** resource area. Similarly, in order to develop the Wilsonville Road Exception Area, utilities, streets, and pathways must be extended along and in some cases through the **Wilsonville Road NW** resource area. This resource area is bounded on one side by the UGB, on one side by the existing URA, and on the third side by the exception area. For maximum efficiency, the Wilsonville Road NW area must be included.

Higher Priority Given to Resource Land of Lower Capability

While Newberg was able to include 619 buildable acres of exception land and 96 buildable acres of “intervening” resource land into the 2007 URA, this amount falls 950 acres short of meeting land needs identified in the Comprehensive Plan. Thus, Newberg must look toward resource land to meet its future land needs.

The Urban Reserve Rule requires that resource land of lower soil capability class (higher class number) be given higher priority than land of higher capability class. Of the surrounding resource land that can reasonably be provided with public services, the soils with the lower soil capability classes are found in the **Benjamin Road** and **Corral Creek Road South** subareas. Thus, these were included in the 2007 URA. The **Wilsonville Road NE** subarea has the next lowest capability soils, and was included next. The **South, Chehalem Drive** and **Cullen Lane** areas have the next lowest class, and were included next. The **Wilsonville Road SE** area contains 17% Class I soils and 42% Class II soils, but it also includes 36% Class III and 5% Class VI soils. Because of the odd mix of soil class, this area was included last.

Summary of Results

Table 5 summarizes the zoning characteristics of land within the 2007 URA.

Table 5: Summary of Exception and Resource Land within 2007 URA

Category	Total Acres	Percent	Buildable Acres	Percent
Rural Exception Areas	923	43%	619	38%
Farm and Forest Resource Areas	1,223	57%	1,026	62%
2007 URA	2,146	100%	1,645	100%

Table 5 shows a total of 2,146 acres – about 3.4 square miles – within the 2007 URA. About 43 percent of the land in the 2007 URA is rural exception areas. However, while only two-thirds (67%) of the land area within rural exception areas is buildable (after accounting for existing development and topographical constraints), over four-fifths (84%) of resource

land is buildable – due primarily to the absence of residential development on farm land. This means that farm land can be developed much more efficiently than the highly-parcelized exception areas found in the Newberg area.

The 2007 URA includes a total of 619 buildable acres within rural residential exception areas that can be provided, reasonably, with urban services.

Table 6 summarizes the results of the City and County's application of the Urban Reserve Rule. Only *after* Newberg had accounted for serviceable exception areas within the 1995 URA (354 buildable acres), and exception areas that reasonably can be provided with urban services (265 buildable acres), did Newberg consider inclusion of resource land. Approximately 96 resource acres were included to meet urban efficiency objectives (i.e., they are between the 2007 UGB and adjacent exception areas).

Table 6: Sequential Application of Urban Reserve Rule Provisions to 2007 URA

Step 1	Step 2	Step 3	Step 4	Step 5	Step 6
660-021-030(1)	660-021-030(3)(a)	660-021-030(3)(a)+(4)(a)	660-021-030(3)(a)+(4)(b)	660-021-030(3)(c)	660-021-030(3)(c)
Determine 2040 Land Need (Build. Ac.)	Include 1995 URAs (Exception Areas)	Include Reasonably Serviceable Exception Areas	Include Intervening Resource Land	Include Relatively Low Value Soils	Include Relatively High Value Soils
General Need 1,123 ac.	354 ac.	265 ac.	57 ac.	38 ac.	6 ac.
Large Site Need 542 ac.	0 ac.	0 ac.	15 ac.	10 ac.	517 ac.
Livability Need	-	-	Newberg SE TP 24 ac.	Newberg SE TP 188 ac.	Newberg SE TP S Industrial Reserve 171 ac.
Remaining Year 2040 Need 1,665 ac.	1,311 ac.	1,046 ac.	950 ac.	714 ac.	20 ac.
URAs Included	<ul style="list-style-type: none"> ▪ North Hills ▪ Klimek Lane ▪ Springbrook South ▪ Wynooksi Rd 	<ul style="list-style-type: none"> ▪ Corral Cr Rd North* ▪ Wilsonville Rd Except. ▪ South* ▪ W 1st St ▪ Canyon Ln ▪ Honey Ln ▪ Hwy 240 ▪ Old Yamhill Hwy 	<ul style="list-style-type: none"> ▪ Wilsonville Rd NW ▪ Corral Cr Rd North* 	<ul style="list-style-type: none"> ▪ Benjamin Rd* ▪ Corral Cr Rd South* 	<ul style="list-style-type: none"> ▪ Wilsonville Rd NE ▪ South* ▪ Chehalem Rd ▪ Cullen Rd ▪ Wilsonville Rd. SE

Source: City of Newberg Planning & Building Dept. 2007

*These URAs have both exception areas and resource land.

Only as a last resort did the City of Newberg consider resource land. As required by the Urban Reserve Rule, Newberg looked first to relatively low value farm land found in the Northeast and East Study Areas, and brought in an additional 206 buildable acres. Only then did the City look to higher value agricultural soils, 74% of which are required to meet large-site needs for targeted industries, a community commercial center, parks and schools.

PART I: URA LAND NEEDS ASSESSMENT

INTRODUCTION

The **Land Need** section of the Urban Reserve Rule (OAR 660-021-0030) reads as follows:

(1) Urban reserve areas shall include an amount of land estimated to be at least a 10-year supply and no more than a 30-year supply of developable land beyond the 20-year time frame used to establish the urban growth boundary. Local governments designating urban reserves shall adopt findings specifying the particular number of years over which designated urban reserves are intended to provide a supply of land.

The 2007 UGB contains 1,177 buildable acres, which is sufficient to meet residential, institutional and commercial land needs through roughly the Year 2024. The represents approximately a 17-year land supply, falling three years short of the 20-year supply mandated by ORS 197.296 and Goal 14, Urbanization. After accounting for land within the 2007 UGB, the URA amendments include sufficient buildable land to meet Year 2040 growth needs. The 2007 URA represents approximately a 15-year land supply. This is within the 10-30 year range required by the Urban Reserve Rule. The total 33-year land supply (17.4-year UGB + 15.4-year URA, or nearly Year 2040) is well short of the total 50-year (20 year UGB + 30 year URA, or Year 2057) supply allowed under the Urban Reserve Rule.

The land needs assessment relies on the acknowledged Newberg Comprehensive Plan needs projections for 2025 and 2040. It compares projected land needs with the supply of land within the recently-amended 2007 Newberg UGB. Residential land needs are directly related to projected population growth. In contrast, employment land needs are based on the siting requirements of targeted employers, as well as the need for large-scale business/industrial parks and community shopping centers.

The *Newberg Comprehensive Plan*, as amended in late 2005 (Ordinance 2005-2626) establishes the baseline for determining land needs. These findings also draw from the work of the Ad Hoc Committee on Newberg's Future, which identified specific siting requirements for targeted industries, community shopping centers, schools and parks. Finally, to address livability needs, these findings reference the Newberg Comprehensive Plan, as amended in early 2006 (Ordinance 2006-2634).

In total, the proposed 2007 URA meets nearly all the identified land needs through 2040.

Ad Hoc Committee on Newberg's Future – Report to City Council

The following quote from the Committee's report to the Newberg City Council provides a summary of its recommendations related to residential, commercial, institutional and industrial land needs.

The City should provide for a reasonable and well-planned level of growth that encourages community excellence and preserves our uniqueness. Land use plans should be innovative and creative and provide for flexibility down the road. The City should create a balanced, complete community with a sense of small, local neighborhoods, while also providing for commerce and industry.

Growth and Development

The Committee based its recommendations on a medium population growth projection that anticipates that Newberg will have a population of ... 54,097 by 2040.

For future industrial employment, the Committee selected a high employment growth scenario, which they thought was both more realistic and more desirable to bring growth to the community.

Residential Development

The City needs to both provide needed housing and conserve land overall. Recent development has occurred at densities less than those planned. To accommodate the anticipated population growth, the City should:

- ***Encourage housing of all types and levels of affordability, with a wide range of parcel sizes;***
- ***Encourage development to occur closer to planned densities through a variety of positive incentives;***
- ***Encourage residential development within the current Urban Growth Boundary;***
- ***Re-designate areas within the UGB that are appropriate for medium or high density residential development;***
- ***Expand the Urban Growth Boundary to accommodate future residential development, giving consideration to several areas, including areas to the east and southeast of Newberg...***

Commercial Development

Land use plans should allow for adequate business growth, and encourage all levels and sizes of business. More specifically:

- ***Community and neighborhood commercial areas are preferred to a large regional shopping center.***
- ***Downtown should continue as a commercial center and should expand...***

Industrial Development

Industrial development should support reasonable and well-planned growth, and provide a complete community where people can live and work. The City should encourage excellence in industrial development. To support the City's economy, the City should:

- ***Maintain a supply of appropriately sized and located industrial parcels, including several large industrial sites;***
- ***Preserve existing industrial lands where appropriate;***
- ***Be aware that the current industrial land supply includes many parcels that are inappropriate for industrial development due to proximity to residential neighborhoods, lack of adequate access, or impacts from the Newberg-Dundee bypass.***

- **Expand the industrial area along Highway 219 south of Wynooski Street and the proposed Newberg-Dundee Bypass interchange to accommodate and encourage large site industrial development;**
- **Create zoning standards that maintain large parcels in the area planned for large-lot industrial uses.**

Institutional Development

Adequate school land should:

- **Be provided to serve future students, to allow for educational excellence and to reflect new methods of learning, such as small learning communities**
- **Be located near existing and future student populations. ...**

Park land should:

- **Be scattered throughout Newberg and surrounding areas so as to be easily accessible to all communities.**
- **To serve future residents, new parks should be located in areas of residential growth. ...**

The City should provide opportunities for new institutions, such as churches and lodges, that are easily accessible to the public and compatible with the surrounding community. These should be located in areas with appropriate site characteristics, such as level ground.

A. EMPLOYMENT LAND NEEDS

Employment land needs are based on site requirements of targeted employment rather than population. To provide for choice among employment sites, Newberg has relied on the needs identified in the acknowledged Newberg Comprehensive Plan, which identifies both small and large site industrial needs.

OAR 660-009-0025 (1) requires communities to identify the approximate number and acreage of sites needed to accommodate industrial and commercial uses to implement plan policies. This determination depends, in part, on plan policies and the City's economic development strategy. The City has adopted an economic opportunity analysis (Ordinance 2006-2635) and comprehensive plan policies that have identified the future land needs for the community and the overall economic development strategy. OAR 660-009-0025 (1) also indicates that the need for sites should be specified in several broad "site categories" (e.g., light industrial, heavy industrial, commercial office, commercial retail, highway commercial) that combine compatible uses with similar site requirements. The rules do not require cities to provide a different type of site for each industrial or commercial use that may locate in the planning area.

Targeted Industry Site Requirements

A consistent theme that the Ad Hoc Committee heard was the need for adequate industrial land in the community. Based on long-range employment forecasts by the Oregon Employment Department, the consultants projected the need for industrial land in the area.¹⁵ The Ad Hoc Committee and City Council selected the high employment growth scenario, which they felt was

¹⁵ Johnson-Gardner (2004), industrial and Office land need.

both more realistic and more desirable, since it reflects Newberg's desire to bring more family-wage jobs to the area and to avoid becoming a bedroom community. Based on this need, the community will need 71 acres of buildable land for the period 2007-2040.

In addition to an overall supply of buildable land, Newberg needs to have sites available that meet the specific needs of target industries. A variety of parcel sizes, building types, and land use designations are required to attract target industries and provide market choice. Based on the Ad Hoc Committee's work, the City Council adopted amendments to the *Newberg Comprehensive Plan* that demonstrate need for 11 large (20+ acre) industrial sites during the planning period. Thus, to provide choice among suitable sites to meet these aspirational employment projections, the City determined they needed 4-5 large industrial sites of at least 20 acres in size for the period 2005-2025, and 5-6 large industrial sites from 2026-2040, for a total of 220 acres. (*Newberg Comprehensive Plan*, Table IV-11 and IV-12)

There is a wide range of site requirements for industries that may choose to expand or locate in Newberg. While industries have varying need for parcel size, slope, configuration, and buffer treatments, all industries rely on efficient transportation access, and basic water and sewer infrastructure. The following industrial site suitability criteria were developed by the Ad Hoc Committee in 2004 to establish and clarify siting needs and requirements:

1. **Site Size:** Larger (20+ acre) sites serve two purposes: 1), they can meet the siting needs of larger employers; or 2) they can provide land for industrial and business parks that provide shovel ready lots for smaller firms. Smaller (5-20 acre) industrial sites provide land for small business parks and shovel ready lots for smaller firms.
2. **Topography:** Industrial sites need to be relatively flat, generally less than 5% slope, and not more than 10% slope.
3. **Land Ownership:** Generally, large industrial sites should have no more than 2 separately-owned parcels that combine to meet buildable site needs.
4. **Level of Development:** Although undeveloped sites are preferred, developed sites may be more attractive to developers in a limited supply situation. As a proxy for measuring the existing level of development, the assessed value of improvements on a particular site should not exceed the raw land value (1:1). In a tight market, land with a 1.5:1 improvement-to-land value ratio may still be redevelopable for retail or office use.
5. **Natural Features:** Unbuildable land is removed from the calculation. Land with protected natural features (wetlands, floodplains, riparian areas) is not included in the buildable land calculations. Streams or wetlands that are located in the middle of a site could have the effect of dividing a large site, and reducing the area available for development.
6. **Street Access:** Industries are heavily dependent on surface transportation for efficient movement of goods, commodities, and workers. Poor access to I-5 is a key constraint for Newberg. Direct access (i.e., not through residential or congested

commercial areas) to Highway 219 and the future bypass is an important factor for most industries.

7. Shape: Industrial users are attracted to sites that offer adequate flexibility in site circulation and building layout. In general, rectangular sites are preferred with parcel width of at least 200 feet and length that is at least two times the width. Parcel width of at least 400 feet is desired for flex/business park developments.
8. Services: Sanitary sewer and water service must be available or feasible (Tier 1-4 as mapped in the Ad Hoc Committee analysis of service feasibility).
9. Compatibility: Industrial areas have operational characteristics that do not blend well with residential land uses. Generally, as industrial use intensifies (e.g., heavy manufacturing), so too does the importance of buffering to mitigate impacts of noise, outdoor lighting, odors, traffic, and 24-hour 7-day week operations. Therefore, industrial sites should not be located next to low-or medium-density residential areas.

Industrial Land Supply within 2007 UGB

In order to provide choice among industrial sites, the Ad Hoc Committee determined that Newberg will need to provide a variety of site sizes. Based on 2004 interviews conducted by ECONorthwest in the Newberg area, the Ad Hoc Committee determined that Newberg lacks an adequate inventory of suitable industrial sites with (a) access to a major arterial street and (b) physical separation or transitional buffering from residential neighborhoods.

The industrial buildable land inventory inside the 2007 UGB has approximately 65 acres. This supply comes nowhere close to meeting the total 134 acre need through 2025, much less the additional 146 acre need for 2026-2040. In addition, this supply does not meet site requirements of many businesses that would look to locating in Newberg. Only 3 parcels have more than 5 acres of buildable land, and only 6 others have 2-5 acres of buildable land. The largest, the property near the Sportsman Airpark, has 17 acres of buildable land

Of the industrial sites inside the current UGB, the one that comes closest to being "large site industrial" is the Sportsman Airpark parcel. This site is specifically designated for airport related industry, so there is a lack of property for other industrial users. A site on Sandoz Road would qualify, but the site will likely largely be purchased for the planned OR219/bypass interchange thus is not counted as buildable.

Comparison of Industrial Site Need and Supply within 2007 UGB

As shown in Table I-1 below, Newberg has identified a 2007-2025 need for 38 acres of industrial land for small-medium (<20 acres) industrial sites, and a 100-acre need for large site (>20 acres) industrial uses. Newberg's buildable land inventory has identified an industrial land supply of 50 acres suitable for small-medium industrial sites, and 20 acres suitable for large industrial sites.

For the 2025-2040 timeframe, Newberg has identified an additional 34-acre need for small-medium industrial sites, and a need for 120 additional acres for large industrial users. A comparison of industrial land supply with industrial land needs through 2040 indicates a 25-acre deficit of industrial land in the small-medium range, and a 200-acre deficit of land suitable for large industrial sites.

Table I-1: Industrial Buildable Land Need and Supply (Acres)

Industrial Site Size	2007-2025 Land Need (acres)	2007 UGB Buildable Land Supply	2025 Surplus (Deficit)	2026-2040 Land Need	2007-2040 Surplus (Deficit)
Small/Medium sites (<20 ac)	34	45	11	37	(26)
Large sites (20+ ac)	100	20	(80)	120	(200)

Source: *Newberg Comprehensive Plan*, Table IV-11 and IV-12, as amended, and City of Newberg Development data, which indicates approximately 16 acres of industrial land was developed 2005-2007.

Location of New Industrial Land

After considering possible location for future Industrial land, the Ad Hoc Committee on Newberg’s Future recommended creating a new industrial area in the South Urban Reserve Area. This South Industrial Reserve uniquely meets all of the City’s industrial siting requirements. The 202 buildable acre SIR has direct access to Highway 219. The SIR has large, flat parcels that are well-suited for targeted industrial uses and master planned industrial parks. The area is relatively inexpensive to serve with transportation, sanitary sewer and water facilities, and is located near the existing Sportsman Airpark and Wynooski Road industrial areas.

To protect land within existing industrial areas and the SIR for targeted industrial use, Newberg adopted the following policies in 2006 (Ordinance 2006-2634):

- 2. Industrial Area Policies**
 - a. The City shall identify land that will provide for expansion of existing businesses and/or attract new businesses and shall reserve the land for future industrial development that is consistent with community needs and goals.**
 - b. Where land has been planned for large industrial sites, zoning regulations shall be developed and maintained to keep those sites intact. Such sites shall not be further divided except to create planned industrial parks that support a specific industry.**
 - c. Industrial land shall be reserved for industrial uses.**

The City is currently in the process of creating a new “M-4” industrial zone that will specifically address preservation of large industrial tracts in the south industrial reserve.

Commercial Land Need and Supply

As documented in the *Newberg Comprehensive Plan*, there is need for 111 acres of commercial land for 2005-2025 and an additional 109 acres from 2026-2040 – for a total land need of 220

acres. Ten acres of commercial land was developed in 2005-2007, leaving a total need for 2007-2040 for 210 buildable acres. This includes needs for both retail and office uses.

Table I-2 compares Newberg's 2040 commercial land needs with the 2007 UGB land supply. Newberg's UGB has approximately 125 buildable commercial acres, but consists mostly of small, scattered sites. Only two areas provide 15 acres of buildable land.

Table I-2: Buildable Commercial Land Need and Supply

	Commercial Land Need 2007-2025 (acres)	Commercial Land Need 2026-2040 (acres)	Total Commercial Land Need 2007-2040 (acres)	2007 UGB Buildable Land Supply (acres)	2007-2040 Deficit (acres)
Community Shopping Center Sites (15 acres)	30	15	45	30	15
Other Commercial	71	94	165	87	78
Total	101	109	210	111	93

Source: *Newberg Comprehensive Plan*, Table IV-9; City of Newberg Development Data which indicates 10 acres of commercial development in 2005-2007.

The Urban Land Institute has identified three types of shopping centers that potentially could be developed in communities such as Newberg: neighborhood centers (3-5 acres), community centers (10-15 acres) and regional centers (20-30 acres). The Newberg Comprehensive Plan finds a large regional shopping center is *not* consistent with Newberg's desire to maintain a small town feeling and have a complete rather than a bedroom community. Smaller neighborhood and community shopping centers are preferred. Under this approach, the Comprehensive Plan needs projections were based on providing 2-3 community centers (about 15 acres each) and 2-3 smaller neighborhood centers (3-5 acres) for 2025 and 2040. The smaller neighborhood commercial centers should be scattered throughout the community to provide goods and services near where people live and reduce the need to drive into the central area for basic needs.

Therefore, to complement the overall demand for commercial land based on population and employment growth, **Newberg needs to ensure that there is an adequate supply of sites with appropriate location and characteristics for community commercial center development in terms of size, access, and location.**

The Ad Hoc Committee on Newberg's Future identified three potential locations that met the site characteristics needed for the community shopping centers. One location is on the east edge of the City along Highway 99W. This property, which was formerly within the 1995 Urban Reserve Area, has since been included in the UGB.

The second location would be within the historic Springbrook Community near the intersection of Mountainview Drive and Springbrook Road. The Newberg Comprehensive Plan identifies this area as the Springbrook District. The focus of this district is a tourist commercial core that caters both to local and tourist needs.

One economic opportunity that has arisen since the Springbrook District was added to the comprehensive plan in the 1980's is the growth of the wine country tourism industry. The Springbrook District is ideally located to cater to this industry, allowing the unique opportunity to locate a resort and hospitality center within any UGB in wine country. The Ad Hoc Committee on Newberg's Future saw that the commercial Springbrook District would need to be expanded to take advantage of this burgeoning industry. Thus, the committee recommended that the tourist commercial area near the intersection of Springbrook Road and Mountainview Drive be expanded. The City Council ultimately accepted this recommendation and adopted it as part of the Springbrook Master Plan.

Other suitable locations within the UGB were not found for the third community shopping center, and thus this need would need to be satisfied within the new Urban Reserve Area. The Ad Hoc Committee recommended meeting this need with a community shopping center in the Southeast Land Use and Transportation Plan Study Area.

B. INSTITUTIONAL LAND NEEDS

Goal 14, Land Need factor (2) recognizes that changes to a UGB may be based on demonstrated need for "livability or uses such as public facilities, streets and roads, schools, parks or open space." The need for institutional facilities such as schools, churches, government buildings, and parks will expand as population increases. Such uses are necessary to support planned population growth and (in the case of parks, open space and schools) increase the livability of residential neighborhoods. In Newberg, such uses typically locate on land designated for residential use, but may also have a special "PQ - Public Quasi-Public" or "P - Park" designation. However, because school and park needs are in large met by public districts in Newberg, substantial lead time is required to pass bond measures, go through a public design process, and to construct public facilities. For this reason, it is important to provide adequate land within the urban reserve to meet the needs identified in the comprehensive plan.

Map 2 identifies publicly owned sites in within the 2007 UGB and the 2007 URA. It is noteworthy that both the Newberg School District and the Chehalem Park and Recreation District own large sites within the Southeast Land Use and Transportation Plan Study Area. These sites will help to define future "complete neighborhoods" within this planning area.

To project land needs for institutional lands, the City categorized land uses by type: schools, parks and other (religious institutions, private schools, cemeteries, and the like). The Ad Hoc Committee identified school and park needs in consultation with the Newberg School District and the Chehalem Park and Recreation District, respectively. Other institutional needs were

based on existing population to land area ratios. The institutional land needs were adopted as part of the *Newberg Comprehensive Plan* in 2005 (Ordinance 2005-2616).

Schools

- As envisioned by Goal 11 (Public Facilities and Services) and ORS 197.296, the residential land supply should provide for school siting needs¹⁶. According to information provided by Newberg Public Schools, the Newberg area is expected to need four school sites by the year 2025. One site is anticipated to use the existing school district land at 9th and Blaine streets. Approximately 65 acres will be needed to accommodate the three additional schools.

City Policy L.5 reflects the state goal. It states, "Recognizing that schools are part of a developing community, plans for future growth shall provide adequate land to meet the needs of the area's schools. Public schools, in particular, require large, flat sites with reasonable access to major transportation facilities. In addition, private schools are expected to continue to expand with the population growth. The need for an additional 20 acres by 2025 is based on a City of Newberg survey of existing private schools regarding their future expansion plans. Consequently, the total amount of additional land needed for schools for the period 2007-2025 is 85 acres. Of this total, 77 acres would be large sites (over 10 acres).

- In addition, the Newberg Comprehensive Plan has identified a need for 105 acres of school land for the period 2025-2040.

All 105 acres potentially would be for large sites. Thus, of the identified needs for 2007-2040, 182 acres would be for large sites (10 acres or greater)

Three sites have been acquired or are in the process of being acquired that would meet these needs. These include a 5-acre private school site in the UGB near College Street and Bell Road, a potential high school site in the Wilsonville Road NE area, and a potential elementary school site in the Corral Creek Road South area.

Parks

Statewide Planning Goal 8 (Recreational Needs) requires that cities work with park and recreational districts to provide for the siting of necessary recreational facilities. The *Newberg Comprehensive Plan* includes a number of site characteristic and locational policies to guide park development:

4. Recreation Policies

- e. **Recreational facilities shall be located throughout the planning area in order to minimize distances between residential areas and recreational opportunities.**

¹⁶ ORS 197.296(4) reads as follows:

"(4) ... As part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary."

- f. *The continued multiple use of public facilities for recreational and other purposes shall be encouraged. In particular, schools and parks shall be located on adjacent sites wherever possible.*
- g. *Recreational standards for the planning area shall be as follows. These standards shall be considered as desirable guidelines to be achieved whenever possible.*

Park Area Standards*			
Classification	**Level of Service (Acres Per 1,000 People)	Service Size Range	Area
Neighborhood Parks	2.5	Free standing: -10 acres. Adjacent to elementary school: 2- 5 acres with additional 6 acres of school playground	¼ - ½ mile
Community Parks	5-8	Free Standing: 10-25 acres. Adjacent to middle/high School: 8-15 acres with additional 12 acres of school yard	Not more than 1-1½ miles
City Wide Park	N.A.	25 acre minimum	Entire City
Regional Park	N.A.	180-200 acres	Park service area

Source: *Chehalem Park and Recreation District*

* *Park Area Standards as established by the National Recreation and Park Association*

** *Level of Service (L.O.S.) – The National Recreation and Park Association uses the “Level Of Service” to describe the necessary acreage for urban areas considering the following factors:*

1. *An expression of minimum acceptable facilities for citizens of every community.*
2. *A guideline to determine land requirements for various kinds of park and recreation facilities.*
3. *A basis for relating recreational needs to spatial analysis within a community-wide system of parks, recreation areas, and open spaces.*

- k. *The City will cooperate with the Chehalem Park and Recreation District to locate parks and scenic areas which are easily accessible to the City's population and which can be developed to provide recreational opportunities for a variety of age and interest groups.*

The Council carefully reviewed the Chehalem District Park and Recreation Plan (*Park Plan*) when developing urban park land need requirements. The *Park Plan* establishes a park area-to-population ratio of 6.5-10.5 acres per 1,000 people and makes district-wide recommendations concerning park size standards.¹⁷

The City population forecast projects population increases of 17,220 people by 2025, which means that Newberg will need 111-181 acres of additional park land by the Year 2025. However, not all parkland needs will be met within the Newberg UGB, and not all of it must be

¹⁷ The Chehalem Park and Recreation District's (CPRD) Park Plan identifies three basic types of parks: Neighborhood Parks serving 1,000 to 5,000 people, Community Parks serving 3,000 to 25,000 people, and District Parks serving 25,000 to 50,000 people.

met on buildable land. Because Newberg is the CPRD's most densely populated city, park sizes within the UGB were established in the *Newberg Comprehensive Plan*. Therefore, to accommodate the projected increase in population, the adopted comprehensive plan projects that Newberg will need approximately an additional 85 acres of park land by the Year 2025, based on the following needs:

- 4-6 new neighborhood parks at an average size of 3-5 buildable acres per park;
- 2-3 additional community parks at an average size of 20 buildable acres per park; and
- 1 additional district/city park at 25 acres – need possibly met in Riverfront area.

The Newberg Comprehensive Plan also identifies a need for 115 acres of additional park land for the period 2026-2040, based on the following needs:

- 4-6 new neighborhood parks at an average size of 3-5 buildable acres per park;
- 2-3 additional community parks at an average size of 20 buildable acres per park; and
- 1 additional district/city park at 25 acres

Of the total needs through 2040, 145 acres is for large sites of 20+ acres (6 additional community parks at 20 acres each and 1 additional district/city park at 25 acres).

Other Public and Semi-Public Uses

The Newberg Comprehensive Plan identifies a need for other institutional needs based on the 2025 population projection. City facilities will need approximately 32 acres by the year 2025. Religious institutions and "other institutional" land needs were projected based on current land to population ratios. Religious institutions are expected to use approximately 40 additional acres by the year 2025. Cemeteries and other institutional uses are expected to use 7 additional acres by 2025. Extending the institutional land need through 2040 results in an additional 52 acres for city facilities, 65 acres for religious institutions, and 11 acres for cemeteries and other institutional uses. This results in an identified total need for 207 acres through 2040.

Public and Semi-Public Land Need Summary

Table I-3 summarizes the needs for public and semi-public land through 2040.

Table I-3: Summary of Institutional Land Needs (buildable acres)

Category	2007-2025 Land Need (acres)	2026-2040 Land Need (acres)	2007-2040 Total Additional Buildable Acres Needed	2007-2040 Large Site Needs
Schools	80	105	185	177
Parks	85	115	200	145
Other	79	128	207	0
Total Institutional Land Need	244	348	597	327

Source: *Newberg Comprehensive Plan*, adjusted for development in 2005-2006.

Public and semi-public institutions (schools, parks, churches, etc.) are often located in or near residential neighborhoods. These facilities are often developed on residential land and are only zoned for public uses after they have been acquired by the institution for a specific purpose. Newberg has not designated specific parcels for future institutions without the consent of the property owner and/or the institution. At the same time, Newberg needs to ensure an adequate supply of land for future growth of the community as complete neighborhoods with housing, parks, schools and churches. Some of the institutional uses may locate on infill sites within the UGB. This would take away from the residential or other land supply.

Additional unmet need will have to be satisfied in the URA. Community and city parks, public schools, and religious institutions require large, flat sites. **After accounting for existing publicly owned land within the 2007 UGB, Newberg estimates that approximately 327 acres will be needed on large, flat sites (i.e., farm land) within the URA.**

C. RESIDENTIAL LAND NEEDS

Acknowledged and Coordinated Population Projection

Residential land needs are directly related to population projections. Newberg's population quintupled from 1960 to 2005, from 4,204 (City Limits) to 21,132 (Urban Growth Area) according to PSU estimates. Newberg has acknowledged population projections that have been coordinated with Yamhill County through 2040. The 2025 population projection is 38,352, and the 2040 population projection is 54,097.

The 2007 URA provides adequate land to meet residential land needs nearly to 2040.

Table I-4 Future Population Forecast

Year	Population Forecast
2005	21,132
2025	38,352
2030	42,870
2035	48,316
2040	54,097

Source: *Newberg Comprehensive Plan*

Residential Land Needs

As shown on Table I-5 below, the acknowledged *Newberg Comprehensive Plan* identifies a Year 2040 residential dwelling need for 12,040 dwelling units. This translates into a buildable land need of about three square miles (1,883 acres).

Table I-5. Buildable Residential Land Need

Plan Designation	Density (du/ac.)	Dwelling Units Needed (2005-2025)	Buildable Acres Needed (2005-2025)	Dwelling Units Needed (2026-2040)	Buildable Acres Needed (2026-2040)
LDR	4.4	2,691	612	3,234	735
MDR	9	1,556	173	1,719	191
HDR	16.5	1,473	89	1,367	83
Total		5,720	874	6,320	1,009

Source: Table IV-6 of the *Newberg Comprehensive Plan*

Table I-6 shows a residential land *deficit* of 62 residential acres within the 2007 UGB, after accounting for recent residential development and UGB amendments adopted in 2005-07. After the recent UGB expansion, Newberg will need about two square miles (1,135 acres) to meet residential growth needs through the Year 2040.

Table I-6: Buildable Residential Land Needs vs. Supply

Plan Designation	Buildable Acres Needed 2007-2025	Buildable Acres in UGB (2007)	Surplus (Deficit) for 2007-2025	Buildable Acres Needed 2026-2040	Additional Buildable Acres Needed 2007-2040
LDR	523	557	34	735	701
MDR	131	205	74	191	117
HDR	89	43	(46)	83	129
Total	743	805	62	1,009	947

Source: Table IV-7 of the *Newberg Comprehensive Plan*; adjusted for recent residential construction and additions to UGB in 2005-2007.

This need will be spread throughout the 2007 URA. Specific residential plan designations will be applied as land is added to the UGB based on 20-year need.

SUMMARY OF LAND NEEDS AND BUILDABLE LAND SUPPLY WITHIN 2007 URBAN RESERVE AREA

With land need projections in the Newberg Comprehensive Plan, the Newberg Area will need 2,886 acres of buildable land to meet the projected needs from 2007 to 2040. The 2007 UGB provides 1,177 of these acres, or approximately a 17-year supply (or Year 2024). This leaves a deficit of 1,665 buildable acres through 2040 (See Table I-7).

Table I-7: Year 2040 Buildable Land Needs

Land Use Category	Buildable Acres Needed 2007-2040	Buildable Acres in 2007 UGB	Remaining Buildable Acres Needed 2007-2040
Residential	1,752	805	947
Commercial	210	125	85
Industrial	291	65	226
Public / Semi Public	589	182	407
Total	2,842	1,177	1,665

The 2007 URA as proposed comprises 1,627 buildable acres. As shown in Table I-8, this is adequate to meet all but 20 acres of the total need through 2040. **The 2007 URA includes approximately a 15.4-year supply of land, which, along with the 2007 UGB, would meet projected land needs through 2040.**

Table I-8: Year 2040 Buildable Land Needs vs. Supply

Category of Need or Supply	Buildable Acres	Estimated Average # Years Supply
Total Buildable Acres Needed – 2007-2025	1,219	18
Average Annual Need – 2007-2025	67.7	
Total Buildable Acres Needed – 2026-2040	1,623	15
Average Annual Need – 2026-2040	108.2	
Total Buildable Acres Needed- 2007-2040	2,842	33
Buildable Acres in 2007 UGB	1,177	17.4
Additional Buildable Acres Needed -2007-2040	1,665	15.6
2007 URA Buildable Land	1,645	15.4

PART II: 2040 URA LOCATIONAL ANALYSIS

INTRODUCTION

The 2007 URA amendments are intended to meet Newberg's urban growth needs through the Year 2040. Part I determined the land area that will be needed during the planning period. Part II justifies the location of the 2007 URA based on relevant provisions of the Urban Reserve Rule (OAR 660, Division 021).

Urban Reserve Rule Locational Criteria

The Urban Reserve Rule sets forth locational criteria for establishment or amendment of Urban Reserve Areas in OAR 660-021-030(2-5) as follows:

- (2) Inclusion of land within an urban reserve area shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. Cities and counties cooperatively... shall first study lands adjacent to, or nearby, the urban growth boundary for suitability for inclusion within urban reserve areas, as measured by the factors and criteria set forth in this section. Local governments shall then designate for inclusion within urban reserve areas that suitable lands [sic] which satisfies the priorities in section (3) of this rule.***
 - (3) Land found suitable for an urban reserve may be included within an urban reserve area only according to the following priorities:***
 - (a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;***
 - (b) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to ORS 197.247;***
 - (c) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.***
 - (4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:***
 - (a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or***
 - (b) Maximum efficiency of land uses within a proposed urban reserve area requires inclusion of lower priority lands in order to include or to provide services to higher priority lands."***
 - (5) Findings and conclusions concerning the results of the above consideration shall be adopted by the affected jurisdictions."***
-

The locational criteria in Goal 14 require a comparative evaluation of potential expansion areas that can reasonably be expected to meet identified needs. The review standards include (a) the locational standards of Goal 14 (Urbanization) and the priorities (and reasons to depart from them) set forth in the Urban Reserve Rule. Part II justifies the location of the URA based on relevant provisions of the Urban Reserve Rule (OAR Chapter 660-021-030).

Newberg Urban Reserve Study Areas

Cities and counties ... shall first study lands adjacent to, or nearby, the urban growth boundary for suitability for inclusion within urban reserve areas, as measured by the factors and criteria set forth in this section.

As noted in the Urban Reserve Area Justification, the City has evaluated six URA study areas adjacent to the 2007 UGB to determine their suitability for inclusion with the Newberg 2007 URA. The study areas extend from 0.5 – 0.75 miles from the 2007 UGB and include all adjacent exception areas as well as agricultural land.

Map 3 shows proposed study areas in relationship to the 2007 UGB:

- North Study Area
- Northeast Study Area
- East Study Area
- Southeast Study Area
- Southwest Study Area
- Northwest Study Area

The Final Report to the City Council (Ad Hoc Committee on Newberg's Future, July 21, 2005) describes each study area and the rationale supporting study area boundaries (pp. 21-24).

Map 4 shows applicable Yamhill County zoning for each study area. Rural exception areas include Yamhill County AF-10, HC, HI, LDR-(all), LI, MDR-5000, PAI, PALF, PWS, RI and VLDR-(all) zones. Most exception areas are zoned for rural residential use. Agricultural and forest resource land is found in the AF-20, EF-40, and EF-80 zones.

Areas Included within Newberg 2007 URA

Map 1 shows areas selected by the City as suitable for inclusion within the 2007 URA. Portions of all six URA Study Areas, emanating outward from the existing UGB, are included. A comparison of Maps 1 and 3 reveals the relationships between the 2007 UGB, 1995 URA, the new 2007 URA, and the applicable Urban Reserve Study Areas. Those relationships are analyzed and quantified in the tables below.

Buildable Acres in 2007 Urban Reserve Areas

Table II-1 compares the total and buildable acres for resource land and exception areas in each of the 2007 Urban Reserve Areas. While total acres includes the gross parcel acreage for each of these areas, it does not include rights-of-way. Buildable

acres equals total acres less areas that cannot be developed due to existing development or topographical constraints.

Table II-1 Total vs. Buildable Acres in 2007 Urban Reserve Areas

Area	TOTAL ACRES			BUILDABLE ACRES		
	Total	Resource	Exception	Total	Resource	Exception
Wynooski Rd. URA	49	0	49	29	0	29
South	314	265	49	202	197	5
Wilsonville Rd. Exception	140	0	140	116	0	116
Springbrook Rd. S URA	67	0	67	11	0	11
Wilsonville Rd. NW	97	97	0	72	72	0
Wilsonville Rd. NE	176	176	0	171	171	0
Wilsonville Rd. SE	91	91	0	89	89	0
Corral Creek Rd. S	209	209	0	188	188	0
Corral Creek Rd. N	133	67	66	69	24	45
Klimek Ln. URA	22	0	22	11	0	11
Benjamin Rd.	66	61	5	53	48	5
North Hills URA	391	0	391	303	0	303
Chehalem Dr.	88	88	0	85	85	0
Cullen Ln.	169	169	0	152	152	0
Hwy. 240	28	0	28	23	0	23
Old Yamhill Hwy.	17	0	17	12	0	12
Honey Ln.	75	0	75	59	0	59
Canyon Ln.	10	0	10	0	0	0
W. First St.	4	0	4	0	0	0
TOTAL	2,146	1,223	923	1,645	1,026	619

Table II-2 summarizes the amount of land within rural exception areas *versus* rural resource areas. The 2,146 total acres shown on Tables II-1 and II-2 includes land shown on tax assessor's records (tax lots), but does not include public rights-of-way.

Table II-2: Summary of Exception and Resource Land within 2007 URA

Category	Total Acres	Percent	Buildable Acres	Percent
Rural Exception Areas	923	43%	619	38%
Farm and Forest Resource Areas	1,223	57%	1,026	62%
2007 URA	2,146	100%	1,645	100%

Source: City of Newberg Planning & Building Department 2007

Table II-2 shows a total of 2,146 acres – about 3.4 square miles – within the 2007 URA. About 43 percent of the land in the 2007 URA is rural exception areas. However, while only two-thirds

(67%) of the land area within rural exception areas is buildable (after accounting for existing development and topographical constraints), over four-fifths (84%) of resource land is buildable – due primarily to the absence of residential development on farm land. This means that farm land can be developed much more efficiently than the highly-parcelized exception areas found in the Newberg area.

The 2007 URA includes a total of 619 buildable acres within rural residential exception areas that can be provided, reasonably, with urban services.

Table II-3 summarizes the buildable area within each of the study areas. Because unbuildable land is, by definition, not suitable for meeting urban development needs, from this point onward the locational analysis focuses on buildable acreage.

Table II-3: Summary of Buildable Acres by Study Area within 2007 URA

Study area	URA area	Resource	Exception	Total
Southeast	Wynooski Rd. URA	0	29	29
Southeast	South	197	5	202
Southeast	Wilsonville Rd. Exception	0	116	116
East	Springbrook Rd. S URA	0	11	11
East	Wilsonville Rd. NW	72	0	72
East	Wilsonville Rd. NE	171	0	171
Southeast	Wilsonville Rd. SE	89	0	89
East	Corral Creek Rd. S	188	0	188
East	Corral Creek Rd. N	24	45	69
East	Klimek Ln. URA	0	11	11
Northeast	Benjamin Rd.	53	5	48
North	North Hills URA	0	303	303
Northwest	Chehalem Dr.	85	0	85
Northwest	Cullen Ln.	152	0	152
Northwest	Hwy. 240	0	23	23
Northwest	Old Yamhill Hwy.	0	12	12
Southwest	Honey Ln.	0	59	59
Southwest	Canyon Ln.	0	0	0
Southwest	W. First St.	0	0	0
TOTAL		1026	619	1645
PERCENT OF TOTAL		62%	38%	100%

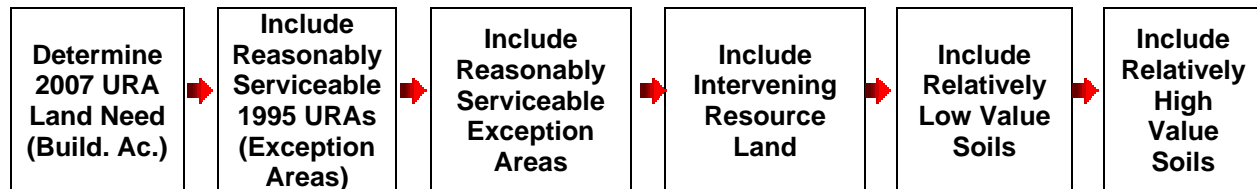
Source: City of Newberg Planning and Building Department 2007.

Flow Chart Showing Application of Urban Reserve Rule Provisions

Table II-4 summarizes how key administrative rule provisions have been applied sequentially to determine which areas to include within the 2007 URA.

Table II-4: Sequential Application of Urban Reserve Rule Provisions to 2007 URA

Step 1	Step 2	Step 3	Step 4	Step 5	Step 6
660-021-030(1)	660-021-030(3)(a)	660-021-030(3)(a)+(4)(a)	660-021-030(3)(a)+(4)(b)	660-021-030(3)(c)	660-021-030(3)(c)



- Step 1: OAR 660-021-030(1) requires cities to determine the buildable land area that will be needed outside the UGB to accommodate growth beyond the 20-year planning period. Newberg has chosen to provide sufficient buildable land to accommodate growth through the Year 2040. Newberg needs 1,665 acres outside its 2007 UGB to meet Year 2040 growth needs.

In Step 1, Newberg identified three basic types of land needs: (a) land uses that require large, flat parcels (targeted industries, community commercial centers, community parks, and public schools); and (b) other land uses that may benefit from large, flat sites but do not *necessarily* require such sites (residential, neighborhood commercial centers, neighborhood parks, and other smaller scale public and semi-public uses); and (c) land uses that require a master-planned setting to achieve the livability objectives of the *Newberg Comprehensive Plan*.

Once needs had been identified, Newberg applied Steps 2 through 6 to determine which lands to include within the 2007 URA.

- In Step 2, Newberg accounted for exception areas that were included in the Newberg URA in 1995. A total of 354 buildable acres are included on remaining land within the 1995 URA.
- In Step 3, Newberg identified all adjacent and nearby exception areas, as required by OAR 660-021-030(3)(a), and evaluated topographic and physical constraints to determine which exception areas can reasonably be provided with urban sanitary sewer and water services per OAR 660-021-030(4)(a). A total of 265 buildable acres are included within the Newberg URA for this reason. Exception areas are not suited to meet large site needs, because they are divided into small parcels and have a high level of existing development.
- In Step 4, Newberg identified resource land that must be included within the URA in order to provide urban services to higher priority exception areas included in Step 3. Approximately 96 buildable acres within the Wilsonville Road Northwest and Corral Creek

North URAs are included within the 2007 URA for this reason, as authorized by OAR 660-021-030(4)(b). Because these URAs contains large blocks of undeveloped land, some large site needs can be met within these areas.

- In Step 5, Newberg identified relatively low quality agricultural land for inclusion within the URA, as authorized by OAR 660-021-030(3)(c). Approximately 236 acres within the Benjamin Road and Corral Creek Road South URAs are included within the 2007 URA because they have predominantly Class III or higher agricultural soils. However, poor soils typically are associated with sloped areas or hydric soil conditions, and for the most part fail to meet large-site land needs.
- As a last resort, in Step 6, Newberg expanded the URA to include relatively high quality agricultural land, as authorized by OAR 660-021-030(3)(c). Approximately 694 acres within the Wilsonville Road Northeast, South, Cullen Lane, Chehalem Drive and Wilsonville Road Southeast URAs are included within the 2007 URA because they have predominantly Class II or lower agricultural soils. However, high quality agricultural soils typically are associated with flat and well-drained soil conditions, and when found in large parcels meet large-site land needs.

The analysis required by Steps 1-6 is found in the next three sections. The results of Steps 1-6 are summarized in Table II-7.

STEPS 1 AND 2: DETERMINE 2007 URA LAND NEED AND ACCOUNT FOR 1995 URAS

In Part I, Newberg identified three types of urban land need:

- **General land needs** that require buildable land – but do not necessarily require large, flat, vacant and accessible sites as defined above.
- **Large Site Needs:** Employment and institutional land uses that require large (10 acres or greater), flat (10% or less slope), vacant (not more than one single family dwelling) sites, and accessible (to a collector street or higher classification) sites.
- **Livability needs** that are met by specific area planning efforts which recognize inter-relationships among community commercial centers, a hierarchy of residential densities, and accessible parks and schools.

Large Site Needs

The *Newberg Comprehensive Plan* recognizes that targeted employment, parks and schools have specific siting requirements related to parcel size, topography and access that that must be considered when determining URA land needs. Industrial and business parks, community shopping centers, and many targeted industries require large, flat sites with direct access to an arterial street. Most institutional uses also require large, flat sites with major street access. Little such land remains within the Newberg UGB or the 1995 URA. To meet employment and institutional land needs, approximately 537 buildable acres are needed on land with slopes of 10% or less on relatively large (10 acres or more) parcels.

Table II-5 summarizes large site employment, residential and institutional buildable land needs to be met by the 2007 URA Expansion.

Table II-5: Summary of Unmet Large Site Needs

Time Period	Industrial	Commercial	Parks	Schools	Total
2007-2025	(80)	(0)	(60)	(77)	(217)
2025-2040	(120)	(15)	(85)	(105)	(325)
2007-2040	(200)	(15)	(145)	(182)	(542)

Source: City of Newberg Comprehensive Plan; staff calculations of recent development. Refers to buildable acres.

Rural exception areas are, by definition, highly parcelized, and therefore are not suitable to meet most long-term employment and institutional needs. Therefore, Newberg concluded that to meet employment and institutional land needs (approximately 537 buildable acres), Newberg had no choice but to include large, relatively flat farm parcels in the East, Southeast and Northwest Study Areas.

Specific Area Planning for Complete Neighborhoods

The Newberg Comprehensive Plan also recognizes the importance of master planned complete neighborhoods to provide livable cities. **Map 2** shows the extent of Newberg's specific area planning efforts and the spatial relationships among specific area plans. For example:

- The Sportsman Airpark industrial area is located just west of the South Industrial Reserve; both industrial areas have direct access to Wilsonville Road (Highway 219).
- The *Springbrook Oaks Specific Plan* and recommendations for the Southeast Land Use and Transportation Plan Study Area provide for "complete neighborhoods," with community commercial centers, surrounded by a range of residential densities, and supported by community parks and schools. At neighborhood meetings held in 2005 and 2006 for the Southeast area, residents echoed the need "to prevent having areas east and southeast of the proposed bypass isolated from the rest of the City," and agreed that "Substantial development of complete neighborhoods should occur on both sides of the proposed bypass," as stated in Comprehensive Plan Policy J.2.e, under the goal "To develop and maintain the physical context needed to support the livability and unique character of Newberg." More specifically, their preferences were that properties owned by the school district and park district should be in the UGB; that larger areas of open space, not just city-park-sized parcels, would be needed; that an elementary school was needed, and a fire station might be needed; that family-oriented parks and open space, not just golf courses, should be included; and that the UGB shouldn't go up the hill east of Corral Creek Rd.
- Similarly, the *Springbrook Master Plan* complements the *Northwest Newberg Specific Plan* by providing for complete neighborhoods in North and Northwest Newberg.

Each of these specific plans has benefited from large, relatively flat parcels that meet site requirements for employment, community commercial centers, a range of residential densities, and supporting schools and parks.

Account for 1995 URAs (Exception Areas)

Maps 1 – 4 show what remains of the 1995 URA. Most of the 1995 URA has been included within the 2007 Newberg UGB. There are four remaining urban reserve areas outside the 2007 UGB: the North Hills, Klimek Lane, Springbrook South and Wyooski Road URAs, as shown on **Map 1**. The 1995 URA was adopted by the City and County in 1995, and subsequently acknowledged by the Land Conservation and Development Commission. All remaining land within the 1995 URA is exception areas, as shown on **Maps 3 and 4**. The North Hills URA has 321 total acres, of which 247 are buildable. Since the 1995 URA was adopted, the City created and adopted a water distribution plan to serve the North Hills URA.

The North Hills area is a challenge to serve because of its rising elevation. In 2004, the City adopted a water distribution system plan. The plan included a new reservoir to serve property up to 460 feet above mean sea level (msl). The plan did not include new facilities to serve land above 460 msl because of physical constraints to providing water service above that elevation. A small part of the North Hills URA is above the 460-foot contour, and thus is not serviceable by the City's current or future planned water system.

These rural exception areas have approximately 354 acres of buildable land and are justified for inclusion within the URA under OAR 660-021-030(a).

STEPS 3 AND 4: INCLUDE REASONABLY SERVICEABLE EXCEPTION AREAS AND INTERVENING RESOURCE LANDS

OAR 660-021-030(2) states that cities and counties must base their decision on the locational factors of Goal 14 (Urbanization) and show that there are no "reasonable alternatives" that would consume less, or have less effect upon, nearby farm and forest resource land.

(2) Inclusion of land within an urban reserve area shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. Cities and counties cooperatively ... shall first study lands adjacent to, or nearby, the urban growth boundary for suitability for inclusion within urban reserve areas...

There are two Goal 14 locational factors that address cost and efficiency of public facilities and services¹⁸:

The location of the urban [reserve] boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent ... with consideration of the following factors:

- (1) Efficient accommodation of identified land needs*
- (2) Orderly and economic provision of public facilities and services;*

The Urban Reserve Rule (OAR 660-021-030(3)) generally requires that cities look first to adjacent rural exception areas before considering agricultural land to meet identified land needs, unless urban services cannot reasonably be provided to rural exception areas or to achieve maximum efficiency of land uses:

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:
(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or

¹⁸ The text of Goal 14 refers to the "urban growth boundary" or "UGB." These findings interpret the four locational factors in the context of the "urban reserve area" or "URA."

(b) Maximum efficiency of land uses within a proposed urban reserve area requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.”

Location Factors 1 and 2 of Goal 14 are directly related to the “reasons” why lower priority land may be included in a URA. Accordingly, the Goal 14 locational “factors” and Urban Reserve Rule “reasons” related to public facilities and urban efficiency are considered together in the discussion below.

Goal 14 Boundary Location Factors 1 and 2; OAR 660-021-030(4)(a) and (b)

The City evaluated other potential URAs for consistency with Goal 14 (Urbanization) Boundary Location Factors 1-4, Urban Reserve Rule 660-021-030(4)(a) and (b), and Goal 11 (Public Facilities and Services).

Public Facilities and Land Use Efficiency

To address Goal 11 (Public Facilities and Services), 14 (Boundary Location Factors 1 and 2), and OAR 660-021-030(4)(a) and (b), the Newberg Planning & Building Department and Public Works Department analyzed the feasibility and cost of providing water and sanitary sewer facilities to each potential URA. (*Newberg Urban Reserve Area Public Services Analysis* and Map 8) Two key questions were asked:

- 1. Can future urban services be provided – *reasonably* – to potential URA expansion areas outside the 2007 UGB and 1995 URA?**
- 2. Is it necessary to include some resource lands in order to provide urban services to nearby exception areas?**

In evaluating alternative areas for possible inclusion in the UGB, the Goal 14 Locational Factors 1 and 2, Goal 11, and the Urban Reserve Rule require consideration of each study area’s relative serviceability and efficiency in accommodating identified land needs. Newberg determined which sub-areas could be most efficiently developed for identified land needs and economically provided with public facilities and services.

Newberg Planning & Building Department and Public Works Department evaluated the cost of extending sewer and water facilities to each of the Urban Reserve Study Areas. (See *Newberg Urban Reserve Area Public Services Analysis*, Newberg Planning & Building and Public Works Department (2007).) The six study areas were further divided into 15 sub-areas based on topographic features and the capacity of the sub-area to meet identified land needs, and a general cost of service *per buildable acre* was determined.¹⁹

¹⁹ To determine the area of buildable land for each Urban Reserve Area, the City applied the same methods used within the 2006 Newberg UGB. Physical constraints such as steep slopes (greater than 25%) and stream setbacks (25 feet on either side of a stream corridor) have been deducted from the parcel size, so the buildable land inventory is based on buildable acres, not gross acres. This inventory also omits land located within the future right-of-way of the proposed Newberg-Dundee Bypass, but not land for future local street rights-of-way.

The Urban Reserve Rule recognizes that lower priority farm land can be included within a URA, rather than higher priority exception areas, where urban services cannot reasonably be provided to the exception area due to topographical or other physical constraints. The *Newberg Urban Reserve Area Public Services Analysis* (Newberg Public Works and Planning & Building Department, 2007) provides detailed information regarding the costs of providing sewer and water service to potential urban reserve expansion areas. The urban service map referenced below is found in this background document. As documented in the *Newberg Urban Reserve Area Public Services Analysis*:

- Land high on the mountains east and north of the City cannot reasonably be served due to the need for a new water reservoir and pump stations, and the low amount of land that can be served in each potential service zone For this reason, land above (north of) Bell Road in the North and Northeast Study Areas, above the 460-foot contour, and land above (east of) Corral Creek Road above the 300-foot contour in the East Study Area cannot reasonably be provided with urban water service.
- Much of the land west of Chehalem Creek (to the south and west) cannot be served by the existing or planned City sewer system due to topographic and physical constraints. Chehalem Creek and several branches cross the areas south and west of Newberg. A considerable amount of the area is within the floodplain and stream corridors, making a large amount of this area unbuildable.

During the Newberg Urban Area Management Commission's (NUAMC's) deliberations on the proposed 2007 Urban Reserve Area, NUAMC asked staff to conduct additional studies on the potential for increasing the amount of exception land in the Urban Reserve by including areas southwest of the existing Urban Growth Boundary. Accordingly, staff analyzed the development potential of these areas and reported back to NUAMC (see staff reports and memoranda for June 11, 2007 and July 11, 2007 NUAMC meetings). In doing this, staff had the benefit of data in the City's 2007 Sewerage Master Plan Update, which was submitted by the consultants on June 21, 2007, and adopted by the City of Newberg in July 2007.

The City's sewerage master plan does not include facilities to serve the Southwest area that is not included in the 2007 URA. The upland areas are near the same elevation as the City's sewage treatment plant and around two miles away. There are existing sewer facilities to the east of this area, such as the Dayton Avenue pump station, but the City's recently adopted sewer collection master plan identified that these facilities are near, at, or beyond capacity already. Thus, they cannot be used to sewer the south and west areas. So a series of new sewer pump stations would need to be installed plus two miles of force main and gravity mains to get to the plant. An alternative that would need to be seriously considered to provide sewer service would be to construct a new sewer treatment plant on the west side to serve the area. In either case, it would be unreasonable to require such a significant effort to overcome the physical and topographic constraints to serve the area.

The cost of providing urban services to exception areas that require multiple sewer pump stations (i.e., lower elevation areas that cannot be served by gravity flow sewer), new sewer treatment plants, or water pump stations plus a new reservoir (i.e., higher elevation areas), typically is two to three times the cost of providing urban services to land that does not require such facilities. In addition to initial construction cost, pump stations have much higher maintenance costs and consume much more energy than facilities that rely on gravity. The extent of facilities needed to overcome physical and topographic constraints in some areas is so great that it is unreasonable to serve those areas.

Extensive development in many areas is also a physical constraint to providing future urban services. If an area already mostly subdivided and developed without services, then owners have little incentive to pay the high costs of extending services to their neighborhoods to reap marginal benefits of further development. Coordinating service provision in an area is also very problematic. If one property owner wants to develop, then that one owner would need to extend full urban services long distances past other properties, which would be financially prohibitive. Local improvement districts can be formed, but if there are a large number of property owners, achieving sufficient support for a district is very problematic.

This report finds that future urban services could not reasonably be provided to the Southwest Area due to topographic and physical constraints.

- In two situations, maximum efficiency of land uses requires inclusion of farm land in order to include or to provide services to nearby exception areas. In order to develop the Corral Creek Road North exception area, public facilities must be extended through the intervening Corral Creek Road North resource area. Similarly, in order to develop the Wilsonville Road Exception Area, utilities, streets, and pathways must be extended along and in some cases through the Wilsonville Road NW resource area. This resource area is bounded one side by the UGB, on one side by the existing URA, and on the third side by the exception area. For maximum efficiency, the Wilsonville Road NW area must be included.

As noted in Table II-6, the cost of providing urban services to exception areas that require multiple sewer pump stations (i.e., lower elevation areas that cannot be served by gravity flow sewer), or water pump stations plus a new reservoir (i.e., higher elevation areas), typically is two to three times the cost of providing urban services to land that does not require such facilities. In addition to initial construction cost, pump stations have much higher maintenance costs and consume much more energy than facilities that rely on gravity.

Table II-6: Cost of Providing Urban Services per Buildable Acre

Analysis Area	Buildable Acres	Service Area Cost in Millions	Service Cost in Thousands Per Acre	High Medium Low
North A ¹	388	10.43	26.9	High
North B ¹	393	13.11	33.4	High
NE A ²	148	7.00	54.0	High
NE B ³	159	3.02	19.0	Low
East A ³	597	9.45	15.8	Low
East B ¹	361	18.40	51.0	High
SE A ¹	88	2.37	26.9	High
SE B ³	223	5.00	22.4	Medium
SE C ¹	190	2.20	11.6	Low
SW A ²	163	4.13	25.5	High
SW B ¹	139	4.68	33.7	High
SW C ¹	194	8.11	41.8	High
SW D ¹	256	8.67	33.9	High
NW B ³	418	7.23	17.3	Low
NW A ²	273	6.50	23.8	Medium
Total	4504	110.3	437	
Average			24.5	

Source: City of Newberg Planning & Building and Public Works Departments.

¹ No land included within 2007 URA.

² Small area included within 2007 URA.

³ Large portion or all of area included within the 2007 URA.

Table II-6 compares the cost of providing sewer and water services to areas considered for inclusion within the Newberg 2007 URA. Generally, land with high per-acre cost of service has not been included within the UGB; medium cost areas have been carefully considered and those smaller portions where services are feasible have been included, and land with low cost of service has been included, except:

- Newberg has *included* small exception areas with high service costs where services need to be extended within existing roads to serve other nearby areas, such as land across the street. This has occurred in the West First Street, Canyon Lane, and Highway 240 exception areas.

For rural exception areas that were not included, the City finds that it is *unreasonable* to count on land with high per-acre service costs to meet long-term growth needs, especially when the land is almost completely developed with homes on small parcels.

Following are detailed findings for each study area:

- *Southwest.* There are a number of topographical and physical constraints that combine to make it unreasonable to provide urban services to the most Southwest exception areas. As shown on Map 9:
 - Most of the southwest area is separated from the City by Chehalem Creek, and is near the same elevation as the City's sewer treatment plant. Because of this it is difficult to convey flows to the plant. Given the high costs of lifting flows to the plant, the cost of building pipelines to the plant, and the limits on plant capacity, it may in fact be necessary to construct a new sewage treatment plant on the west side of Newberg to serve these areas. If this is not done, then there are many other physical problems. Crossing Chehalem Creek with sewer service is difficult in all locations. If a creek crossing were made, in most cases sewage would flow to the Dayton Avenue pump station. This pump station, and the lines flowing to and from it, are not adequate to handle existing, much less future flows. Significant upgrades would be needed. Alternatives that would need to be considered include installing force mains across the City to tie into the Wynooski trunk line, which would be so expensive as to be unreasonable. Because cooperation among property owners is required to establish local funding mechanisms, and the sewer facilities need are so extensive, it is doubtful whether the City would be able to extend services to these areas.
 - Southwest Study Areas A, B, C and D are highly parcelized. The median lot size is about two acres, and two-thirds of the properties in the area have less than two buildable acres.
 - Most parcels have existing structures. As shown on Map 9, in most cases the location of structures on existing parcels is not conducive to the efficient redevelopment. Homes typically are located so as to discourage connecting streets; flag lot development often is limited to one additional home per lot.
 - Existing development and parcelization typically is most dense at the edge of the 2007 UGB. The result is that these fringe areas have almost no development potential, and serve as a "plug" to future urbanization of outlying areas. Since these homes do not have an incentive to participate in the costs of extending urban services, in most cases urban services would have to "leap frog" past existing developed areas to reach outlying properties.
 - Annexation is required in order to extend sanitary sewer and water services that facilitate urban development. The presence of densely developed rural lots between the UGB and outlying, marginally larger lots makes it highly unlikely that annexation would be supported by the majority of land owners or property owners, as required by state law.
 - In the Southwest Study Area, from a practical standpoint, Newberg would need to "leapfrog" over intervening small, developed parcels to reach the relatively few larger exception parcels between Newberg and Dundee. Cherry stem annexations,

which are generally unaccepted by case law, would be required to achieve this dubious objective. These factors contribute to the City's overall conclusion that topographic and land development patterns in the Southwest Study Area, taken together, generally make it infeasible to provide urban services.

Nonetheless, the City carefully examined the southwest to find pockets of land that could reasonably and practically be served by utility services. A few small areas could reasonably be served. These include the West First Street area, which is actually on the east side of Chehalem Creek, the Canyon Lane area, which could possibly be served if sewer service is extended through that area to serve the Aspen Estates area, and the Honey Lane areas which have some relatively larger parcels and could possibly be served using sewer pump stations that would serve the Chehalem Drive area. Extensions further west would require additional pump stations and would not be feasible. Thus, ***future urban services could not reasonably be provided to the Southwest Area, except for the West First Street, Canyon Lane, and Honey Lane subareas, due to topographical and physical constraints.***

- ***Northwest Area.*** A small portion of the Northwest Area along the north side of Highway 240 is an exception area. The Highway 240 area and Old Yamhill Highway area define the projected extent that the area could be served using the future Highway 240 sanitary sewer pump station. Further west, due to the topography, the area would likely need an additional sanitary sewer pump station. This area also is highly parcelized and mostly physically developed, and would be at high cost to serve. Thus, ***future urban services could not reasonably be provided to the exception areas in the Northwest Area, except for the Highway 240 and Old Yamhill Highway subarea, due to topographical and physical constraints.***
- ***North Area.*** Most of the North area is above the level that could be served by the City's existing reservoirs, and a large portion is even higher than could be served by the City's planned higher level reservoirs (planned to serve the North Hills URA). The exception area west of Chehalem Drive would also require multiple sanitary sewer lift stations to serve, besides needing to extend services through intervening farm land. These topographic constraints lead to high costs to serve. Thus, ***future urban services could not reasonably be provided to the North Area (not including the North Hills URA) due to topographical and physical constraints.***
- ***Northeast Area.*** A large portion of the Northeast Area is exception land. This area is hampered by a number of topographical and physical constraints that make providing future urban services unreasonable. These include:
 - The area is already mostly subdivided and developed. The area consists of several rural residential subdivisions that are developed with homes. The average lot size is approximately 2 acres. Residents of the area have stated that they view their properties as fully developed, and not as lots with infill potential.
 - On the off chance that one property owner would decide to partition, that one owner would need to extend full urban services (sewer, water, and drainage) past other

properties that are not and likely will not develop. It would be unreasonable to expect that a property owner would be able to bear the financial burden of installing such facilities.

- The road system in the area is rural. In order to further divide, an urban street system would need to be developed. Given that most property owners view their properties as fully developed, few if any would be motivated to form an LID or other mechanism needed to improve the roads. The few individual property owners choosing to develop could not reasonably upgrade the road system for the entire area.
- Annexation is required in order to extend sanitary sewer and water services that facilitate urban development. The presence of densely developed rural lots between the UGB and outlying, marginally larger lots makes it highly unlikely that annexation would be supported by the majority of land owners or property owners, as required by state law.
- The area north of the railroad tracks is largely higher than could be served by the City's existing water system. A new reservoir system will need to be developed with multiple zones to serve these higher areas. A portion of the northeast area is even higher than the highest level planned to serve the adjacent North Hills URA, making it unreasonable to serve.
- The area east of the Benjamin Road subarea is also above the 300' contour. Due to its separation from the North Hills URA, it likely could not be served without creating a separate reservoir. This would be a significant and unreasonable expense.
- The total cost of service in the area is unreasonably high: one of the highest of any subarea. This is due to the topographic and physical constraints noted above.

Thus, future urban services could not reasonably be provided to the Northeast Area due to topographical and physical constraints.

- *East Area.* The exception areas west of Corral Creek Road are proposed for inclusion in the 2007 URA. The areas east of Corral Creek Road are on a steep hillside with 10 to 40 percent slopes. This hillside extends above the service level of the existing Corral Creek Road reservoir, and in some cases 2 or 3 service levels above. The slope in the area dictates that only a small band of property along the hillside can be served by any one service level. Thus, each small band would need to be served with a separate water system. This would include a separate water line running horizontally across the area, a separate water reservoir, a water booster station or pressure reducing station. These extensive facilities would only serve a small area of land, and thus could not reasonably be provided. Due to the problems in providing water service and the extent of facilities needed to overcome physical constraints, ***future urban services could not reasonably be provided to the exception areas east of Corral Creek Road due to topographical and physical constraints.***

- *Southeast Area.* The exception areas in the Southeast Area have partly been included in the 2007 URA. One area that has not been included is the Southeast A (Dog Ridge Road) exception area. This area is physically separated from the remainder of the urban area by Hess Creek. This area is hampered by topographical and physical constraints that make providing future urban services unreasonable. These include:
 - The area is already mostly subdivided and developed. It consists of a rural residential subdivision that is developed with homes. The average lot size is approximately 3 acres, though those lot areas include large undevelopable portions within the Willamette River or Hess Creek floodplains.
 - The area is separated from the City by Hess Creek itself. A sanitary sewer lift station would be needed to provide this area with sewer service. Given the limited infill potential of the area, this topographic constraint would make serving the area unreasonable.
 - On the off chance that one property owner would decide to partition to urban densities, that one owner would need to extend the full urban services (sewer, water, and drainage) past other properties. This would be an unreasonable cost.
 - The road system in the area is rural. In order to further divide, an urban street system would need to be developed. Given that most property owners view their properties as fully developed, few if any would be motivated to form an LID or other mechanism needed to improve the roads. The few individual property owners choosing to develop could not reasonably upgrade the road system for the entire area.

Thus, future urban services could not reasonably be provided to the Southeast A (Dog Ridge Road) exception area, due to topographical and physical constraints.

Public Facilities and Urban Land Use Efficiency Conclusion

Approximately 354 buildable acres remain in the 1995 URA. The Klimek Lane, Springbrook Road South, Wynooski Road, and North Hills URAs are exception areas and are retained within the 2007 URA to meet Year 2040 growth needs.

The Newberg Urban Reserve Area Public Facilities Cost Analysis shows that sanitary sewer, water, and transportation facilities can reasonably and efficiently be provided to high priority exception areas in the following URAs:

- Benjamin Road (East) Area (Northeast Study Area)
- Corral Creek Road North Area (East Study Area)
- Wilsonville Road Exception Area (Southeast Study Area)
- South Area (Southeast Study Area)
- West First Street Exception Area (Southwest Study Area)
- Canyon Lane Exception Area (Southwest Study Area)
- Honey Lane Exception Area (Southwest Study Area)

- Highway 240 Exception Area (Northwest Study Area)
- Old Yamhill Highway Exception Area (Northwest Study Area)

Even these relatively developable exception areas have relatively little buildable land, when compared with resource areas adjacent to the UGB. Although 394 additional exception acres are included within the 2007 URA, only 265 acres are potentially buildable.

Future urban services could not reasonably be provided to other exception areas in the Southwest, Northwest, North, Northeast, East, and Southeast study areas, due to topographical and physical constraints. In addition, future urban services could not reasonably be provided to resource areas in the North subarea, and to resource areas in the Northeast Study Area east of the Benjamin Road subarea. These areas are eliminated at this step from further consideration for inclusion in the 2007 URA.

STEPS 5 AND 6: INCLUDE LOW PRIORITY RESOURCE LAND AS A LAST RESORT

OAR 660-021-0030(3) establishes “priorities” for URA expansion. In Newberg’s case, subsection (3) means that rural exception areas must be included before rural resource lands, and that lower quality agricultural soils should be included before higher quality soils. OAR 660-021-0030(4) identifies exceptions to the priorities based on: (a) whether urban services can “reasonably” be provided to the area based on physical constraints; or (b) maximum efficiency of land uses.

- (3) Land found suitable for an urban reserve may be included within an urban reserve area only according to the following priorities:*
- (a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;*
 - (b) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to ORS 197.247;*
 - (c) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.*
- (4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:*
- (a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or*
 - (b) Maximum efficiency of land uses within a proposed urban reserve area requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.”*

Since Yamhill County has not designated “marginal lands,” the lowest priority is land that is zoned for farm or forest uses. Within the lowest priority resource lands, the City should expand into low value resource land before bringing in higher value resource land. **Map 3** shows potential URA expansion areas in terms of OAR 660-021-0030(3) priorities. Agricultural soil classes are not shown for land within existing and approved exception areas (including existing URAs) or land within the UGB.

Agricultural land is found in the Northwest, North, Northeast, East, and Southeast study areas. The following table lists the general capability classes of soils in the study areas:

Table II-7: Soil Capability Classes of Resource Lands in Study Areas

Study Area	2007 URA Areas included	Approximate percent of agricultural land in each study area per Soil Capability Class				Overall Priority
		I	II	III	IV-VI	
North A		0%	70%	5%	25%	NA ¹
North B		0%	10%	30%	60%	NA ¹
NW A	Chehalem Dr., Cullen Ln.	0%	95%	0%	5%	Medium
NW B		0%	90%	7%	3%	Medium
NE B	Benjamin Rd.	0%	40%	15%	45%	High
East A	Corral Creek Rd. N & S, Wilsonville Rd. NW & NE	5%	40%	20%	15%	High ²
SE B	South	5%	85%	5%	5%	Medium
SE C	Wilsonville Rd SE	20%	40%	35%	5%	Low

Source: GIS data derived from Yamhill County Soil Survey

¹ Earlier findings show that North A and B cannot reasonably be served with future public facilities due to topographical and physical constraints.

² Earlier findings show that maximum efficiency of land uses requires inclusion of resource lands in the Wilsonville Road NW and the Corral Creek Road N subareas, which are within East A. The Wilsonville NW area contains all of the Class I soils in East A.

Based on the above soil information, Newberg should put higher priority on including the North area into the URA. However, earlier findings show that North A and B cannot reasonably be served with future public facilities due to topographical and physical constraints. Thus, the next priority is the NE B area. The part of this area that can be reasonably serviced is the resource land in the **Benjamin Road** subarea. Next would be the East A subarea. Earlier findings show that maximum efficiency of land uses requires inclusion of resource lands in the **Wilsonville Road NW** and the **Corral Creek Road North** subareas, which are within East A. The Wilsonville NW area contains most of the Class I soils in East A. The **Corral Creek Road South** and the **Wilsonville Road NE** subareas are the next to be included.

The next priorities should go to the SE B, NW A, and NW B, which have fairly similar soil capabilities. Based on this, the **South, Chehalem Drive** and **Cullen Lane** areas were added. Based on soil capability class only, additional extensions could occur in the Northwest area. However, further extensions Northwest were not recommended by the Ad Hoc Committee on Newberg's Future, and Cullen Lane was viewed as the boundary to reduce conflicts with agricultural uses west of Cullen Lane, so additional land in the northwest subarea was not added.

The resource land in SE C (**Wilsonville Road SE**) contains the highest percentage of Class I soils in the study areas; however, it also includes 40 percent Class III and lower capability class. Because of this, this area was included in the 2007 URA as the last area to be added.

Steps 1-6: Summary of Results

Table II-8 summarizes the results of the City and County's application of Steps 1-6 as prescribed by the Urban Reserve Rule. Only *after* the City had accounted for exception areas within the 1995 URA (354 buildable acres), and exception areas that reasonably can be provided with urban services (265 buildable acres), did Newberg consider inclusion of resource land. Approximately 96 resource acres were included to meet urban efficiency objectives (i.e., they are between the 2007 UGB and adjacent exception areas).

Table II-8: Sequential Application of Urban Reserve Rule Provisions to 2007 URA

Step 1	Step 2	Step 3	Step 4	Step 5	Step 6
660-021-030(1)	660-021-030(3)(a)	660-021-030(3)(a)+(4)(a)	660-021-030(3)(a)+(4)(b)	660-021-030(3)(c)	660-021-030(3)(c)
Determine 2040 Land Need (Build. Ac.)	Include 1995 URAs (Exception Areas)	Include Reasonably Serviceable Exception Areas	Include Intervening Resource Land	Include Relatively Low Value Soils	Include Relatively High Value Soils
General Need 1,123 ac.	354 ac.	265 ac.	57 ac.	38 ac.	6 ac.
Large Site Need 542 ac.	0 ac.	0 ac.	15 ac.	10 ac.	517 ac.
Livability Need	-	-	SE Newberg TP 24 ac.	SE Newberg TP 188 ac.	SE Newberg TP S Industrial Reserve 171 ac.
Remaining Year 2040 Need 1,665 ac.	1,311 ac.	1,046 ac.	950 ac.	714 ac.	20 ac.
URAs Included	<ul style="list-style-type: none"> ▪ North Hills ▪ Klimek Lane ▪ Springbrook South ▪ Wynooksi Rd 	<ul style="list-style-type: none"> ▪ Springbrook Rd North ▪ Putnam Rd ▪ Benjamin Rd* ▪ Corral Cr Rd North* ▪ Wilsonville Rd Except. ▪ South* ▪ W 1st St ▪ Canyon Ln ▪ Honey Ln ▪ Hwy 240 	<ul style="list-style-type: none"> ▪ Wilsonville Rd NW ▪ Corral Cr Rd North* 	<ul style="list-style-type: none"> ▪ Benjamin Rd* ▪ Corral Cr Rd ▪ South* 	<ul style="list-style-type: none"> ▪ Wilsonville Rd NE ▪ South* ▪ Chehalem Rd ▪ Cullen Rd ▪ Wilsonville Rd SE

Source: City of Newberg GIS. *These URAs have both exception areas and resource land.

Only as a last resort did the City consider resource land. As required by the Urban Reserve Rule, Newberg looked first to relatively low value farm land found in the Northeast and East Study Areas, and brought in an additional 236 buildable acres. Only then did the City look to

higher value agricultural soils, 74% of which are required to meet large-site needs for targeted industries, a community commercial center, parks and schools.

GOAL 14 BOUNDARY LOCATION FACTORS 3 AND 4 – COMPARATIVE ESEE CONSEQUENCES AND COMPATIBILITY WITH RESOURCE LAND

Goal 14 Locational Factors are referenced in the Urban Reserve Rule and must be considered prior to making a decision on the location of an urban reserve area (URA) boundary.

Goal 14 Locational Factor 3 – Comparative ESEE Analysis

Goal 14 Boundary Location Factor 3 reads as follows:

(3) Comparative economic, social, environmental and energy consequences

Economic Consequences

Economic consequences include impacts on the Newberg area economy, the County's agricultural economy, and cost of providing urban facilities.

Part I of these findings identifies siting requirements for community commercial shopping centers, large-site industrial users, and institutional development. Approximately 542 acres of agricultural land are needed in the planning period for these uses. These land-extensive uses require large sites with relatively flat land and access to a major street. Because there are few such sites within the 2007 UGB, and rural exception areas do not meet parcel size or topographical requirements, Newberg must look to farm land in the Southeast Study Area to meet long term needs.

Newberg's economic future depends on its ability to offer suitable sites to future industrial and commercial employers. Providing suitable sites for educational and recreational facilities is essential to the City's ability to maintain a high quality of life for Newberg's work force, and thereby attract and retain managers and qualified employees. Therefore, the small loss of agricultural land is necessary to achieve Newberg's economic development objectives.

This analysis assumes that there is a relationship between agricultural soil class and the potential impact on the agricultural economy. As shown on Map 3, relatively flat agricultural land adjacent to the 2007 URA Expansion Areas is generally of high quality and is comprised predominantly of Class II and III agricultural soils.²⁰ Because flat agricultural land is needed to meet employment and institutional large-site land needs, Newberg must include some high value Class II-III agricultural land within the 2007 URA.

²⁰ Lower quality soils are found in more steeply sloped areas and along stream corridors. However, such soils typically are not suitable for target industries, community shopping centers, community or regional parks, or public schools.

Newberg excluded areas with Class I agricultural soils wherever possible. Class I soils in the North and Northwest Study Areas are not proposed for inclusion within the 2007 URA. The Southeast Study Area has three relatively small inclusions of Class I soils: (1) in the interior of the study area near the confluence of two streams in the Wilsonville Road Northwest URA; (2) in the Wilsonville Road Southeast area; and (3) near the southern boundary of the study area in the South URA.

1. There is no practical way to remove parcels with Class I soils abutting the 2007 UGB in the Wilsonville Road Northwest URA, because public facilities must be extended through this area to serve other urban areas.
2. The Wilsonville Southeast area contains 17% Class I soils, but also 40% Class III and lower capability soils. This was included as the last land in the urban reserve due to the mixed class.
3. A small portion of Class I soils is in the South URA. This area was included to retain a large contiguous block of industrial land for the South Industrial Reserve.

To minimize impacts on high value agricultural land, Newberg considered the feasibility of meeting large-site employment and institutional needs on Class IV-VI soils. However, these lower value soils typically are typically found in stream corridors or on steep hillsides, and therefore do not meet the site suitability requirements identified for community parks, schools, targeted industries, community shopping centers, or most other uses.

The East Study Area (northern portion) and the Northeast Study Area have inclusions of Class IV-VI soils, making these areas relatively attractive for low density residential development. The City received testimony from filbert farmers in along Chehalem Drive (Northwest Study Area) and Highway 99W (Northeast Study Area) that filbert blight has adversely affected filbert orchards in these areas. For these reasons, the consequences for the agricultural economy of expanding to the Northeast and East study areas are marginally less than expansion to the Northwest and Southeast Study Areas. However, expansion into these areas will do little to support employment growth in Newberg.

As noted in Table II-6 above, the per-acre costs of providing public facilities to land within the 2007 URA is considerably less for agricultural land the Northwest, Northeast, East and Southeast Study Areas than for exception areas in the Southwest, Southeast, North and Northeast Study Areas. Therefore, from a public facilities perspective, the economic impacts on the community are reduced by expanding to agricultural land. The primary reason for higher costs of service in the North Hills and East URAs is the need for a higher elevation water reservoir to serve these areas. The primary reason for higher per-acre costs of service in the Southwest URA is the high level of parcelization and development, the relatively low capacity for new development, and the need for multiple sanitary sewer pump stations.

Social Consequences

Social consequences include the ability to meet affordable housing objectives, provide for family wage jobs, create complete neighborhoods, and provide for institutional needs. The Northwest, East and Southeast Study Areas provide relatively flat and buildable land that can meet identified short- to intermediate-term medium and high density residential uses, institutional needs (parks, schools and religious facilities), and large parcels for community

shopping centers and large-site industrial uses. The relatively flat, undeveloped sites also are well-suited to efficient and effective master planning. Because these study areas have direct access to existing or planned streets, and can be readily provided with sanitary sewer, water and storm drainage facilities at relatively low costs, these areas will also provide relatively affordable housing opportunities.

Finally, several parcels in the Southeast Study Area, and one parcel in the East Study Area, are owned by the Chehalem Park and Recreation District or Newberg School District, and therefore will directly meet a portion of the City's long-term institutional land need. Therefore, the social consequences of including the 2007 URA Expansion are positive.

In contrast, exception areas in the North, Northeast, East, South, Southwest, and Northwest Study Areas cannot be economically provided with basic public facilities in the short- to intermediate-term. Exception areas in the North, Northeast and East Study Areas are constrained by the lack of a high elevation water reservoir. Exception areas that are not included within the 2007 URA in the Southeast and Southwest Study Areas will also be expensive to serve, because they are highly parcelized, highly developed, and would require a new sewer treatment plant or multiple sanitary sewer pump stations. For these reasons, these study areas are less suitable in the short- to intermediate-term for meeting social (i.e., housing, employment and institutional) needs of Newberg's citizens, and therefore their inclusion would have less positive social consequence.

In addition, there would be severe negative social consequences of extending urban development into areas of already subdivided and built rural residential housing in the Northeast, Southeast, and Southwest areas. These areas provide needed housing for those desiring acreage homesites, and have been developed with the expectations that these neighborhoods would continue near current densities. Imposing urban densities in what would be a piecemeal fashion in these neighborhoods would disrupt established communities.

Environmental Consequences

For comparative analysis, the City considered the ESEE consequences of including each of the six URA Study Areas. Environmental consequences address potential impacts on inventoried natural features (riparian corridors and wetlands) both within and adjacent to URAs, as shown on Map 6, Urban Reserve Study Area Water Features. In general, the closer that urban development comes to a protected water feature, the greater the likelihood of conflict.

To address Statewide Planning Goal 5 (Natural Resources, Scenic and Historic Resources, and Open Spaces), Goal 7 (Areas Subject to Natural Hazards) and Goal 14 Boundary Location Factor 3 (economic, social, environmental and energy consequences), wetlands, stream corridors, floodplains, and wildlife habitat (for special status species) were inventoried within each Urban Reserve Study Area. Land with protected water features is not considered to be available to meet housing or employment needs (Map 5.)

However, stream corridors are located in all study areas and URAs have been added in all Study Areas. Therefore, there appears to be little difference in environmental impacts

among potential Study Areas. The greatest impact will be on riparian corridors located in the Southeast Study Area. By avoiding riparian corridors in the Southwest Study Area, further impacts to this Goal 5 resource are reduced.

In all cases, environmental impacts from urban development will be minimized because the City is committed to providing vegetative buffers along Springbrook and Chehalem Creeks and associated wetlands.

Energy Consequences

Energy consequences consider travel distances to the urban center, solar orientation and energy costs related to the provision of public facilities (especially sewer and water). Growing from the center out avoids a linear development pattern. Since all of the URA expansion areas about the Newberg UGB, there are no significant differences in travel distance to the City Center.

All Study Areas have southern exposure, which typically provides greater opportunities for passive and active solar energy usage. However, the Northwest, North and East Study Areas all have south-facing slopes, which are especially conducive to solar access.

As noted in the *Newberg Urban Reserve Area Public Facilities Cost Analysis*, the Southwest Study Area would require multiple sanitary sewer pump stations, which consume more energy than gravity flow sewer. In exception areas in the North, Northeast and East Study Areas, water would also need to be pumped to a new, higher elevation water reservoir to serve higher elevation areas. In contrast, most of the 2007 URA expansion can be served with gravity flow sewer and the existing water storage system. The Northwest Study Area has direct access to Chehalem Drive, an arterial street connecting directly to the City Center. The East and Southeast Areas will benefit from the preliminary work that has been done for transportation planning, including extensive pedestrian and bike paths, connections to 99W and improvements to the rural street network as have been recommended through the preliminary outreach and studies for the Southeast Land Use and Transportation Plan Study Area. For these reasons, the energy consequences of including the 2007 URA expansion areas are relatively positive when compared with areas that require energy-inefficient sanitary sewer and water pump stations.

Where possible, residential land uses can be clustered around schools, parks, shopping centers, or other uses to provide opportunities for walking or biking and reduce needs for fossil fuels in travel. One major recommendation of the Ad Hoc Committee was to create a complete community in areas southeast of the bypass with shopping, parks, and schools. The Southeast Land Use and Transportation Plan Study Area will be master planned with this in mind, and will include shopping sites, school sites, park sites, and walking trails. Development of such a complete community is made possible only by including all the proposed southeast URA areas in the 2007 URA.

By including the Chehalem Drive URA expansion area, Newberg will have an opportunity to meet high and medium density residential uses near the Chehalem Valley Middle School/Crater Elementary/ Senior Center/Darnell Wright Sports complex. This will reduce travel times and energy use for children and others using these facilities.

The South URA expansion area is Newberg's closest access point to I-5. This area is ideally suited for industrial uses, as shipping distances are the shortest to major market areas. By designating the South as industrial reserve, Newberg will help minimize energy use.

ESEE Summary

The City and County decision to draw the 2007 URA uses farm land only where necessary to meet the needs of targeted industries, community shopping centers, schools, parks and complete communities. Overall, the adverse economic impacts resulting from reduction in farm land are outweighed by the economic and social benefits resulting from urban development. The adverse economic impacts to the community as a whole would be much greater if urban services were extended further than proposed to (a) high elevation exception areas in the North, Northeast and East Study Areas, or (b) low elevation and highly developed exception areas in the South and Southwest Study Areas. Overall, the 2007 URA has positive ESEE consequences when compared with greater extension of the URA into rural exception areas that would be extremely costly to serve and which, in many cases, would do little to meet long-term growth needs.

Goal 14 Boundary Location Factor 4 – Compatibility with Resource Land

Goal 14 Boundary Location Factor 4 focuses on reducing conflicts between urban development and rural resource (farm and forest) activities at the edge of the boundary:

(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the [URA].

The term “compatible” does not require that there be no interference with, or adverse impact of any kind on, adjacent uses, but rather that the uses be reasonably able to coexist. The 2007 URA includes both exception and resource lands. The boundaries of the URA are designed to minimize conflicts between future urban development and continued farm and forest operations.

- **North Study Area:** The North Hills URA is bounded almost entirely by exception areas. There are two very small areas on the north side of Bell Road that are agriculturally zoned. Bell Road serves as an excellent separation between the urban reserve and farm areas.
- **Northeast Study Area:** The urban reserve boundary to the northeast (Springbrook Road North and Putnam Road subareas) is defined by existing rural residential areas that are highly parcelized and developed. Intervening exception areas will continue to provide an effective buffer from agricultural and forest land further to the northeast.

The Benjamin Road URA has a limited border with resource land to the east. However, resource land to the northeast is separated from the urban reserve boundary by an inclusion of low value Class VI agricultural soil as shown on Map 3.²¹ This ridgeline forms an effective buffer from Class III-IV agricultural land to the east.

Since most of the 2007 Newberg UGB is surrounded by Class II and III soils (except for the East Study Area below), the Benjamin Road resource area is higher priority for inclusion within the URA than most other resource areas.

- **East Study Area:** The urban reserve boundary to the east incorporates agricultural land that is sandwiched between the 2007 UGB and a large, rural residential exception area to the east. Corral Creek Road and Renne Road define the eastern boundary of the URA in this area, and effectively buffer a small area of farmland at the southeastern border of the 2007 URA. Wilsonville Road provides an effective buffer from a large, contiguous block of farm land to the southeast of the urban reserve boundary.

As shown on Map 3, the East Study area also has large inclusions of Class III-VI soils,

²¹ The County and State have approved residential and commercial development of this property through Measure 37. Given the relatively poor agricultural soils on the property and the fact that development will occur on the property, the City and County reasoned that it is preferable – from a land use efficiency standpoint – to have this area develop at urban, rather than rural densities.

which are higher priority for inclusion within the URA than Class I-II soils.

- Southeast Study Area: The South URA is bounded on the west by Hess Creek, on the north by the UGB, and on the east by Springbrook Creek and rural exception areas. These make excellent borders between the proposed industrial uses and other uses. By including the bulk of this South Area in the URA, conflicts with future farm uses will be minimized. The only border with agricultural land will be on the south side. The edge of the URA generally follows a ridge line that slopes down to the Willamette River floodplain, providing a good natural separation between uses.

The Wilsonville Road SE area contains a knoll. This knoll is generally the boundary between the existing exception areas to the west and the farmland to the east. This knoll is used as a boundary for the URA.

- Northwest Study Area: The urban reserve boundary to the west is defined by Cullen and Roedel roads, which buffer agricultural land to the west. Two small exception areas have been included south of Old Yamhill Road. Those areas are buffered by other exception areas from agricultural land much further to the west.

Soil Type and Agricultural Productivity Adjacent to 2007 Urban Reserve Boundary

This analysis of agricultural impacts identifies the types of soil adjacent to or "near" (within 400 feet of) the 2007 URA and describes crops typically grown on these soil types as shown in the *Soil Survey of Yamhill County Area* (US Department of Agriculture, 1974). Existing agricultural uses on farm land adjacent to or within 400 feet of the 2007 URA include grazing and hay production, orchards, grains, berries and vegetable crops.

As explained in the discussion of soil capability below, all of the lands adjacent to expansion areas contain some soil types suitable for grass, pasture, and cereal grains. Some Class I-III soils are additionally suitable for vegetables, hops and berries; however, the Class III soils must be irrigated to grow these crops.

- **Amity Silt Loam (Am – Class II)**. This soil has moderately slow permeability. Roots can penetrate to a depth of more than 60 inches. The available water capacity is 11 to 13 inches. Tilt is good, but cultivation is restricted by a high water table during winter and early in spring. Surface runoff is slow, and during heavy rains this soil is slightly susceptible to sheet erosion. Fertility is moderate. Most of the acreage is cultivated. Vegetables, small grain, grass seed, hay, and pasture plants are the important crops. Capability unit IIw-2. **Amity Silt Loam is found adjacent to or near the Northwest Expansion Area.**
- **Chehalis Silty Clay Loam, overflow 0 to 3, percent slopes (Ck - Class II)**.-This soil has a profile similar to that of Chehalis silty clay loam. It is subject to periods of overflow of short duration each winter. Included with this soil in mapping are shallow, meandering overflow channels. This soil is suited to a wide range of crops, but only crops that produce a good winter cover give protection during periods of overflow. Capability unit IIw-1. **Chehalis Silty Clay Loam is found adjacent to or near the Southeast Expansion Area.**

- **Cove Silty Clay Loam, thick surface, 0 to 2 percent slopes (Cs – Class III).** The profile of this soil is similar to that of Cove silty clay loam, except that the depth to clay ranges from 16 to 24 inches. Texture in the surface layer ranges from silty clay loam to silty clay. Available water capacity is 6 to 7.5 inches, and the fertility is moderately low. Hay and pasture plants are the principal crops, but spring grain and vegetable crops are also grown. Capability unit IIIw-2. **Cove Silty Clay Loam is found adjacent to or near the Northwest Expansion Area.**
- **Laurelwood Silt Loam, 3 to 12 percent slopes (LuC - Class III).** This soil is on the long, broad ridgetops of the Chehalem Mountains. This soil has moderate permeability. Roots can penetrate to a depth of more than 40 inches. Tilt is good, and the soil can be cultivated throughout the year, except during stormy periods in winter and spring. Most of the acreage is cultivated. Orchard fruit, berries, grain, hay, and pasture plants are important crops. Fertility is moderate. Capability unit IIIe-2. **Laurelwood Silt Loam is found adjacent to or near the Southeast Expansion Area.**
- **Shale Rock Land (SH – Class VI)** is 50 to 75 percent rock outcrops. The rest is well-drained soils that are too variable to identify and map separately. The soils are less than 20 inches deep over siltstone, sandstone, and shale. They are strongly sloping to very steep. In areas that are not cultivated, the vegetation is oak, poison-oak, grasses, and some Douglas-fir. Less than a third of the acreage is cultivated. Hay and pasture plants are the principal crops. Small grain can be grown where slopes are favorable and rock outcrops are of limited extent. Uncultivated areas are in natural oak-grass and pasture. Capability unit VIe-4. **Shale Rock Land is found adjacent to or near the North Hills Expansion Area.**
- **Stony Land (SL – Class VI)** consists of well-drained soils that are shallow and very shallow over igneous rock (fig. 10). These soils are too variable to map separately. They are less than 20 inches deep over hard basalt rock and are commonly very stony. They are on gently sloping hilltops and very steep sides of drainageways. The vegetation is grasses, poison-oak, oak, and Douglas-fir. Stony land is too shallow and stony to be cultivated. Pasture is the principal use. Capability unit VI s-1. **Stony Land is found adjacent to or near the North Hills and Southeast Expansion Areas.**
- **Terrace Escarpments (Te – Class VI)** are along small streams that have cut deeply into the Willamette Valley terraces, and where the terraces meet the bottom lands and flood plains along the major streams and rivers. The short, smooth slopes range from 20 to 40 percent. The soil material is silty and sandy and is stratified. It is too variable to be classified as a soil series. This land is well suited to wildlife use. It is poorly suited to homesites because of the unstable soil conditions. Capability unit VIe-1. **Terrace Escarpments are found adjacent to or near the Northwest and Southeast Expansion Areas.**
- **Wapato Silty Clay Loam, 0 to 3 percent slopes (Wc – Class III).** This soil is in low-lying areas along streams. It has smooth topography and is subject to short periods of overflow and ponding. Most of the acreage has been cleared for cultivation. Small grain, hay, and pasture plants are the principal crops. Corn, other late-planted vegetable crops, and grass and legumes for seed are also important. Drainage either by open ditches or tile is needed in order to lower the water table in spring. Because of the low-lying position of the soil, drainage outlets are often difficult to establish. Capability unit IIIw-5. **Wapato Silty Clay Loam is found adjacent to or near the Northwest Expansion Area.**
- **Willakenzie Silty Clay Loam, 20 to 30 percent slopes (WeE – Class IV).** This soil contains scattered basalt stones that rolled down from higher areas. Runoff is medium, and the erosion hazard is severe. The main crops are orchard fruit, small grain, hay, and pasture plants.

Stripcropping, terraces, diversions, and other intensive management practices are required. Oak-grassland pasture is the principal use in uncleared areas. Douglas-fir also is grown. Capability unit IVe -2. **Willakenzie Silty Clay Loam is found adjacent to or near the North Hills Expansion Area.**

- **Willakenzie Silty Clay Loam, moderately shallow, 7 to 20 percent slopes (WkD – Class IV).** This soil has a profile similar to that of Willakenzie silty clay loam, moderately shallow, 2 to 7 percent slopes, except that the rooting depth is 20 to 30 inches. Included in mapping are stony areas. The available water capacity is 3 to 5 inches. Surface runoff is slow to medium, and the erosion hazard is severe in unprotected areas during rainy periods. Small grain, hay, and pasture plants are the principal crops. Uncultivated areas are in oak-grassland pasture. A few prime orchards are in production. Capability unit IVe -1. **Willakenzie Silty Clay Loam is found adjacent to or near the North Hills Expansion Area.**
- **Willamette Silt Loam, 0 to 3 percent slopes (WIA-Class I).** Included with this soil in mapping are more steeply sloping Willamette soils . These include areas are less than an acre in size and occupy less than 5 percent of the total acreage. Surface runoff is slow, and unprotected areas are slightly susceptible to sheet erosion during heavy rains. Fertility is high. Most of the acreage is cultivated. Orchard fruit, vegetables, berries, alfalfa, and small grain are the most important crops. Capability unit I. **Willamette Silt Loam is found adjacent to or near the North Hills Expansion Area.**
- **Willamette Silt Loam, 12 to 20 percent slopes (WID-Class III).** This soil is along the large, deep draws. It has a profile similar to that of Willamette silt loam, 0 to 3 percent slopes, but it has short, moderately steep slopes. Runoff is medium, and erosion is a moderate hazard in unprotected areas during rainy periods. Orchards, alfalfa, small grain, legumes for seed, hay, and pasture plants are the most important crops. Berries and vegetable crops also are grown, but management is more difficult than on less steep Willamette soils. Capability unit IIIe-1. **Willamette Silt Loam is found adjacent to or near the North Hills Expansion Area.**
- **Woodburn Silt Loam, 0 to 7 percent slopes (WuB – Class II)** This is the most extensive soil on the Willamette Valley terraces. Slopes are dominantly 0 to 3 percent. Most of the acreage is cultivated. Small grain and legume seed are the most important crops. Orchard trees, vegetable crops, berries, alfalfa, and hay and pasture plants are also grown. Capability unit IIw-6. **Woodburn Silt Loam (WuB) is found adjacent to or near the Northwest and Southeast Expansion Areas.**
- **Woodburn Silt Loam, 7 to 12 percent slopes (WuC – Class II)** This soil is similar to Woodburn silt loam, 0 to 7 percent slopes, except that it has short, strong slopes on sides of drainage-ways. Runoff is slow to medium, and erosion is a slight to moderate hazard in unprotected areas during rainy periods. Crops grown are similar to those grown on the more nearly level Woodburn soils. Intensive drainage is required to control seepage from adjacent soils. Capability unit IIe-4. **Woodburn Silt Loam (WuC) is found adjacent to or near the Northwest, Southeast, and North Hills Expansion Areas.**
- **Woodburn Silt Loam, 7 to 12 percent slopes (WuD – Class III)** This soil is along the large, deep draws. Runoff is medium, and erosion is a moderate hazard in unprotected areas during rainy periods. The soil has seep spots and "wet-weather springs" that require intensive drainage. Crops grown are similar to those grown on the more nearly level Woodburn soils. Intensive drainage is required to control seepage from adjacent soils. Capability unit IIIe-5. **Woodburn Silt Loam (WuD) is found adjacent to or near the Southeast and Northwest Expansion Areas.**

Potential Conflicting Uses

Table II-9 on the following page identifies the agricultural soil classifications,²² associated agricultural activities adjacent to or near (within 400 feet) the 2007 URA, and probable urban land uses near the urban reserve boundary in that area. Urban impacts in most areas will be minimized by existing buffers (roads, streams, escarpments, intervening exception areas) that separate the probable urban use from adjacent or nearby agricultural activities.

Residential uses create potential for conflicts with agricultural practices due to vandalism, roaming pets, and residents' sensitivity to dust, odors and chemicals commonly used in agriculture. In contrast, industrial uses, such as those proposed for the South Industrial Area, typically have fewer conflicts with nearby agricultural practices. Commercial and most institutional uses have moderate conflicts with agriculture, when compared with industrial or residential uses.

²² The following description of agricultural soil classifications is summarized from the *Soil Survey of Yamhill County*:

- *Class I soils have few limitations that restrict their use.*
- *Class II soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices.*
- *Class III soils have severe limitations that reduce the choice of plants, require special conservation practices, or both.*
- *Class IV soils have very severe limitations that reduce the choice of plants, require very careful management, or both.*
- *Class V soils are not likely to erode but have other limitations, impractical to remove, that limit their use largely to pasture or range, woodland, or wildlife habitat. (None in the Yamhill Area.)*
- *Class VI soils have severe limitations that make them generally unsuited to cultivation and limit their use largely to pasture or range, woodland, or wildlife habitat.*
- *Class VII soils have very severe limitations that make them unsuited to cultivation and that restrict their use largely to pasture or range, woodland, or wildlife habitat.*

Table II-9: Soil Types Adjacent or Near Expansion Areas

Soil Type Name	Map Symbol	Slope	High Value Farmland	Soil Class	UR Boundary Segment	Adjacent Land Use
Amity Silt Loam	Am	0-2%	Yes	II	Southeast Northwest	Residential Industrial Institutional
Chehalis silty clay loam	Ck	0-3%	Yes	II	Southeast	Residential Industrial
Cove Silty Clay Loam	Cs	0-2%	No	IV	Northwest	Residential Institutional
Laurelwood Silty Loam	LuC	3-12%	Yes	III	Southeast	Residential Industrial
Shale Rock Land	SH	NA	No	VI	North	Residential Institutional
Stony Land	SL	NA	No	VI	North Southeast	Residential Institutional Industrial
Terrace Escarpment	Te	20-40%	No	VI	North Southeast	Residential Institutional Industrial
Wapato silty clay loam	Wc	0-3%	No	III	Northwest	Residential Institutional
Willakenzie Silty Clay Loam	WeE	20-30%	Yes	IV	North	Residential Institutional
Willakenzie Silty Clay Loam	WkD	7-20%	Yes	IV	North	Residential Institutional
Willamette Silt Loam	WID	12-20%	Yes	III	North	Residential Institutional
Willamette Silt Loam	WIA	0-3%	Yes	I	North Southeast	Residential Institutional Industrial
Woodburn Silt Loam	WuB	0-7%	Yes	II	Northwest Southeast	Residential Institutional Industrial
Woodburn Silt Loam	WuC	7-12%	Yes	II	North Northwest Southeast	Residential Institutional Industrial
Woodburn Silt Loam	WuD	12-20%	Yes	II	North Northwest Southeast	Residential Institutional Industrial

Conclusion: The 2007 URA has been drawn to minimize impacts of farming activities related to pasture and the growing of cereal grains on lower quality soils, and vegetables, hops, orchards and berries on higher quality soils. In most areas, the URA is separated from nearby agricultural lands by existing rural residential exception areas (North, Northeast, East, Southeast and Southwest Study Areas). The remaining urban reserve boundary is separated from agricultural land by existing roads (North, East and Northwest), stream corridors or knolls (Southeast, Northwest), or steeply-sloped areas (Northeast).

LOCATIONAL CONCLUSION: THERE ARE NO REASONABLE ALTERNATIVES THAT WILL REQUIRE LESS, OR HAVE LESS EFFECT UPON, RESOURCE LAND.

The Part II locational analysis demonstrates that high priority exception areas have been included within the 2007 URA from all six URA study areas. Moreover, the City has demonstrated that all high priority exception areas that can reasonably be provided with urban services have been included within the 2007 URA.

Lower priority agricultural lands have also been included in Northwest, Northeast, East and Southeast Study Areas in accordance with the priorities established by statute. Lands with lower soil capability class have been included prior to lands with higher classes. These will help meet large-site land needs for targeted industries, community shopping centers, schools, parks and complete neighborhoods. Large-site needs cannot, by definition, be met in highly-parcelized and developed exception areas.

Finally, the boundary of the 2007 URA has been carefully drawn to minimize conflicts with nearby agricultural activities. Most of the 2007 URA is separated from nearby resource land by intervening rural exception areas. The remaining portions of the 2007 are buffered by existing roads, stream corridors and escarpments.

In conclusion, there are no reasonable alternatives that will require less, or have less effect upon, resource land.

Part III: Compliance with Yamhill County and Newberg Comprehensive Plans

INTRODUCTION

This section identifies applicable policies from the Yamhill County and *Newberg Comprehensive Plans* and explains why the 2007 URA amendment package complies with these policies.

YAMHILL COUNTY COMPREHENSIVE PLAN

Yamhill County adopted the Newberg urban reserve area (URA) amendments over 10 years ago. In 1995, the City of Newberg coordinated with Yamhill County in the adoption of URAs adjacent to the 20-year Newberg Urban Growth Boundary (UGB). The purpose of the URA designation was to accommodate planned urban development through the Year 2020. At the time of adoption, Yamhill County determined that each of the Newberg URAs complied with applicable Yamhill County Comprehensive Plan policies and applicable Statewide Planning Goals and administrative rules.

ORS 197.298 recognizes that URAs are the *first priority* for meeting a city's demonstrated urban growth needs. In 2005, the City of Newberg amended its comprehensive plan to identify its urban growth needs through the year 2040. This amendment was not challenged and has therefore been acknowledged by the LCDC. Adopted *Newberg Comprehensive Plan* goals and policies address the growth management policy issues found in the Yamhill Comprehensive Plan quoted below.

The Northwest Newberg 2006 UGB expansion included land necessary to meet a portion of 2025 urban growth needs. The 2007 URA includes sufficient land to nearly meet Year 2040 urban growth needs.

Section I. URBAN GROWTH AND CHANGE AND ECONOMIC DEVELOPMENT

A. Urban Area Development

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.

APPLICABLE 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 with each city which outlines a growth management plan for unincorporated areas within the boundary and the means by which the boundary can be modified.*
- 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)*

GOAL STATEMENT 2. To encourage the containment of urban services and facilities and other public capital improvements within existing urbanizing areas in order to achieve an orderly pattern of urban growth.

APPLICABLE POLICIES

- A. Yamhill County will continue to seek full cooperation and coordination among the cities, the school districts, other special-purpose districts of the county and the county itself in jointly planning and programming all land use, urban services and facilities and other public improvements having an impact on the rate and direction of urban growth.*
- B. Yamhill County will seek to establish a general commitment by all providers of urban services that no subdivision of lands in designated urban areas on the Plan Map will be permitted without the provision of urban services commensurate with the location, nature and scale of the proposed development, recognizing the overall capital program for community services and the ultimate net cost to the community of the services to be provided.*
- C. Yamhill County will coordinate with the cities to ensure that rural residential development contiguous with urban growth boundaries does not restrict long-term options for urban expansion.*

B. Rural Area Development

GOAL STATEMENT 1. To provide an adequate amount of land, development areas and sites to accommodate those uses which are customarily found in rural areas or require or are better suited to rural locations, without compromising the basic goal relating to urban containment and orderly urban development. (66)

APPLICABLE POLICIES

- E. Proposed rural development within acknowledged urban growth boundaries or designated urban reserve areas shall be reviewed by the affected city to ensure that long-term options for development to urban densities with full urban services are protected. (Ord 596)***

Findings: In 1995, the City of Newberg and Yamhill County cooperatively established a URA for the year 2020. The 1995 Newberg URA has proven useful in identifying and protecting land for future urban development. However, there are only 298 buildable acres remaining in the 1995 URA and additional land is needed so that Newberg and special purpose districts can plan for the efficient provision of public facilities and services for land that eventually will be included within the Newberg UGB.

Newberg has worked closely with Yamhill County and affected special purpose districts (schools and parks) to ensure that sufficient land is available and serviceable over time to meet Year 2040 urban growth and livability needs.

D. City Growth and Development

APPLICABLE POLICIES

- A. All urban growth boundaries in the county will be delineated as shown on the plan map and no extension of urban land uses or city water and sewer services beyond the designated urban growth boundaries will be undertaken without concurrent amendments to both the respective city and county comprehensive plans.***
- B. Yamhill County will encourage major land uses or functional areas and domestic water supply and sanitary sewer service areas in the cities to develop progressively outward and to be extended on a staged basis until they become coextensive with and fully service the designated urban area.***
- F. An Urban Reserve Area is designated for the City of Newberg as shown on the Comprehensive Plan Map. The URA identifies high-priority land to include within the City of Newberg UGB on a phased basis to meet urban growth needs to the year 2030. Interim rural development with the designated Urban Reserve Area shall be regulated and reviewed as outlined in the City of Newberg/Yamhill County Urban Growth Management Agreement to ensure that long term opportunities for urban development are protected. (Ord. 596)***

Findings: By identifying future growth areas in advance, the City and County can work together to ensure that water and sanitary sewer services are extended on a staged basis as land is included within the Newberg UGB. (Note: an amendment to the Yamhill County Comprehensive Plan Policy F noted above is proposed to update the year noted).

F. Economic Development

- GOAL STATEMENT 1. To maintain a rate and pattern of economic growth sufficient to prevent recurring high levels of unemployment and under-employment in the county, balance the real property tax base of the various cities, and strengthen local economic bases.***

APPLICABLE POLICIES

- A. Yamhill County will, in cooperation with the cities, the local chambers of commerce and affiliated industrial promotion groups, and State agencies concerned with State and regional economic development, encourage a diversified employment base, the strengthening of trade centers, and the attraction of both capital and labor intensive enterprises, consistent with the needs of each community and the county as a whole.***

- B. Yamhill County will encourage economic development projects which do not conflict with the predominant timber and agricultural character of the county.***

Findings: A major reason for adoption of the 2007 URA is to reserve large sites specifically for needed park, school and employment sites, consistent with the adopted and acknowledged *Newberg Comprehensive Plan*. The Urban Reserve will be a major factor in promoting economic development in the Newberg Area.

Section II. THE LAND AND THE WATER

A. Agricultural Lands

Goal Statement 1. To conserve Yamhill County's Farm lands for the production of crops and livestock and to ensure that the conversion of Farm land to urban use where necessary and appropriate occurs in an orderly and economical manner.

Findings

The Urban Reserve Rule requires a balance between competing land needs of agriculture and forestry on the one hand, and future urban growth on the other. The rule authorizes cities and counties to plan for 30-50 year growth needs. Newberg has looked first to rural exception areas, and secondarily to agricultural lands to meet Year 2040 urban land needs. ORS 197.298 defines land within URAs as the "highest priority" for expanding urban growth boundaries to meet 20-year land needs. Newberg has determined that it is necessary to convert some farm land to urban uses. As documented in Part II of this report, Newberg has taken steps to ensure that conversion of farm land will occur in an orderly and economical manner.

Section III. Transportation, Communications and Public Utilities

A. Transportation

GOAL STATEMENT 1. To provide and encourage an efficient, safe, convenient and economic transportation and communication system, including road, rail, waterways, public transit and air, to serve the needs of existing and projected urban and rural development within the county, as well as to accommodate the regional movement of people and goods and the transfer of energy, recognizing the economic, social and energy impacts of the various modes of transportation.

APPLICABLE POLICIES

- E. Yamhill County will cooperate with and support the State Highway Division, the Mid-Willamette Valley Council of Governments, and any other county or regional transportation agency in an effort to establish a viable and productive regional transportation planning process and operations system geared to identifying,***

prioritizing and resolving both present and future transportation needs, with special reference to our county and regional network.

2. SPECIFIC POLICIES FOR THE NEWBERG-DUNDEE BYPASS

The functions of the Newberg-Dundee Bypass are to accommodate and divert longer-distance through trips around the Newberg-Dundee urban area and to serve regional trips going to and from Newberg or Dundee (i.e., those trips with either an origin or destination outside of the Newberg-Dundee urban area). The function of the planned intermediate interchanges is to provide access between Newberg or Dundee and other regions (e.g., McMinnville, Portland or the coast). It is not the function of the interchanges to provide for or attract regional commercial or highway commercial development in the vicinity of the interchanges. In general, needs for commercial development should be accommodated in areas currently planned for commercial development within Newberg and Dundee. Plan amendments and zone changes shall be consistent with the function of the bypass and interchanges as set forth in this policy.

b. Yamhill County will apply an Interchange Overlay District to unincorporated county lands that are within approximately ¼ to ½ mile of the interchange ramps to protect agricultural and rural lands from development pressures that could result from improved proximity, visibility, accessibility and faster travel times associated with the interchanges to the Newberg-Dundee Bypass.

c. Yamhill County will retain existing zoning within the Interchange Overlay District and discourage expansion of urban growth boundaries toward the interchanges to support continued rural use of lands surrounding the interchanges and to protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips.

Yamhill County Zoning Ordinance § 908.01

Purpose

The purpose of the Interchange Overlay District is to:

A. Protect the planned function and capacity of the Newberg-Dundee Bypass by prohibiting direct Private access to the Bypass and controlling access and managing land uses in the vicinity of the interchanges. The primary function of Expressways is to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide for long distance intra-urban travel in metropolitan areas.

B. Protect land designated for agricultural and rural development (e.g. exception areas) on the Yamhill County Comprehensive Plan from development pressures that could result from improved proximity, visibility, accessibility, and faster travel times associated with the four interchanges to the Bypass.

C. Support continued rural use of lands surrounding the interchanges and protect the planned function and capacity of the Bypass and interchanges to serve primarily longer-distance through trips by retaining: existing zoning within the Interchange Overlay District and discouraging expansion of urban growth boundaries (UGBs) toward the interchanges.

D. Assure coordination between Yamhill County and ODOT on Site Design Review, building permit review and access management within the Interchange Overlay District.

E. Provide the opportunity for Yamhill County to impose additional setback requirements or restrict use of the Bypass location corridor to low intensity uses such as agriculture, parking or storage in the interim period before the right-of-way for the Bypass is acquired by ODOT.

ODOT will prepare interchange area management plans for each of the four interchanges in partnership with Yamhill County, the affected cities and property owners. This Interchange Overlay District is intended as an interim land use tool that may be refined, revised or replaced as Interchange Area Management Plans are adopted for each of the four interchanges as required by the OHP and OAR 731-051-0200.

Yamhill County Zoning Ordinance § 908.07 D. In cooperation with the Cities of Dayton, Dundee and Newberg, Yamhill County will not approve expansion of UGBs within the Interchange Overlay District in the interim period before interchange area management plans are adopted for the four interchanges to the Bypass. An exception to this limitation will be allowed for expansion of the Newberg UGB into the Urban Reserve Area C, north of Highway 99W, to accommodate construction of the Crestview Drive in the general location shown on the City of Newberg acknowledged Transportation System Plan and a planned frontage road between the Crestview Drive, and Benjamin Road.

Findings: Newberg has coordinated with ODOT in preparation of land use and transportation plans. Creation of the 1995 Urban Reserve proved to be a very successful method of coordinating land use and transportation planning. In that process, Newberg first adopted the 1995 Urban Reserve. Then, Newberg in conjunction with ODOT created the 2005 Newberg Transportation System Plan, which plans for the ultimate build-out of the 1995 Urban Reserve Area. Finally, in 2006 Newberg expanded the UGB into portions of the 1995 URA.

Creation of the 2007 URA also will provide a very useful and effective tool to coordinate land use and transportation planning. By creating the Urban Reserve as a first step, Newberg can then create land use assumptions that can be the basis for transportation modeling. With this modeling, Newberg can then as a second step make decisions on future Urban Growth Boundary amendments, comprehensive plan map changes, and zone changes that ultimately will affect the transportation network.

For example, upon adoption of the 2007 URA, the City will continue work with the residents of the Southeast Area and in coordination with the County to prepare and adopt a master plan and transportation plan for the Southeast Land Use and Transportation Plan Study Area. Proposals for this area should include arterial and collector street systems, improvement needs and potential funding mechanisms for needed improvements in that plan area.

The City and County have worked very closely with ODOT in developing interchange area management plans for the Newberg-Dundee bypass. Creating the interchange area management plans is an iterative process that requires looking both at transportation and land use. The interchange area management plans have progressed to a point that greater certainty of the proposed land uses is needed in order to complete the plans. Newberg and ODOT have coordinated to update transportation modeling to account for the 2007 URAs. ODOT has done some preliminary modeling based on these assumptions, and is currently evaluating alternative transportation systems that would address future land use needs. Preliminary data outputs

have been favorable in showing that, with proper management steps, future development in the 2007 URA will not have adverse impacts on the future bypass. Designation of urban reserves will be an excellent step in providing land use information to be incorporated into the final interchange plans.

The current proposal, creation of the 2007 URA, is not an urban growth boundary amendment or zone change, and thus is not prohibited by any County policies. Nevertheless, in planning, Newberg has specifically recognized the need to protect the function of the bypass interchanges, especially avoiding commercial development near the interchanges. To achieve this objective, the following steps have been taken:

- (1) The 2007 URA does not include any planned commercial development within the interchange overlay districts. In fact, the plan accounts for *expansion of commercial areas already in the UGB*, in lieu of creating new commercial areas near by the bypass interchanges. By doing so, some industrial land inside the UGB will need to be relocated.
- (2) Proximity to a bypass interchange has not been a factor in making any evaluation of site suitability for industrial use. Proximity to the existing transportation facilities, such as the existing Highway 219, has appropriately been a factor.
- (3) Agricultural land has been considered *last* for inclusion in the 2007 URA.
- (4) Land use and transportation planning have been closely coordinated with ODOT.

Creation of a URA is not extension of a UGB, but it does make that land first priority for inclusion in the UGB. In order to create Urban Reserves based on the requirements of the Urban Reserve Rule, Newberg is compelled to create the 2007 URA in areas near both the East Newberg and OR 219 interchanges. Thus, to the extent practical, Yamhill County has discouraged expansion of UGBs in the interchange area, but has been compelled by State law to include land near the interchanges in the 2007 URA.

Section V. ENVIRONMENTAL QUALITY

A. Air, Water and Land Resources Quality

GOAL STATEMENT 1. To conserve and to protect natural resources, including air, water, soil and vegetation and wildlife, from pollution or deterioration which would dangerously alter the ecological balance, be detrimental to human health, or compromise the beauty and tranquility of the natural environment.

GOAL STATEMENT 2. To preserve and enhance the charm and amenity values of the county, while accommodating change, through ensuring harmony between urban development and the natural environment, at the same time cultivating more attractive urban environments in which to live, work and play.

APPLICABLE POLICIES:

- A. Yamhill County will, in cooperation with the cities, work to establish high standards for urban development and redevelopment, initiate incentives and regulatory programs to achieve such standards and seek abatement of the aesthetic degradation of the environment resulting from conflicting land uses and blighted neighborhoods, indiscriminate waste disposal, offensive outdoor storage and advertising, and the lack of adequate natural and landscaped open space.***

Findings: The *Newberg Comprehensive Plan* includes policies that address air, water and land resources quality as development occurs within the Newberg UGB. LCDC has acknowledged these policies as adequate to address state and federal environmental standards. Map 5, Water Features, inventories and maps significant riparian corridors and wetlands within six Study Areas that surround the 2007 UGB. These areas will be protected by the City of Newberg when this land is included within the UGB, annexed and developed in accordance with City standards.

Yamhill County Comprehensive Plan Conclusion

The proposed 2007 URA expansion meets all applicable Yamhill County Comprehensive Plan goals and policies.

NEWBERG COMPREHENSIVE PLAN

As discussed in the "Urban Reserve Area Justification" section, the primary need basis for the 2007 URA is City Ordinance No. 2005-2626, which amended the *Newberg Comprehensive Plan* (the Plan) by updating the population projection and land needs assessment through the Year 2040. The land needs assessment demonstrated that additional land is needed to meet long-term urban growth needs.

Thus, the need for the 2007 URA amendments is demonstrated in the Comprehensive Plan itself. The following findings address applicable policies that help define the location of the 2007 URA amendments. Each applicable Newberg policy is quoted in italics, and is followed by findings demonstrating that the policy has been met by amending the URA in the location shown in the 2007 URA amendments.

A. Citizen Involvement

GOAL: *To maintain a Citizen Involvement Program that offers citizens the opportunity for involvement in all phases of the planning process.*

Findings: The 2007 URA is the result of scores of public workshops and public hearings held by the Ad Hoc Committee for Newberg's future, the Newberg Urban Area Management Committee (NUAMC), the Newberg City Council and the Yamhill County Board of Commissioners, beginning in 2004 and culminating in adoption by both the City and the County in 2008. In 2006, City staff held a series of neighborhood outreach meetings prior to making formal recommendations regarding the location of the Newberg 2007 URA. The steps leading to adoption are described in more detail in the "Urban Reserve Area Justification" section.

B. Land Use Planning

Applicable Policy

B.2. *The Comprehensive Plan and implementing ordinances shall be reviewed continually and revised as needed. Major reviews shall be conducted during the State periodic review process.*

Findings: The 2007 URA amendments implement *Newberg Comprehensive Plan* amendments adopted in 2005 and 2006 and therefore are needed revisions to the Comprehensive Plan that have occurred outside the State periodic review process.

C. Agricultural Lands

Applicable Policies

C.1. The conversion of urbanizable land from agricultural to urban land uses shall be orderly and efficient.

C.2. Agriculture is a part of our heritage, uniqueness, culture and future. Inclusion of lands in agricultural use within the Urban Growth Boundary is recognition of a commitment to future urbanization, as such lands are necessary to meet long-range population and economic needs, based on criteria outlined in the statewide Urbanization Goal. Urbanization of agricultural land shall be carefully considered and balanced with the needs of the community as a whole.

Findings: The URA designation does not convert agricultural land to urban use. This occurs when land is added to the UGB and annexed to the City.

By starting with the remaining 298 buildable acres within the 1995 URA, then adding the adjacent rural residential exception areas that can be efficiently provided with urban services, the 2007 URA amendments are “orderly and efficient” within the meaning of Policy C.1. The proposed master planning for the Southeast Land Use and Transportation Plan Study Area and the South Industrial Reserve ensure that urban development will be orderly and efficient at such time as that land is added to the UGB based on 20-year need.

The land included with the 2007 URA amendments has been determined to be necessary to meet Year 2040 urban growth needs. Agricultural land has been included within the 2007 URA as a last resort – only after determining that identified siting requirements of complete communities, large-site industrial, community shopping centers, schools, parks and religious institutional needs could not be met within rural exception areas. Therefore, Policies C.1 and C.2 are met.

E. Air, Land and Water Resources Quality

Policies

E.1. Development shall not exceed the carrying capacity of the air, water or land resource base.

E.2. Development in drainageways shall be limited in order to prevent erosion and protect water quality. Trees provide needed protection from erosion and should be maintained.

Findings: The *Newberg Water Features Inventory*, Winterbrook Planning (2006), identifies natural drainageways and associated riparian vegetation. These “riparian corridors” are not considered to be “buildable land.” The *Newberg Urban Reserve Area Public Services Analysis*, Newberg Public Works Department (2006), demonstrates that adequate public facilities can be provided to support planned development within URA expansion areas.

G. Open Space, Scenic, Natural Historic and Recreational Resources

Policies

G.4.a. Recreational facilities and services shall expand to meet growing recreational demands. In cooperation with Chehalem Park and Recreation District, these demands shall periodically be assessed and plans for programs and facilities shall be revised accordingly.

G.4.b. To ensure that adequate lands shall be available for recreation, areas which are suitable recreational sites due to locational and natural qualities shall be designated as park land on the land use plan map. Other less specific park sites shall also be indicated on the plan.

G.5.e. Recreational facilities shall be located throughout the planning area in order to minimize distances between residential areas and recreational opportunities.

G.5.f. The continued multiple use of public facilities for recreational and other purposes shall be encouraged. In particular, schools and parks shall be located on adjacent sites wherever possible.

G.5.g. Recreational standards for the planning area shall be as follows. These standards shall be considered as desirable guidelines to be achieved whenever possible.

<i>Park Area Standards*</i>			
<i>Classification</i>	<i>**Level of Service (Acres Per 1000 People)</i>	<i>Service Size Range</i>	<i>Area</i>
<i>Neighborhood Parks</i>	<i>2.5</i>	<i>Free standing; -10 acres. Adjacent to an elementary school; 2-5 acres with the school supplying about 6 acres of playground.</i>	<i>1/4-1/2 Mile</i>
<i>Community Parks</i>	<i>5.0-8.0</i>	<i>Free standing; 10-25 acres. Adjacent to junior or senior high school; 8-15 acres with school supplying about 12 acres.</i>	<i>Not more than 1-1/2 miles</i>
<i>City Wide Park</i>	<i>N.A.</i>	<i>25 acre minimum</i>	<i>Entire City</i>
<i>Regional Park</i>	<i>N.A.</i>	<i>180 to 200 acres</i>	<i>Park service area</i>

Source: Chehalem Park & Recreation District

** Park Area Standards as established by the National Recreation and Park Association*

*** Level of Service (L.O.S.) - The National Recreation and Park Association uses the "Level Of Service" to describe the necessary acreage for urban areas considering the following factors:*

- 1. An expression of minimum acceptable facilities for citizens of every community.*
- 2. A guideline to determine land requirements for various kinds of park and recreation facilities.*
- 3. A basis for relating recreational needs to spatial analysis within a community-wide system of parks, recreation areas, and open spaces. (Amended by Ordinance 2005-2616, February 7, 2005)*

G.5.h. Public and private recreational development will be encouraged on sites suitable for the proposed uses.

G.5.i. The City shall cooperate with Chehalem Park and Recreation District to provide recreational opportunities which meet the needs of Newberg and Yamhill County residents as well as any transient and regional population.

G.5.k. The City will cooperate with the Chehalem Park and Recreation District to locate parks and scenic areas which are easily accessible to the City's population and which can be developed to provide recreational opportunities for a variety of age and interest groups.

Findings: The proposed amendments have been coordinated with the Chehalem Park and Recreation District and provide urban reserve lands that will help to meet park needs identified in the polices above. In particular, the 2007 URA includes relatively flat land in the Southeast and Northwest Study Areas that is suitable for meeting community park needs. The need for golf course expansion will be met in the Wilsonville Northeast URA in the Southeast Study Area.

H. The Economy

2. Industrial Areas Policies

- a. *Industrial expansion shall be located and designed to minimize impacts on surrounding land uses.*
- c. *Newberg shall actively pursue the inclusion of large industrial sites within the urban growth boundary.*
- d. *The City shall undertake specific activities to encourage the growth of existing businesses, to encourage a diversity of businesses, and to attract new businesses to the community in industries that will provide local employment opportunities consistent with community needs and goals. (Ordinance 2006-2634, January 3, 2006)*
- e. *Established industrial areas may be extended and new industrial areas designated by plan amendment where development trends warrant such extension or designation. Full urban services will be extended into the area if appropriate, if the extension of land use and services is consistent with all other goals and policies of the plan.*
- f. *Concerted community efforts should be made to see that industrial development expands outward from existing areas rather than occurring in haphazard patterns.*
- g. *The City shall identify land that will provide for expansion of existing businesses and/or attract new businesses and shall reserve that land for future industrial development that is consistent with community needs and goals.*
- h. *Where areas have been planned for large industrial sites, zoning regulations shall be developed and maintained to keep those sites intact. Such sites shall not be further divided except to create planned industrial parks that support a specific industry. (Ordinance 2006-2634, January 3, 2006)*
- i. *Industrial land shall be reserved for industrial uses.*

Findings: As shown on Map 2, the South Industrial Reserve (SIR) is located and designed specifically to meet the Industrial Areas policies quoted above. The SIR includes approximately 200 acres of relatively flat, industrial land that is held in large parcels. The SIR has direct access to Highway 219 (Wilsonville Road), and need not pass through developed residential areas to reach this road. The SIR is close to the Sportsman Airpark and Highway 219, and is separated from nearby agricultural land to the south and east by Springbrook Creek. This SIR is critical to meeting Newberg's future employment needs.

3. Commercial Areas Policies

- b. *Adequate neighborhood commercial areas will be provided to serve localized needs.*
- d. *To maintain the integrity and function of the highway system, new commercial development shall be discouraged along the route of any limited access highway.*

Findings: Preliminary planning for the Southeast Land Use and Transportation Plan Study Area provides for two commercial centers that meet the needs of surrounding “complete neighborhoods.” These centers will have access to arterial or collector streets, but will not rely on Highway 99W or the Bypass for access.

Newberg Economic Opportunities Analysis Policies

- *Identify and maintain adequate industrial land supplies for new businesses as well as expansion of existing businesses. The Report to Newberg City Council: Recommendations for Newberg’s Future is a good step toward increasing this land supply.*
- *Encourage the installation of infrastructure within industrially zoned land to shorten the development of projects.*
- *Construct and maintain the best utility systems possible (e.g. water and sanitary sewer), both from a quality as well as quantity (capacity) standpoint.*
- *Construct and maintain the best surface transportation infrastructure possible (e.g. roads, airpark, and railroad). This infrastructure component is critical to a community’s economic health. Newberg is fortunate to be located along three state highways (99W, 219, and 240) and is only a 20 minute drive to Interstate 5. However, heavy traffic congestion on Highway 99W, a state designated “freight route” and the location of most of Newberg’s commercial properties, serves as a deterrent for existing and potential customers and hinders industrial development. The Newberg/Dundee Bypass will reduce the current highway congestion and may allow the city to significantly improve the economic health of the historic Central Business District.*
- *Develop a quality of life in the community that attracts and retains a diverse, highly-skilled workforce. High-paying jobs usually require a high level of skills. Focus should be placed upon college educated workers in the 25 to 34 age range. As a whole, this population is more innovative, energetic, and productive than other age groups. Moreover, they are likely to begin setting roots, contributing to a community of their choosing, both economically and socially.*

Findings: The 2007 URA addresses these adopted policies by providing suitable sites for industrial and commercial development in areas that have direct access to the arterial and collector street system, and which can readily be provided with urban services. Larger parcels facilitate the design and construction of the type of water and sewer systems desired for industrial development, as well as amenities such as bicycle and pedestrian pathways, urban open space and landscaping, and other community design features likely to attract the target labor force. By planning for complete neighborhoods, Newberg will maintain and enhance the quality of life necessary to attract a diverse and skilled workforce.

I. Housing

GOAL: *To provide for a diversity in the type, density and location of housing within the City to ensure there is an adequate supply of affordable housing units to meet the needs of City residents of various income levels.*

Policies

1. Density Policies

1.1.a. *Density rather than housing type shall be the most important development criteria and shall be used to classify different types of residential areas on the plan.*

1.1.b. Target densities shall be as follows:

<u>Classification</u>	<u>Units Per Gross Acre*</u>
<i>Urban Low Density</i>	<i>4.4</i>
<i>Urban Medium Density</i>	<i>9.0</i>
<i>Urban High Density</i>	<i>16.5</i>

**Includes a 25 percent allowance for streets*

The City shall encourage development to occur at or near those planned densities by providing positive incentives, such as lot size averaging, while maintaining and improving livability.

Findings: The 2007 URA amendments are based on the “target densities” prescribed in Policy I.1.b. These amendments will provide land in the Low, Medium and High Density designations that will help to diversity the City’s type, density and location of needed housing to further the goal of providing affordable housing to existing and future Newberg residents. By reserving land in advance, Newberg can help ensure a continuous 20-year supply of buildable residential land within the UGB.

2. Location Policies

1.2.a. Medium and high density areas should be located for immediate access to collector streets or minor arterials and should not cause traffic to move through low density areas. High density areas should be easily accessible to arterial streets. They should also be located near commercial services and public open spaces.

3. Mix Policies

1.3.f. The City shall ensure that enough land is planned for manufactured homes, particularly in conjunction with transportation corridors.

1.3.m. Within the urban area, land use policies will attempt to provide a broad range of residential uses and encourage innovative development techniques.

Findings: Provision for Year 2040 residential land needs within the 2007 URA will facilitate timely UGB expansion and provision of urban services necessary to meet affordable housing objectives – including options for manufactured homes along major transportation corridors. Specific plan designations will be applied consistent with the above policies as land is included within the UGB.

J. Urban Design

GOAL 1: To maintain and improve the natural beauty and visual character of the City.
Applicable Policies

J.1.2.a. Industrial development should be encouraged to locate in industrial parks offering good access, buffering and landscaping.

J.1.2.c. Where industrial uses abut residential zones or uses, special development standards relating to setbacks, screening, signs, building height and architectural review should be established.

Findings: The South Industrial Reserve (SIR) directly meets these policies by offering good access to Highway 219 and buffering from existing and planned residential areas (Springbrook Creek and Highway 219).

J.1.3.d. Residents of the City should have access to neighborhood commercial facilities, and these uses should conform to the character of the area in which they are located. The Neighborhood Commercial designation and the corresponding C-1 Zone should be allowed only on property with the following characteristics: A distance, measured along public streets, of at least ¼ mile from any other properties designated for commercial use; and A location at an intersection of a local street and either a collector or arterial street.

J.1.7.a. The City shall encourage the use of specific plans to coordinate development and create neighborhood identity. Specific plans are intended to serve as master plans for land development or redevelopment and may be applied to one parcel or multiple parcels. Specific Plans will be used to promote coordinated planning concepts and pedestrian oriented mixed use development.

J.1.7.b. The Zoning Ordinance shall set forth the process and procedure for adoption of and amendments to specific plans. Approval of new specific plans will require Comprehensive Plan Map amendments to apply the SP (Specific Plan) plan district overlay to the affected property. (As amended by Ord. 2379, 4-19-94).

GOAL 2: To develop and maintain the physical context needed to support the livability and unique character of Newberg.

J.2.b Provide for a sense of small, local neighborhoods while also providing for commerce and industry.

J.3.c. Neighborhoods should be designed to promote safety and interaction with neighbors with items such as walking paths and neighborhood parks.

J.2.d. Community commercial centers are preferred to a large, regional shopping center.

J.2.e. Measures should be taken to prevent having areas east and southeast of the proposed bypass isolated from the rest of the City. Substantial development of complete neighborhoods should occur on both sides of the proposed bypass.

Findings: As shown on Map 2, Newberg is a city of planned neighborhoods, anchored by community commercial centers. The *Springbrook District* and ongoing efforts to master plan the Southeast Land Use and Transportation Plan Study Area demonstrate Newberg's ongoing commitment to planning for complete neighborhoods, and thereby meeting livability needs of existing and future Newberg residents and businesses. The purpose of master planning the Southeast Land Use and Transportation Plan Study Area is specifically to meet Urban Policy "J.2.e" by planning for a new complete neighborhood on the east and southeast side of the Newberg-Dundee Bypass. The public participation and land use planning effort incorporated in the master planning of the Southeast Land Use and Transportation Plan Study Area first identified the livability needs that had to be addressed in planning for the Southeast area. Repeatedly, local residents expressed concern that leaving a small part of Newberg east of the Bypass would be divisive, creating a significant problem in terms of providing a complete and livable community.

K. Transportation

GOAL 2: *Establish consistent policies which require concurrent consideration of transportation/land use system impacts.*

Policies

- a. *Transportation improvements shall be used to guide urban development and shall be designed to serve anticipated future needs.*
- b. *The City shall adopt zoning and development overlay regulations to manage land uses and access in the vicinity of Newberg-Dundee Bypass interchanges that are consistent with the primary function of the bypass to serve through traffic and that are consistent with the Oregon Highway Plan. Highway oriented development and retail commercial shall be precluded at proposed access points.*
- c. *As necessary to implement the Transportation System Plan, the City in conjunction with ODOT, shall maintain intersection/interchange management plans and/or corridor plans to establish a framework for managing land uses along major transportation facilities, such as the Newberg-Dundee Bypass.*

Findings: The Ad Hoc Committee on Newberg's Future identified deficiencies in the transportation system should the Southeast area be included in the URA and eventually developed. In response to these identified problems, the City has undertaken public involvement and coordination efforts to master plan the Southeast Land Use and Transportation Plan Study Area. The City is confident that these efforts will result in a viable land use and transportation plan for the Southeast area that will resolve these problems. In addition to on-going coordination efforts with the County, any resulting transportation plans will be coordinated with ODOT.

As noted in Part II, Newberg can avoid placing highway oriented and retail commercial development near the Highway 219 bypass interchange by including this area as the South Industrial Reserve, and placing commercial development elsewhere, such as in the Springbrook District.

The City and County have worked very closely with ODOT in developing interchange area management plans for the Newberg-Dundee bypass. Creating the interchange area management plans is an iterative process that requires looking both at transportation and land use. The interchange area management plans have progressed to a point that greater certainty of the proposed land uses is needed in order to complete the plans. Designation of urban reserves will be an excellent step in providing land use information to be incorporated into the final interchange plans.

GOAL 4: *Minimize the impact of regional traffic on the local transportation system.*

Policies

- K.4.a. *Enhance the efficiency of the existing collector/arterial street system to move local traffic off the regional system. (Ordinance 2005-2619, May 16, 2005)*
- K.4.b. *Provide for alternate routes for regional traffic. (Ordinance 2004-2602, September 20, 2004)*

Findings: Preliminary discussions for the Southeast Land Use and Transportation Plan Study Area recommend providing for a new north-south arterial street and improvements to existing east-west streets (Fernwood and Wilsonville Roads).

K.4.k. For the purposes of compliance with the Transportation Planning Rule, OAR 660-12-0060 and in order to support the goal exception that Yamhill County must take to advance construction of the Bypass, the City of Newberg acknowledges that reliance upon the Bypass as a planned facility to support comprehensive plan amendments, zone changes or UGB expansions is premature.

Accordingly, proposed changes to lands already planned and zoned for urban uses inside the Newberg UGB or annexations or UGB expansions outside of designated Urban Reserve Areas approved as of August 1, 2004 shall be subject to the analysis and mitigation requirements of OAR 660-12-0060. Upon adoption of a Bypass financing plan by the Oregon Transportation Commission, those portions of the Bypass identified to be constructed within the 20-year planning horizon by the financial plan can be considered planned transportation facilities pursuant to OAR 660-12-0060. It is expected that the Oregon Transportation Commission will adopt a financing plan in approximately three years of adopting this plan policy.

Lands designated as Urban Reserve Areas as of August 1, 2004, and identified in Appendix A may or may not depend upon the transportation capacity of the future bypass or the improved capacity of Oregon 99W due to the future construction of the bypass. It is the policy of the City of Newberg to plan and zone those planned urban reserve areas that are outside the Interchange Area Management Plan Areas, as identified in Appendix A, to be compatible with the trip generation assumptions used to develop the Newberg 2025 Transportation Model when they are annexed into the City. For the purposes of this policy, compatibility means that trips estimated as attributable to planning and zoning in an Urban Reserve Area shall be no greater than 5 percent above the estimates used for that area in the Newberg 2025 Transportation Model. The trip generation assumptions for each Urban Reserve Area and a map illustrating these areas are provided in Appendix A and Table A-1. Annexation of the Urban Reserve Areas will not occur at a rate any greater than 30 percent of the total Urban Reserve Area in any five year period from the date of the adoption of this policy or until the adopted financing plan proposes construction of the bypass or portions of the bypass relied upon for capacity by the development proposal within the planning horizon. This assumption addresses assumed capacity on Oregon 99W only; development in these Urban Reserve Areas will continue to be subject to OAR 660-012-0060 for impacts to transportation facilities other than Oregon 99W.

Those planned Urban Reserve Areas located within the Bypass Interchange Overlay District shall be subject to the provisions of the Overlay District in the interim period before the City of Newberg and the Oregon Transportation Commission adopt Interchange Area Management Plans for the Oregon 219 and East Newberg Interchanges. Upon adoption, the IAMPs will guide land use and capacity issues for purposes of complying with OAR 660-012-0060.

Findings: Newberg has coordinated with ODOT in preparation of land use and transportation plans. Creation of the 1995 Urban Reserve proved to be a very successful method of coordinating land use and transportation planning. In that process, Newberg first adopted the 1995 Urban Reserve. Then, Newberg in conjunction with ODOT created the 2005 Newberg Transportation System Plan, which plans for the ultimate build-out of the 1995 Urban Reserve Area. Finally, in 2006 Newberg expanded the UGB into portions of the 1995 URA.

Creation of the 2007 URA also will provide a very useful and effective tool to coordinate land use and transportation planning. By creating the Urban Reserve as a first step, Newberg can then create land use assumptions that can be the basis for transportation modeling. With this modeling, Newberg can then as a second step make decisions on future Urban Growth Boundary amendments, comprehensive plan map changes, and zone changes that ultimately will affect the transportation network.

For example, upon adoption of the 2007 URA, the City will continue work with the residents of the Southeast Area and in coordination with the County to prepare and adopt a master plan and transportation plan for the Southeast Land Use and Transportation Plan Study Area. Proposals for this area should include arterial and collector street systems, improvement needs and potential funding mechanisms for needed improvements in that plan area. Any transportation plan for this area will also be coordinated with ODOT.

The City and County have worked very closely with ODOT in developing interchange area management plans for the Newberg-Dundee bypass. Creating the interchange area management plans is an iterative process that requires looking both at transportation and land use. The interchange area management plans have progressed to a point that greater certainty of the proposed land uses is needed in order to complete the plans. Newberg and ODOT have coordinated to update transportation modeling to account for the 2007 URAs. ODOT has done some preliminary modeling based on these assumptions, and evaluated alternative transportation systems that would address land use impacts. Preliminary data outputs have been favorable in showing that, with proper management steps, future development in the 2007 URA will not have adverse impacts on the future bypass.

K.4.r. The City agrees not to approve expansion of the Newberg UGB or Urban Reserve Areas around the East Newberg or Oregon 219 interchanges until IAMPs for the two interchanges are prepared and adopted by ODOT, Yamhill County and the City of Newberg. An exception to this policy will be allowed for a limited expansion of the Newberg UGB into the westerly portion of Urban Reserve Area C to accommodate construction of the Crestview Drive extension in the general location shown on the City of Newberg acknowledged Transportation System Plan, including that land north of Highway 99W within Urban Reserve Area C.

Policy ***K.4.r.*** above was adopted in 2004 by Ordinance 2004-2602. Findings for that ordinance state, "It is expected that this limitation will be in effect for about 3 years and it is needed to ensure that the City and ODOT have time to adequately plan land uses and local circulation that will support the long-term function and operation of the interchanges." Thus, it has been

anticipated that the interchange area management plans would be completed in 2007, which also is when the 2007 URA was to be adopted.

The City of Newberg has taken all actions that ODOT has requested for the IAMPS, but ODOT has chosen not to proceed with the creation of IAMPS at this time. The City made a commitment that it would not amend the URA during the three year period that ODOT estimated it needed to complete the IAMPS. That period ended in 2007.

Designation of urban reserves will be an excellent step in providing land use information to be incorporated into the final interchange plans, and the City of Newberg plans to resolve this issue in the near future. In order to create Urban Reserves based on the requirements of the Urban Reserve Rule, Newberg is compelled to create the 2007 URA in areas near both the East Newberg and OR 219 interchanges.

Final hearings on adoption of the interchange area management plans have been delayed until 2008. Because of ODOT's delay, in order to meet the requirements of Policy K.4.r., Newberg will either (1) amend, in consultation with ODOT, Policy K.4.r. to allow expansion of the URA in the interchange areas, or (2) make adoption of the URA in the interchange areas contingent of approval of the interchange area management plans.

L. Public Facilities and Services

Policies

L.5.j. Recognizing that schools are part of the developing community, plans for future growth shall provide adequate land to meet the needs of the area's schools.

Findings: The 2007 URA includes land to provide for future school needs. In particular, it includes two school sites within the Southeast Land Use and Transportation Plan Study Area: a high school site near the intersection of Corral Creek Road and Wilsonville Road; and an elementary school site north of Fernwood Road.

M. Energy

GOAL: To conserve energy through efficient land use patterns and energy- related policies and ordinances.

Policies

M.1.a. The City will encourage energy-efficient development patterns. Such patterns shall include the mixture of compatible land uses and a compactness of urban development.

Findings: The 2007 URA amendments encourage an energy-efficient development pattern and compact growth form by avoiding linear growth in favor of a more efficient urban growth form. Preliminary proposals for the Southeast Land Use and Transportation Plan Study Area include the provision of an inter-connected street pattern serving complete communities in this major expansion area.

Where possible, residential land uses can be clustered around schools, parks, shopping centers, or other uses to provide opportunities for walking or biking and reduce needs for fossil fuels in travel. One major recommendation of the Ad Hoc Committee was to create a complete community in areas southeast of the bypass with shopping, parks, and schools. The public outreach conducted in preparation for master planning the Southeast Land Use and Transportation Plan Study Area was done with this in mind. This area will include shopping sites, school sites, park sites, and walking trails. Development of such a complete community is made possible only by including all the proposed southeast URA areas in the 2007 URA.

By including the Chehalem Drive URA, Newberg will have an opportunity to meet high and medium density residential uses near the Chehalem Valley Middle School/Crater Elementary/Senior Center/Darnell Wright Sports complex. This will reduce travel times and energy use for children and others using these facilities.

N. Urbanization

GOALS:

- N.1. To provide for the orderly and efficient transition from rural to urban land uses.***
- N.2. To maintain Newberg's identity as a community which is separate from the Portland Metropolitan area.***

POLICIES

- 1. Urban Growth Boundary and Urban Reserve Area Policies***
- N.1.a. The conversion of lands from rural to urban uses within the Urban Growth Boundary will be based on a specific plan for the extension of urban services.***
- N.1.d. The Urban Growth Boundary shall designate urbanizable land.***

Findings: The 2007 URA amendments meet Statewide Planning Goal 14 (Urbanization) by designating the URA consistent the locational factors of Goal 14. In fact, the policies listed above were adopted by the City to comply with Goal 14. Goal N.1 is met because the 2007 URA will facilitate an orderly and efficient transition from rural lands outside the UGB to urban lands within it through the UGB amendment process. The 2007 URA amendments include land on all sides of Newberg – but only marginally closer to Portland along Highway 99W.

The *Newberg Urban Reserve Area Public Services Analysis*, by the Newberg Public Works and Planning & Building Departments (2007), shows that it is feasible to extend urban services to planned URA expansion areas, and demonstrates that adequate public facilities can be provided to support planned development within future UGB expansion areas.

- N.1.f. In expanding or otherwise altering the Urban Growth Boundary, the Boundary shall follow road rights-of-way, lot lines, or natural features.***

Findings: The 2007 URA amendments include boundaries that follow road rights-of-way, lot lines and natural features (stream corridors and escarpments) as indicated by this policy.

N.1.h. The designated Urban Reserve Area identifies the priority lands to include within the Newberg Urban Growth Boundary to meet projected growth needs to provide a thirty (30) to fifty (50) year land supply. Designated Urban Reserve Area lands will be included within the Urban Growth Boundary on a phased basis at periodic review. Property owners will also have the opportunity to request that land within the designated Urban Reserve Area be included within the Newberg Urban Growth Boundary, based on the criteria outlined in LCDC Goal 14 and the Urban Growth Management Agreement.

Findings: The revised 2007 URA identifies priority lands that, along with the 2007 UGB, will accommodate land needs for the next 33 years. Lands within the URA may then be included in the UGB on a phased basis.

N.1.i. The City of Newberg will initiate transportation and utility corridor planning for the Urban Reserve Area in coordination with Yamhill County and property owners. The corridor plans shall provide the framework to guide interim rural development and long-range urban development within the Urban Reserve Area.

Findings: The City of Newberg will amend its Transportation System Plan, in coordination with Yamhill County, to address impacts from future development of land within URAs. The revised Newberg TSP will be coordinated with affected property owners, and provides a framework to guide long-range urban development within the expanded UGB area. The *Newberg Urban Reserve Area Public Services Analysis* shows the potential location of sanitary sewer and water facilities to serve the 2007 URA, and compares the costs of serving alternative URA expansion areas.

N.2.c. Property outside the Urban Growth Boundary may be annexed only upon inclusion of such property into the Urban Growth Boundary.

Findings: The expansion of the URA will facilitate future expansion of the urban growth boundary based on 20-year need. Once land is within the UGB and can be provided with urban services, annexation can occur.

City of Newberg Comprehensive Plan Conclusion

The basis for the 2007 URA amendments is documented in the *Newberg Comprehensive Plan* as amended in 2005. The findings above demonstrate that the location of the 2007 URA amendments is consistent with other applicable *Newberg Comprehensive Plan* policies.

Background Studies, Council Resolutions, Ordinances and Agreements

The City has relied on the following documents to support its decision to expand the URA. Most of these documents either are available on the Internet or have previously been made available to the public. Two significant documents that have not been previously circulated are included here: *Public Involvement and County Coordination Process for Newberg 2007 URA Expansion*, Newberg Planning & Building Department (2007); and *Newberg Urban Reserve Area Public Services Analysis*, Newberg Planning & Building Department (2007)

Background Studies

- *City of Newberg Urban Reserve Area Project*, Dorman and Associates (1994)
- *Population Projection for Newberg, Yamhill County, Oregon: 2000 – 2040*, Barry Edmonston, Director, Population Research Center, Portland State University (2004)
- *Housing and Residential Land Needs Report*, Johnson-Gardner (2004)
- *Report and Recommendations to Newberg City Council*, Ad Hoc Committee on Newberg's Future (2005)
- *Newberg Water Features Inventory*, Winterbrook Planning (2006)
- *Public Involvement and County Coordination Process for Newberg 2007 URA Expansion*, Newberg Planning & Building Department (2007)
- *Newberg Urban Reserve Area Public Services Analysis*, Newberg Planning & Building Department (2007)
- *Newberg Urban Growth Boundary Justification Report*, Winterbrook Planning (2006).

Council Resolutions

- Council Resolution No. 2003-2486, Establishing an Ad Hoc Committee on Newberg's Future.

Council Ordinances

- Ordinance 2005-2619, Adopting the Newberg Transportation System Plan and amending Newberg Comprehensive Plan policies and Newberg Development Code text.
- Ordinance 95-2397, Amending the Newberg Comprehensive Plan Map and Text to Establish an Urban Reserve Area.
- Ordinance 2005-2626, Amending the Newberg Comprehensive Plan to Establish Revised Population and Land Need Projections.
- Ordinance 2006-2634, Amending the Newberg Comprehensive Plan Policies.
- Ordinances 2006-2661, Approving Northwest Newberg Urban Growth Boundary Amendment.

Newberg Urban Area Growth Management Agreement (NUAGMA)

Newberg Urban Area Growth Management Agreement (NUAGMA) as amended in 2000.

Yamhill County Ordinances

- Yamhill County Ordinance 596, Adopting Urban Reserve standards.

**Public Involvement and County Coordination Process
for Newberg 2007 URA Expansion**

December 2003 through August 2007

Prepared by:

Elaine Taylor, AICP, Associate Planner

**City of Newberg
414 E. First Street
Newberg OR 97132**

Public Involvement and County Coordination Process

1. City/County Coordination

In 1979, the City of Newberg and Yamhill County entered into the Newberg Urban Area Growth Management Agreement (NUAGMA), leading to the establishment in 1980 of the Newberg Urban Area Management Commission (NUAMC). In accordance with ORS 215.406, the Commission was established to serve as a Hearings Officers for amendments to the Newberg Urban Growth Boundary and County Comprehensive Plan in the area inside the Urban Growth Boundary but outside the city limits. The agreement defines an “Area of Influence” extending one mile outside Newberg’s Urban Growth Boundary wherein the County will give the City an opportunity to participate in land use actions to be taken by the County.

In 1995, the City of Newberg and Yamhill County jointly adopted Urban Reserve Areas (URAs) surrounding the acknowledged Newberg UGB. A 1998 Addendum to this Agreement clarified the planning and zoning intents of the City and County with regard to Urban Reserve Areas, and added provisions to satisfy state regulations for Urban Reserve Areas.

The following are recent examples of City and County efforts to cooperate and coordinate land use planning for areas outside Newberg’s city limits:

- Staff to staff discussions prior to NUAMC meetings
- City staff notifies County staff when a mass mailing is sent out to County residents
- City and County coordinate NUAMC meeting notices to assure they comply with both City and County requirements
- City coordinates NUAMC meeting dates with county staff
- City and County staff prepared a joint presentation on UGB Expansion at the Newberg-Dundee area’s 2005 Community Night
- City staff met with County staff in 2004 to review the consultant’s population report
- City staff met with County staff in August 2005 to review the Report to City Council by Ad Hoc Committee on Newberg’s Future
- City and County staff attended NUAMC workshop on May 30, 2006
- City and County staff met to discuss proposed UGB amendment and other UGB and URA planning issues on June 6, 2006
- Yamhill County planning staff participated in a meeting on December 11, 2006 between the City and DLCDC to review the draft URA map and discuss the City’s overall approach to expanding the UGB and URA.

At the City’s request and with the City’s assistance, Yamhill County developed a coordinated population projection between Newberg and Yamhill County as required by ORS 95.036. On October 31, 2006, the Yamhill County Planning Director provided a letter to the City of Newberg Planning Director documenting the County’s coordination of Newberg’s adopted 2040 population projections as adopted by Newberg City Council on November 22, 2005.

2. *The Ad Hoc Committee on Newberg's Future*

By 2003, the land available for new development had become very limited, and the City was experiencing considerable growth pressure. In December 2003, the Newberg City Council established an Ad-Hoc Committee on Newberg's Future to provide citizen involvement in planning for Newberg's future land use patterns. The Committee's task was to make a recommendation that would help the Council in making future amendments to the Comprehensive Plan. This included recommendations on 1) how the City should provide for its future land needs; 2) whether the City should change its existing boundaries, including the Urban Growth Boundary (UGB) and Urban Reserve Areas (URAs), and if so, what general areas should receive the highest consideration for change; and 3) whether the City should consider changing the comprehensive plan/zoning district designations within the existing UGB to accommodate different growth patterns. Positions on the Committee were advertised, and Newberg City Council appointed 11 members²³ representing various areas, professions and institutions. To support the Committee's work, the City undertook population, employment, housing and buildable lands studies.

The Committee members began their work by considering their own values and reviewing community vision statements and comprehensive plan policies. They reviewed the population projections provided by consultant Barry Edmonston, Director of Portland State University's Population Research Center. Mr. Edmonston prepared two alternative forecasts: one using the ratio method and based on Yamhill County forecasts, and the other using the cohort-component method.²⁴ The medium projections for the ratio method were similar to the single projection used for the cohort component method, except that the cohort-component method result was slightly lower for the 2020-2040 period, presumably because the population gained through annexation was not included. City staff felt that the cohort-component method was based on sounder methodology than the ratio method, since the data source for a portion of the Yamhill County forecast was questionable. To account for population gained through annexation, City staff proposed to include and "grow out" the population of the existing UGB and URA. With this modification, results from the two methods were even closer. The Committee accepted the staff recommendation, and requested low and high forecasts to bracket the cohort-component method forecasts. They proposed making the high forecast 1% higher than the medium, and the low forecast 0.5% lower, since a single large development can spike growth in a small town, while economic downturns are more gradual. Johnson Gardner prepared the three growth projections requested. The Committee selected the medium rate of population growth, which mirrored Barry Edmonston's projections.

Johnson-Gardner used the population projections to forecast housing needs and develop preliminary estimates of land needs for residential, retail and office land uses. The Committee reviewed the consultant's estimates of Newberg's future land use needs through the years 2025 and 2040, as well as the estimates of institutional land needs that were developed by City staff. For the City's major institutions (e.g., Newberg Providence Hospital, George Fox University, City of Newberg, Chehalem Park and Recreation district, public and private schools), estimates of future land needs were based on the institutional facility plans. For other public and quasi-public uses

²³ Two members subsequently resigned from the Committee due to personal or professional responsibilities that prevented regular attendance at meetings.

²⁴ Edmonston, Barry. Population Projection for Newberg, Yamhill County, Oregon: 2000 to 2040. Population Research Center, Portland State University, Portland, Oregon. March 25, 2004.

(e.g., churches, nonprofit organizations), future land needs were projected as a fixed ratio of land area to population. Initial industrial land needs were based on calculations by Johnson-Gardner of floor area and impervious surface requirements for Newberg's share of the employment in each industrial sector, assuming a high rate of industrial employment growth. In August 2004, the Committee presented its work on policies, population, and land needs at a public Open House held at George Fox University. These preliminary land needs estimates assumed that current regulations and recent development densities would continue. The Committee carefully considered the public feedback from the Open House before beginning the next phase of its work. In addition, the presentation from the Open House and the survey were taken to local civic club meetings (Rotary, Kiwanis), and the Committee was given the results from these surveys.

To support the Committee's work in the next phase, the City contracted with Winterbrook Planning for a "Land Use Options Study," the identification of appropriate densities and areas for meeting specific land needs. This phase began with a bus tour of the areas surrounding the existing UGB, narrated by the Planning Director. Participants included the Committee, City staff, consultants, and any interested members of the public.

Next, the consultants proposed and the Committee reviewed the criteria for selecting "study areas" outside the existing UGB. The mapped results were then fine-tuned based on the consultant's interpretation of mapped features and the Committee's local knowledge of the area. The consultant next provided a series of technical papers. For each land use type, the consultant characterized the use (i.e., housing, industrial, commercial, institutional) and its subtypes (e.g., high, medium and low density residential; regional, community and neighborhood commercial; high, middle and elementary schools; regional, community and neighborhood parks; etc.), and the typical considerations for each subtype. The Committee reviewed these criteria and proposed modifications based on local values and preferences. The consultant provided maps based on the revised criteria. With the help of the consulting team, the Committee then compared the criteria with the sites available for each type of land use, and identified suitable buildable sites within the City and the Urban Growth Boundary. Where appropriate sites were not available within the Urban Growth Boundary, they considered sites in the Urban Reserve and study areas. After reviewing maps showing alternative land use configurations based on various densities, and considering public comments, they developed density policies, identified preferred directions for growth, and matched the City's land use needs to appropriate sites.

Public Process Summary. The Ad Hoc Committee on Newberg's Future met from April 1, 2004 to June 30, 2005. During that time, the Committee held a total of 26 meetings, made interim reports to the City Council and Planning Commission, and held two well-advertised open houses. All of the Committee's meetings were noticed and open to the public, including the Department of Land Conservation and Development, and each meeting provided an opportunity for members of the public to comment. The open houses presented alternative policy choices, density configurations and development patterns, and provided several ways for those attending to express their preferences, including tabulated surveys. The Committee analyzed survey results and discussed comments from the open houses. The Committee also reviewed scores of letters from property owners and their representatives, and considered maps showing the location of properties whose owners had asked to have their land included within the urban growth boundary or urban reserve area. As a result of this process, the Committee made recommendations regarding future land needs, buildable lands, and the magnitude and direction of UGB and URA expansion. At a joint meeting of the City Council and Planning Commission on July 21, 2005, the Committee issued its Report to Newberg City Council.

Committee Recommendations. The Committee's recommendations are found in the Executive Summary and Chapter V of its Report to Newberg City Council. The recommendations take several forms:

- **Population.** The Committee recommended that the City adopt the medium population forecast of 38,352 in 2025 and 54,097 in 2040. For future industrial employment, however, the Committee selected the high employment growth scenario, which they felt was both more realistic and more desirable, since it reflects Newberg's desire to bring more family-wage jobs to the area and to avoid becoming a bedroom community.
- **Land Needs and Supply.** The Committee's recommendations for land needs are summarized in Tables 62 through 65 of its Report to City Council. To provide the 5,700 housing units needed by 2025, the Committee identified 504 acres of LDR, 111 acres of MDR and 11 acres of HDR for possible addition to the UGB. The Committee recognized that this amount exceeded the City's need for 2025, even though some of this land would be used for institutional uses. This slight surplus assumes that five areas totalling about 54 acres within the existing UGB would be upzoned to allow high density residential uses.

To provide the 6,406 additional housing units needed by 2040, the Committee identified another 678 acres of LDR, 185 acres of MDR and 82 acres of HDR for addition to the URA. It also recognized that the combined residential and institutional land needs for 2040 would exceed the proposed additions of residential and institutional land by 303 acres.

The Committee found a need for additional industrial land, particularly large site industrial, and the committee recommended adding four large (20-acre) industrial sites along Highway 219.

Similarly, although the total acres of commercial land needs may also be adequate through 2025, only three parcels exceed 5 acres. While the Committee did not believe that a large regional shopping center would be consistent with their own vision of Newberg and what they had heard from the public, they wanted to include land for two or three community centers (10 to 15 acres each) and 2 or 3 smaller neighborhood centers (3 to 5 acres each).

- **Policy Recommendations.** The Committee recommended several additions and revisions to the goals and policies in the Newberg Comprehensive Plan. Some of the most significant of these deal with keeping large industrial sites intact; changing the density policies to set "target densities" (a density to strive for) rather than "density classifications" (a range that shall not be exceeded); and a new urban design goal and policies that reflect the Committee's concern with community character and liveability.
- **Recommendations Map.** The Committee's recommendations are mapped in Figure ES-1 of the Executive Summary of the Committee's "Report to City Council." This map reflects the Committee's density recommendations, and includes five areas proposed for upzoning to allow high density (HDR/R-3) residential uses.
- **Next Steps.** The Committee recommended that the Newberg City Council consider taking a number of actions, or "Next Steps."

Next Steps: Newberg City Council Resolution No. 2005-2590. At the meeting on July 21, 2005, the Newberg City Council accepted the Report of the Ad Hoc Committee on Newberg's Future. On

August 1, 2005, the Newberg City Council adopted Resolution No. 2005-2590, “A Resolution directing City staff to undertake activities needed to implement the recommendations of the Ad Hoc Committee on Newberg’s Future.” This resolution did not obligate the City Council to adopt any particular changes. It stated that Council only wished to give the matters full consideration in a public process, and it directed staff to undertake the activities needed to initiate and support the following actions:

1. Hold hearings and consider adopting the Committee’s proposed population projections and comprehensive plan policies.
2. Hold neighborhood meetings as necessary in all areas within the existing Urban Growth Boundary where the Committee has recommended zoning changes, followed by hearings to consider adoption.
3. Hold neighborhood meetings in each general area that the Committee has recommended for addition to the Urban Growth Boundary to define specific boundaries, and proceed with the hearings process to create a new Urban Growth Boundary.
4. Hold neighborhood meetings in each general area that the Committee has recommended for addition to the Urban Reserves to define specific boundaries, and proceed with the hearings process to create a new Urban Reserve Area.
5. Consider adopting Committee’s recommended comprehensive plan policies.
6. Consider amendments to the Development Code as necessary to implement the Committee’s recommendations, including measures to implement the committee’s preferred density recommendation and maintain the City’s livability and quality of life.
7. Hold hearings to consider industrial zoning code amendments, including a new large lot zoning district, to assure that land suitable for industry is available for that purpose.
8. Consider incentives to encourage affordable housing in the R-2 and R-3 zones.

3. *Actions Taken to Implement Resolution No. 2005-2590*

Step 1. Hold hearings and consider adopting the Committee’s proposed population projections and comprehensive plan policies.

- On November 21, 2005, the City adopted Ordinance No. 2005-2626, “An Ordinance Amending the Newberg Comprehensive Plan to Establish Revised Population and Land Needs Projections.”
- On January 3, 2006, the City adopted Ordinance No. 2006-2634, An Ordinance Amending the Newberg Comprehensive Plan Policies.
- On January 3, 2006, the City adopted Ordinance No. 2006-2635, “An Ordinance of the Newberg City Council Adopting a Revision of ‘The Economy’ Section of the Inventory of Natural and Cultural Resources, which is part of Newberg’s Comprehensive Plan.” To a large extent, this ordinance reflects the work of the Committee and its consultants.

Step 2. Hold neighborhood meetings as necessary in all areas within the existing Urban Growth Boundary where the Committee has recommended zoning changes, followed by hearings to consider adoption.

- On October 18, 2005, the City held neighborhood meetings for the changes that the Committee had proposed for the N. College/E. Illinois Street and Riverfront areas.

Step 3. Hold neighborhood meetings in each general area that the Committee has recommended for addition to the Urban Growth Boundary to define specific boundaries, and proceed with the hearings process to create a new Urban Growth Boundary.

- Neighborhood meetings for the expansion of the Urban Growth Boundary (UGB) and the Urban Reserve Area (URA) were combined. See Step 4, below.

Step 4. Hold neighborhood meetings in each general area that the Committee has recommended for addition to the Urban Reserves to define specific boundaries, and proceed with the hearings process to create a new Urban Reserve Area.

Consistent with City Council Resolution No. 2005-2590, City staff undertook the activities needed to hold neighborhood meetings for each general area that the Committee recommended for addition to the Urban Growth Boundary or Urban Reserve Area. The general areas and dates were as follows:

Meetings	Proposed UGB and URA Areas	Dates
Proposed Southeast UGB and URA	Corral Creek Rd South; Corral Creed Rd North; Wilsonville Rd NE; Wilsonville Rd NW	11/1/05, 12/13/05, and 3/16/06 ²⁵
Proposed Northwest URA	Northwest Resource	1/31/06
Proposed Northwest UGB	Hwy 240; Northwest URA; Aspen Estates	2/16/06
Proposed North Valley UGB	North Valley URA; part of North URA	2/28/06
Proposed South UGB-URA	Southeast URA; Hwy 219; Wilsonville Rd Exception	3/27/06
Proposed Northeast UGB-URA	Northeast Exception Area, Northeast URA	4/18/06

For the North URA, where no changes were planned, no meeting was held. Each property owner was notified of the May 30, 2006 NUAMC workshop, however.

When it became clear to staff that additional land would be needed, and that it might be possible to meet some of that need in the exception areas west of the City in the vicinity of Hwy 240, an additional neighborhood meeting was held for the “West Central Newberg Planning Area” on Monday, January 22, 2007.

²⁵ Extra meetings were needed for the Southeast areas to address transportation planning issues. The Committee’s recommendation for this area stated a transportation master plan would be needed in conjunction with including it in the UGB, and that development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

Content of Neighborhood Meetings. Each neighborhood meeting included a presentation that

- explained the meaning and significance of being in the Urban Growth Boundary and/or the Urban Reserve Area;
- provided background information regarding the work and recommendations of the Ad Hoc Committee on Newberg's Future;
- showed where we are in the plan amendment process;
- asked those present to provide input regarding where the new UGB and URA should be located, how it should be zoned, and what issues should be considered if the land were to be urbanized.

Following the presentation, those present were asked to discuss how the questions raised in the presentation should be answered. Discussion notes were kept, and in some cases, maps were marked to show group desires. When several groups were meeting, they reported their conclusions to the group as a whole. In addition, those present were asked to complete a short survey regarding their preferences, and were asked to indicate their desires for their own properties by placing a colored dot on a map to indicate whether or not they wanted to be included in the UGB or URA.

Results of Neighborhood Meetings. Summaries of the discussions and survey results from the neighborhood meetings, maps showing the individual and generalized preferences expressed at the neighborhood meetings, Committee meetings, and written comments were provided to the Newberg Urban Area Management Commission (NUAMC) prior to their workshop on May 30, 2005. The generalized map of owner preferences was prepared by City staff, based on a combination of the group preferences expressed at the neighborhood meetings and the individual comments received throughout the entire public process. Those present at the workshop were invited to make any needed corrections or additions to the maps.

NUAMC Workshop and Hearings. About 90 people attended the Newberg Urban Area Management Commission (NUAMC) workshop on Tuesday, May 30, 2006 at George Fox University. The purpose of the workshop was to review the recommendations of the Ad Hoc Committee on Newberg's Future regarding expansion of the City's Urban Growth Boundary (UGB) and Urban Reserve Area (URA), as well as the results of the series of neighborhood meetings; to give property owners a chance to state their preferences; and to provide feedback to staff before going to public hearing. About 90 residents attended, including many from the Northeast area who did not want to be included in the new UGB or URA. Following a presentation by Barton Brierley, several people addressed specific areas that they felt should either be included or excluded from the proposed UGB. Members of NUAMC generally supported the recommendations of the Ad Hoc Committee on Newberg's Future and the approach that staff had proposed, while recognizing and respecting local preferences as much as possible. Several members felt that the McClure property should be treated as exception land if the state recognizes the property's Measure 37 claim.

Step 5. Consider adopting Committee's recommended comprehensive plan policies.

- On January 3, 2006, the City adopted Ordinance No. 2006-2634, "An Ordinance Amending the Newberg Comprehensive Plan Policies."

Step 6. Consider amendments to the Development Code as necessary to implement the Committee's recommendations, including measures to implement the committee's preferred density recommendation and maintain the City's livability and quality of life.

- This is still in progress. The Newberg Planning Commission held a workshop to consider how it might be possible to increase density without compromising livability or quality of life. The

Commission requested additional workshops on affordability and livability. The City obtained a grant to develop specific code amendments. City staff held two public workshops: one as part of community night in 2006, and one in January, 2007, to discuss the proposed amendments.

Step 7. Hold hearings to consider industrial zoning code amendments, including a new large lot zoning district, to assure that land suitable for industry is available for that purpose.

- Workshops and hearings were held during the summer and fall of 2005 on proposed amendments to the industrial zoning code. While the public and Planning Commission was generally in favor of the new large lot zoning district for new industrial areas, efforts to restrict industrial areas to industrial uses met with intense public opposition. This project will be continued after creation of the 2007 URA.

Step 8. Consider incentives to encourage affordable housing in the R-2 and R-3 zones.

- The City received a technical assistance grant from DLCD to develop tools to encourage affordable housing and achieve desired densities. The consultant worked with staff to develop a presentation for Newberg's second annual "Community Night" in October 2006. Using a focus group approach, the City held an "Affordable Housing Forum" in February 2007 to receive input from key community members on affordable housing goals and the various tools and techniques available to achieve them. While the target audience for Community Night was the public at large, the Affordable Housing Forum was geared toward developers, realtors, elected officials, affordable housing advocates, and others with a special interest in the subject. At the forum, participants viewed examples of various housing types and densities, discussed the pros and cons of various tools for promoting affordable housing, and completed a survey regarding the potential techniques available. A second forum is planned for April 2007.

4. Ongoing Public Participation and Outreach Efforts

Starting in January 2006, the City has been publishing a newsletter for people who have expressed interest in the City's plans to expand the Urban Reserve and Urban Growth Boundary. This publication, *News of Newberg's Future*, is published whenever major meetings are scheduled or events occur dealing with the City's long range plans. The recipients include people who have attended a meeting of the Ad Hoc Committee on Newberg's Future, one of the neighborhood meetings, or any of the other meetings and workshops dealing with long range planning, and signed an attendance sheet. They also include people who have submitted written comments on the City's plans, as well as interested residents in affected areas, realtors, developers, and builders. At this time, our mailing list has 381 addressees. Recipients may select to receive either e-mail or hard copy.

Other outreach efforts include

- talks before civic clubs and business organizations
- interviews with local reporters
- frequent articles in the "Weekly Update" that goes to City Council and City staff, as well as the monthly Newberg Employee Newsletter
- annual "Community Night" talks, workshops, and Planning Division booth
- extensive information available on City's web site, with major hearings noted on the home page

5. *Legislative Plan Map Amendment Process*

Adoption of the 2007 URA is the second phase of a three-step process that began with the adoption of a new Urban Growth Boundary northwest of the City. After adoption of the 2007 URA, the third step will be to select areas within the URA to satisfy the need for a 20-year land supply within the UGB. Throughout this process, the City has maintained close contact with state and Yamhill County staff, as well as the public. The City has sought assistance from both ODOT and DLCD in developing the proposed URA, and both agencies have been consulted and asked to comment on proposals in their early stages. Throughout the entire process, starting from the work of the Ad Hoc Committee on Newberg's Future, we have also sought to involve community groups such as Friends of Yamhill County and Thousand Friends of Oregon, as well as other interested members of the public. Because our plan amendment process is cumulative, we have also treated our public involvement and coordination process as cumulative, as described above for the *News of Newberg's Future* mailing list. People who express interest in any part of the process are invited to receive future newsletter mailings.

6. *Northwest Urban Growth Boundary Amendment*

Public participation for this area began with the neighborhood meetings in spring of 2006 and the NUAMC workshop on May 30, 2006. Measure 56 notices were mailed on August 29, 2006 and owners of the subject parcels and parcels within 500 feet were mailed notices on August 30, 2006, prior to the first NUAMC hearing on September 21, 2006. In addition, the hearing was advertised through the *News of Newberg's Future* on August 11 and 22, 2006. Newberg City Council unanimously approved the amendment at a hearing during their regular meeting on November 9, 2006, and the Yamhill County Board of Commissioners unanimously approved it a hearing during their regular meeting on January 31, 2007.

7. *Urban Reserve Area Expansion and Southeast Land Use and Transportation Plan*

Public Outreach and NUAMC Hearings. Public participation for the 2007 URA began with the neighborhood meetings in spring of 2006 and the NUAMC workshop of May 30, 2006. On November 30, 2006, NUAMC heard a brief presentation on the proposed Urban Reserve Area. On January 31, 2007, NUAMC held a workshop on a first draft of a Southeast Land Use and Transportation Plan. The workshop was advertised in *News of Newberg's Future*, and was well attended. As a result of the workshop, a preliminary draft (February 14, 2007) "Southeast Land Use and Transportation Plan" was produced for public comment and the first NUAMC hearing. On March 7, 2007, the City's application for expanding the URA was delivered to Yamhill County and mailed to DLCD with a Notice of Proposed Amendment (Form 1). Notice of the Newberg Southeast Transportation Plan hearing on April 11, 2007 was posted in four locations on March 8, 2007 and published in the *Newberg Graphic* on March 10, 2007. Notices for the April 11, 2007 hearing were mailed to property owners in or within 500 feet of the plan area. Notices were sent to all owners of property proposed for addition to the 2007 URA, and notice of the NUAMC hearing on the 2007 URA was sent to owners of property in the proposed 2007 URA or within 500 feet of it. In addition, an issue of *News of Newberg's Future* went out the first week of April, 2007, and the meeting was noted on the City's web site. The April 25, 2007 hearing on the 2007 URA Expansion was continued to May 31, June 11, July 11, and August 21, 2007 for deliberations and additional testimony. The April 11, 2007 hearing on the Southeast Transportation Plan was continued to May 14, May 31, June 11, and July 11, 2007 for additional public testimony and deliberations. Testimony on the Southeast Transportation Plan was kept open to complete additional notice to and comments by property owners outside the plan area who might be affected by one of the proposed transportation facilities. In response to a request by NUAMC for additional research on the potential of several areas southwest of the City, staff surveyed owners in those areas in regard to whether they wanted

to have their neighborhood considered for possible inclusion in the proposed URA, and reported results to NUAMC. Prior to the August 21, 2007 hearing, property owners in those areas, as well as owners of property proposed for removal from the existing URA, were mailed notice of the opportunity to comment and testify.

At the hearing on July 11, 2007, NUAMC completed its review of the Southeast Transportation Plan, and adopted NUAMC Resolution No. 2007-19. Their recommendation was considered at a hearing before the Newberg City Council on October 15, 2007. All property owners within, or within 500 feet of the plan area or any of its proposed facilities were notified of the opportunity to comment.

At the hearing on August 21, 2007, NUAMC completed its review of the 2007 URA Expansion proposal, and adopted NUAMC Resolution No. 2007-20. Their recommendation was scheduled for hearing before the Newberg City Council on October 1, 2007. All property owners whose properties would be added to or removed from the URA were mailed notice on September 10, 2007 that this action could potentially affect the permissible uses of their property. These properties owners, along with property owners within 500 feet (750 feet if resource land) are also being mailed notice of the hearing and the opportunity to comment.

In addition, another edition of *News of Newberg's Future* was mailed on September 7, 2007 to those persons who have asked to be kept aware of the City's plans for expansion of the UBG and URA, or who testified at one of the 2007 URA Expansion or Southeast Transportation Plan hearings.

City and County Deliberations and Hearings.

October 1, 2007: Newberg City Council received public testimony at a hearing on the URA that was recommended by NUAMC, and made several relatively minor modifications.

October 15, 2007: City Council adopted the 2007 URA. In their ordinance, Council ordained that "The area covered by the Southeast Transportation Plan is included in the Urban Reserve Area contingent upon approval of the Southeast Transportation Plan," and "This ordinance is subject to adoption of the same Urban Reserve Area and Comprehensive Plan changes by Yamhill County." At the same meeting, Council delayed action on the Southeast Transportation Plan until November 19, 2007, to allow time for ODOT to complete their analysis of transportation impacts of the proposed URA expansion.

November 19, 2007: Council considered the information provided by ODOT, and adopted the Southeast Transportation Plan after deleting "the east-west connector" due to its excessive cost, reasoning that it would not alleviate congestion long-term at the other intersections on 99W. In adopting the Southeast Transportation Plan, Council ordained that "This ordinance is subject to adoption of the same by Yamhill County."

December 11, 2007: The Yamhill County Board of Commissioners heard testimony on the proposed 2007 URA at a hearing in Newberg. The Commissioners continued the hearing at the point of public testimony to January 17, 2008, after the Southeast Transportation Plan hearing.

January 17, 2008: The Yamhill County Board of Commissioners held another hearing in Newberg to receive testimony on the Southeast Transportation Plan. Several people expressed concern with project phasing, school issues, the status of the bypass, the lack of an east-west connector, and the out-of-direction travel generated by making access from 99W right-in, right-out. The Commissioners decided to continue the hearing to March 26, 2008, to allow time for ODOT to analyze the possibility of a new

controlled intersection or other improvements on 99W between Corral Creek Road and Providence Dr. The subsequent ODOT analysis did not support additional access to 99W in that area, pre-bypass.

March 26, 2008: The Commissioners continued the hearings on both the Southeast Transportation Plan and the 2007 URA to April 24, 2008 at point of deliberation, leaving the record open for written testimony until April 14, 2008.

April 24, 2008: The Commissioners continued their hearings in Newberg. They acknowledged receipt of the Southeast Transportation Plan and the hard work of the staff and area residents who worked so hard on it, but declined to adopt the plan, and asked the City to consider “unlinking” the 2007 URA from the Southeast Transportation Plan. They decided to refer the matter back to the City Council for resolution before making their decision. They continued their hearing to 9 am on May 14, 2008, in Room 32 of the County Courthouse, to allow the City Council the opportunity to meet on May 5, 2008 and decide a course of action.

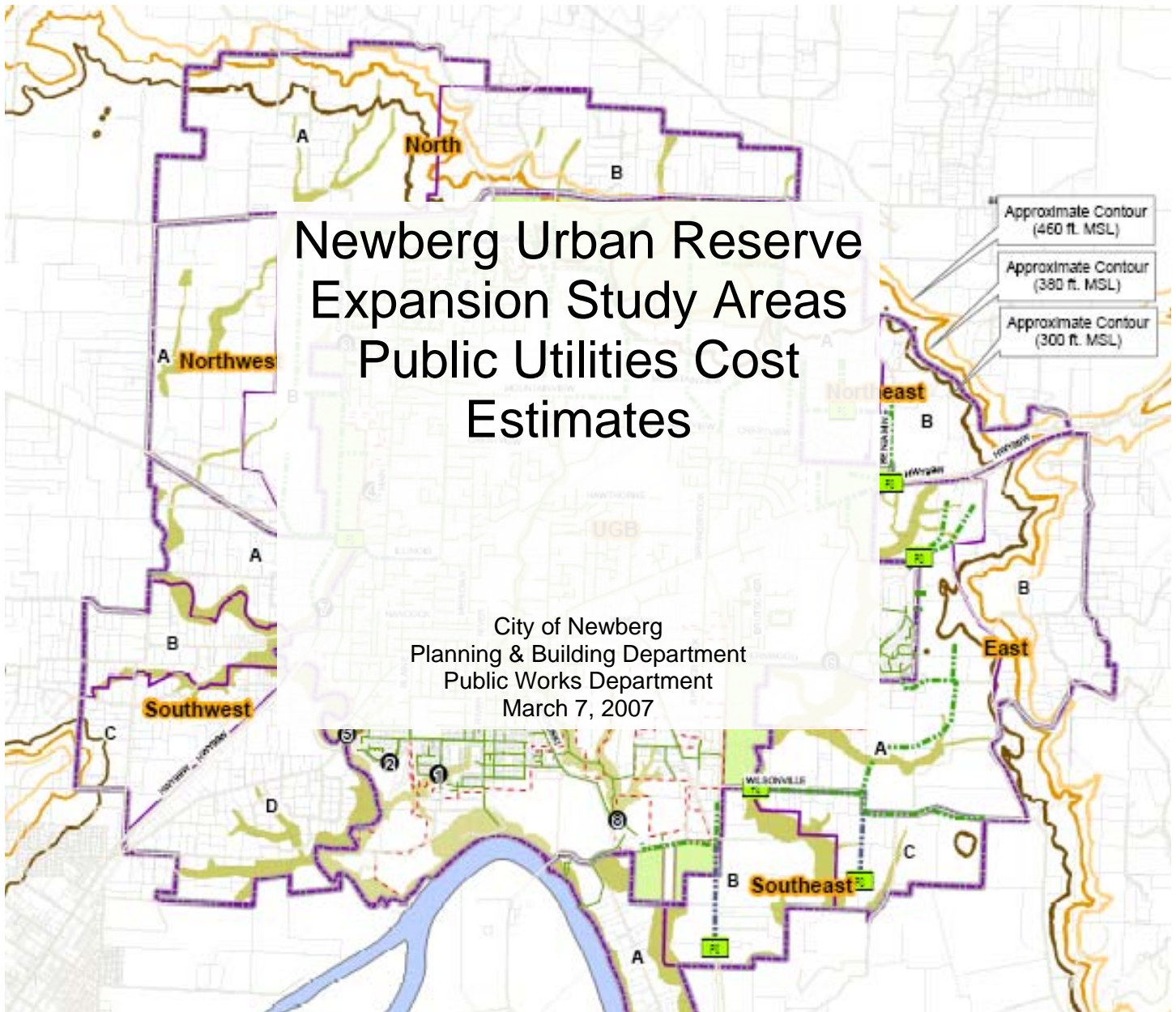
May 2, 2008: Since Yamhill County had declined to adopt the Southeast Transportation Plan, Newberg’s adoption of the Plan became a final decision. Accordingly, Newberg notified DLCD and participants of the final decision. Since the City’s adoption of the plan had been subject to adoption of the same by Yamhill County, however, the plan did not take effect.

May 5, 2008: Newberg City Council asked staff to arrange a meeting for them with the Yamhill County Board of Commissioners to help them understand the Commissioners’ concerns.

June 2, 2008: A joint meeting between the Newberg City Council and the Yamhill County Commissioners was held on June 2, 2008, as a continuation of the Yamhill County deliberations. City Council directed staff to prepare ordinances to “unlink” the 2007 URA from the Southeast Transportation Plan. Accordingly, ordinances 2008-2697 and 2008-2698 were drafted for consideration by Newberg City Council on July 7, 2008, and the County hearing on the URA was continued to July 9, 2008. Ordinance No. 2008-2697 readopts the URA without requiring adoption of the Southeast Transportation Plan and is supported by findings that do not depend upon the Southeast Transportation Plan. Ordinance No. 2008-2698 repeals the ordinance that adopted the Southeast Transportation Plan, and remands the plan back to the Newberg Urban Area Management Commission to address the County’s concerns regarding how to get traffic from the Southeast area out to Hwy 99W prior to construction of the Newberg-Dundee Bypass.

Throughout this process, the City of Newberg and Yamhill County have followed both state and local requirements for public notice. In addition, the City of Newberg’s web site has published the meeting notices, agendas, minutes, and copies of all key documents. At key points in the process, the City’s long-range planning newsletter, *News of Newberg’s Future*, has been sent out to a cumulative list of interested parties that currently includes 471 listings (271 mail plus 200 e-mail). Publication dates have included the following:

December 20, 2006	December 26, 2007
January 16, 2007	January 28, 2008
April 6, 2007	March 28, 2008
September 7, 2007	May 2, 2008
November 20, 2007	June 6, 2008



Purpose

The City of Newberg is in the process of expanding its Urban Reserve Area. State rules also require a comparison of alternatives when adopting urban reserve areas. Under statewide Planning Goal 11, the cost and efficiency and providing public utilities to an area should be considered when considering alternatives. The purpose of this report is to evaluate the costs of providing public utilities (sewer, water, and storm drainage) to each of the study areas defined in the Urban Reserve project. These costs then can be compared when considering which areas should be included in the Urban Reserve.

Description of Areas

For purpose of this analysis, the Newberg Urban Reserve Areas were divided into six different areas. These areas are shown on the attached map, and are described as follows:

Southwest Area This area is between Newberg and Dundee. It is bounded by Chehalem Creek on the east, Highway 240 on the north, and extends approximately 1 mile west.

Northwest This area is bounded by Highway 240 on the south, the existing UGB near Chehalem Drive on the east, North Valley Road on the north, and extends approximately 1 mile west.

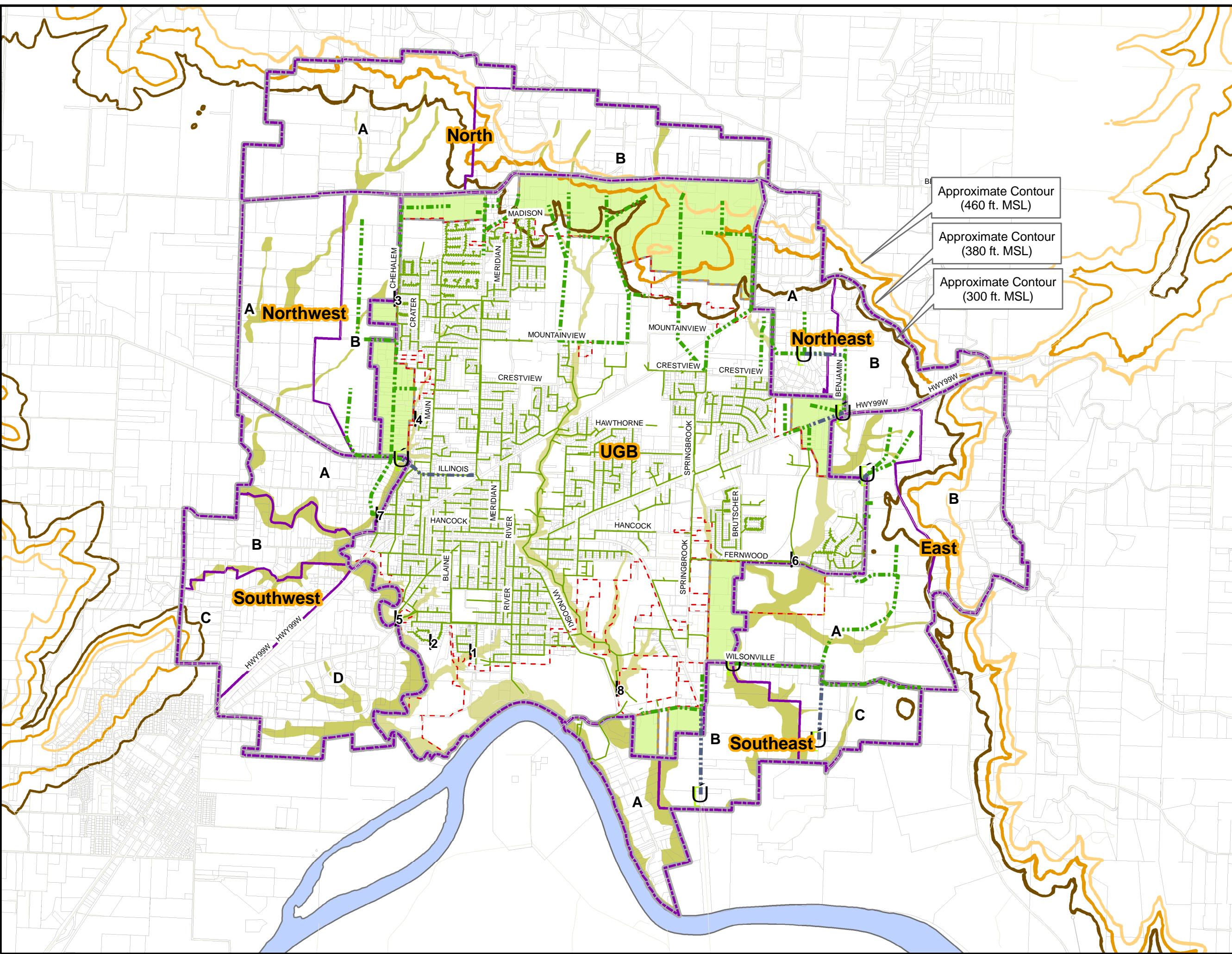
North This area is bounded by North Valley Road/Bell Road on the south, and extends approximately 1 mile north of the present UGB.

Northeast This area is bounded by Springbrook Road and the existing UGB on the west, the existing Urban Reserve and Highway 99W on the south, and extends approximately 1 mile northeast of the present UGB.

East This area is bounded by Highway 99W on the north, the existing UGB along The Greens subdivision and the Chehalem Glenn Golf Course on the west, Wilsonville Road on the South, and extends east to Parrett Mountain Road.

Southeast This area is bounded by Wilsonville Road on the north, the existing UGB/URA along St. Paul Highway/Adolph Road to the west, and extends approximately 1 mile southwest of the present UGB.

Urban Reserve and Expansion Study Areas



- Legend**
- ! Existing Pumpstations (see list)
 - U Potential Future Pump Stations
 - Gravity Main
 - P.M./Force Main
 - 300 Ft. Elevation Contour
 - 380 Ft. Elevation Contour
 - 460 Ft. Elevation Contour
 - Urban Reserve Study Area Boundary
 - Urban Reserve Study Area Subdistrict
 - Current Sanitary Sewer System
 - Willamette River
 - Urban Reserve Area
 - Stream Corridor

- Sanitary Sewer Pump Stations**
- 1 Andrew St
 - 2 Charles St
 - 3 Chehalem Dr
 - 4 Creekside
 - 5 Dayton Ave
 - 6 Fernwood Rd
 - 7 Sheridan St
 - 8 Influent Pump Station

Approximate Contour (460 ft. MSL)

Approximate Contour (380 ft. MSL)

Approximate Contour (300 ft. MSL)

0 0.25 0.5 Miles



Methodology

This report estimates the costs of providing sanitary sewer service, domestic water service, and storm water services to each of the urban reserve areas. To the extent available, the cost estimates rely on existing facility plans. The cost estimates are for the major trunk lines and facilities needed to serve an area. They do not include the costs for providing facilities that will serve a single development or purely local area, such as the lines within a subdivision. The cost estimates are for planning level comparison purposes and should not be used to base capital improvement plans.

Sewer Methodology The City of Newberg is currently preparing a sewer distribution plan for the Newberg Urban Area. Unfortunately, this plan is not yet available for use. For this project, the City Planning and Public Works staff met and considered the sewer needs for each study area. This group considered the existing sewer system and the topography of each drainage basin. Based on this, the group was able to draft a potential sewer system that would serve each study area. Staff used this draft and estimated length of sewer line and type of pump stations needed to serve each area.

Unit cost estimates were taken from the *Preliminary Engineer's Report for the Crater Lane LID* (December 2001). This report was used because it detailed costs for gravity sewer lines, force mains, and a sanitary sewer lift station.

Water Methodology Water service needs and costs were estimated using the *2004 City of Newberg Water Distribution System Plan*. This recent plan includes estimates for serving the existing UGB and urban reserve areas. The plan details the elevation service levels for existing and planned reservoirs.

Where the plan did not detail trunk lines to serve an area, trunk lines were assumed to be needed within the collector or arterial streets in an area. The unit costs within the plan were used in estimating these costs. Fifty percent was added to account for contingency, engineering, and permitting, which were not included in the plan's unit costs.

Storm Drainage Methodology Storm drainage needs and costs were estimated using the *City of Newberg Drainage Master Plan Update* (September 2001). This plan details the deficiencies within the existing storm drainage system and outlines projects needed to correct these. Where the plan does not show new facilities, trunk lines were assumed to convey water to the appropriate facility. The unit costs within the plan were used in estimating these costs.

Note that in all cases, costs and facility plans are very generalized, and are for planning and comparison purposes. More detailed studies will be needed before any of the areas are developed. Cost estimates are as of the dates of the referenced plans and have not been adjusted to current dollars.

Buildable Land Gross buildable land was measured using the methodology outlined in the *Ad Hoc Committee on Newberg's Future Report to City Council*. An additional factor was added to take into account the difficulty in servicing lands that are currently developed with rural residential uses. In a developed rural residential subdivision, many residents feel their property is developed, even if there is infill development potential if the property were urban. Thus, many of these property owners will be unwilling to pay the full cost for service extension, even if their lot could potentially benefit from the services. Thus, other property owners would have to

subsidize the cost for those not developing. To recognize this, for each lot under two acres in size, one-half acre was deducted for purposes of cost estimating only. This would recognize that potentially about half the small parcels would actually contribute to the costs of providing services to the area.

Results

The estimated costs for serving each urban reserve area with public utilities is shown in the attached tables.

Southwest Area: The Southwest Area is currently not served by the City sewer system. It is largely separated from the City by the Chehalem Creek canyon. Sanitary sewer pump stations would be required to serve most of this area. In addition, most of the area would drain toward the Dayton Avenue pump station, which already has capacity issues. Most of the area is existing rural residential subdivisions with existing septic systems. It would be very challenging to effectively extend sewer service to developing properties in the area. One exception could be a small area in the Honey Lane/Highway 240 area. Some of this area could be served using the same pump station needed to serve the Chehalem Drive area, and thus could be served with reasonable costs.

The area is served by scattered water districts and individual wells. New trunk water lines would be needed to serve the area. The area could be served with the water service levels of the existing water system.

The area is crossed by Chehalem Creek and several branches. Storm drainage could readily be provided to most of the area.

Northwest Area: The Northwest area is not currently served by the City sewer system. The entire area would require sanitary sewer pump stations to connect into the City's system. Some of the area could connect to the planned Highway 240 pump station, needed to serve the Chehalem Drive area.

The area is served by scattered water districts and individual wells. New trunk water lines would be needed to serve the area. The area could be served with the water service levels of the existing water system.

The Northwest area largely drains to branches of Chehalem Creek. These branches are fairly level and shallow, thus flooding is an issue. Storm drainage in the area will need to include storm detention to alleviate local overflows.

North Area: Sewer to North Area A would generally flow to the south. The western part would need to be pumped to cross a branch of Chehalem Creek. The entire area connects to existing pumped systems, so either existing pump stations would need to be upgraded, or new systems developed.

North Area A is nearly all within the water service level of the existing City system. A standard trunk line water system would need to be extended to serve the area.

North Area A largely drains to branches of Chehalem Creek. These branches are fairly level and shallow, thus flooding is an issue. Storm drainage in the area will need to include storm detention to alleviate local overflows.

Sewer to North Area B would gravity flow to the south. These could connect to other gravity flow lines along Hess Creek or Springbrook Road. Downstream capacity of these lines would be an issue.

Water service is a major issue for North Area B. The entire area is above the existing water service level. Therefore, a higher level water reservoir will be needed. A zone 2-3 water reservoir is already planned to serve the areas within the existing URA, so water lines could be extended from this system to serve part of this area. However, the majority of North Area B is even higher than this reservoir would serve, so a new zone 4 reservoir would need to be constructed to serve areas above 460 feet. A zone 5 reservoir or pump station may even be needed. The costs of creating this storage coupled with the relatively small amount of buildable land in the area make extending water service prohibitively expensive.

Storm drainage in North Area B would flow southerly through existing canyons. Some detention may be needed to prevent downstream flooding.

Northeast Area: Northeast Area A is nearly all fully developed rural residential subdivisions. Extending any utilities to this area will be a significant problem as most property owners view their properties as fully developed already. If one or more property owners choose to develop, they would bear the full cost of extending services past adjoining properties that are not developing. In most cases, this will be cost prohibitive. An exception would be lands that are directly across from other properties already in the UGB or URA, such as along Springbrook Road. In this case, trunk utility lines will already need to be extended within the road. Thus, the properties on the opposite side of the street could be served with relatively minor costs.

Sewer service for Northeast Area A would generally flow toward sewer lines in Springbrook Road. Some downstream capacity issues would need to be addressed. A pump station would be needed to serve the Putnam Road area.

Water service could be extended from water systems along Springbrook Road. Water lines would need to be extended along existing roadways. The area north of the rail lines is within water service levels 2, 3, and 4. The area within service level 2 and 3 could be served by the planned service level 2-3 reservoir. The existing water service plan does not anticipate a reservoir to serve level 4, so a new reservoir would be needed above 460 feet. Given the small amount of buildable land above that level, it would likely be cost prohibitive to serve the level 4 area.

Storm drainage would generally need to be extended to connect to branches of Springbrook Creek.

East Area: East Area A would require sanitary sewer pump stations to serve most of the area. Some of the area could be served by the existing Fernwood Road pump station, though that pump station would require upgrades. A new pump station on Wilsonville Road would be needed to serve areas that could not gravity flow to the Fernwood Road station.

The area is nearly all within the existing City service level for water. Trunk lines would need to be extended to serve development.

Storm drainage generally flows toward branches of Springbrook Creek. New storm drain lines would need to be extended to connect to natural drainages.

East Area B is above the existing water reservoir service level. The area would be within several service levels, so a series of pump stations and reservoirs would be needed to fully serve the area. Given the relative lack of buildable land in the area, it likely would be cost prohibitive to serve the area with water service.

East Area B would gravity flow sewer toward Corral Creek Road. From that point, sewer would have to be connected to new pumped systems.

Storm drainage likewise would generally flow to the west to Corral Creek Road. New storm drain systems would need to be installed to extend to Springbrook Creek.

Southeast Area: Southeast Area A is an existing largely developed rural residential development along Dog Ridge Road. This would make it difficult to extend utilities to serve this area, as many property owners would view the area as already fully developed.

Sewer for this area would need to flow north to a new pump station within the Hess Creek Canyon. From there it would need pumped to the sewer treatment plant.

Water lines would need to be extended along Dog Ridge Road. Storm drainage would need directed toward either Hess Creek or the Willamette River.

Southeast Area B could be served by a new sewer pump station along Highway 219. A new force main would be needed to tie to the sewer treatment plant. Water service could be provided with standard water line extensions. Storm sewers could be directed toward Hess Creek and Springbrook Creek.

Southeast Area C will require connection to a new sewer pump station on Wilsonville Road. In addition, a new pump station will be needed along Neumann Lane. Water can be provided with standard main extensions. Storm drainage could be directed toward Springbrook Creek with standard line extensions.

Conclusions

The attached tables show the overall cost estimates of providing sewer, water, and storm drainage utilities to each of the study areas.

North Area B and East Area B both would require multiple water reservoirs and pump stations to serve with water. The costs of developing these systems, coupled with the relatively small amount of buildable land and the already difficult topography, make these areas cost prohibitive to develop with urban facilities.

The Southwest Area, Northeast Area A, and Southeast Area A areas face similar problems: relatively high costs for extending sewer and other facilities to existing developed rural residential areas. The full costs of extending services to these areas make development nearly

cost prohibitive. Some exceptions occur within these areas, such as areas along Springbrook Road across the street from the existing URA, and along Highway 240, where development might be served by utilities extended to serve nearby properties.

Most of the Northwest Area, East Area A, and Southeast Areas B and C can be feasibly serviced with utilities, though there will still need to be significant capital investments, particularly with sewer systems.

Maps

Map 1: 2007 Urban Reserve Areas

Map 2: Newberg Special Area Plan Boundaries and Land Needed for Special Uses

**Map 3: Urban Reserve Study Areas (2004), Urban Reserve Areas (1995);
Exception Areas, and Agricultural Soil Capability Classes for Agricultural
Lands**

Map 4: Yamhill County Zoning

Map 5: Urban Reserve Study Areas with Slopes

Map 6: Urban Reserve Study Area Water Features

Map 7: Transportation Systems Concept Plan 2007 Urban Reserve Area







Map 8: Sanitary Sewer and Water Systems Plan for 2007 Urban Reserve Area

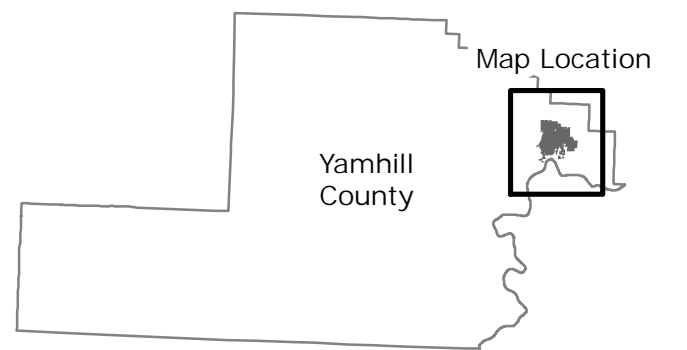
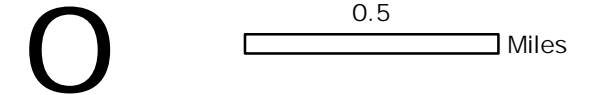
Map 9: Topographically and Physically Constrained Areas

MAP 1

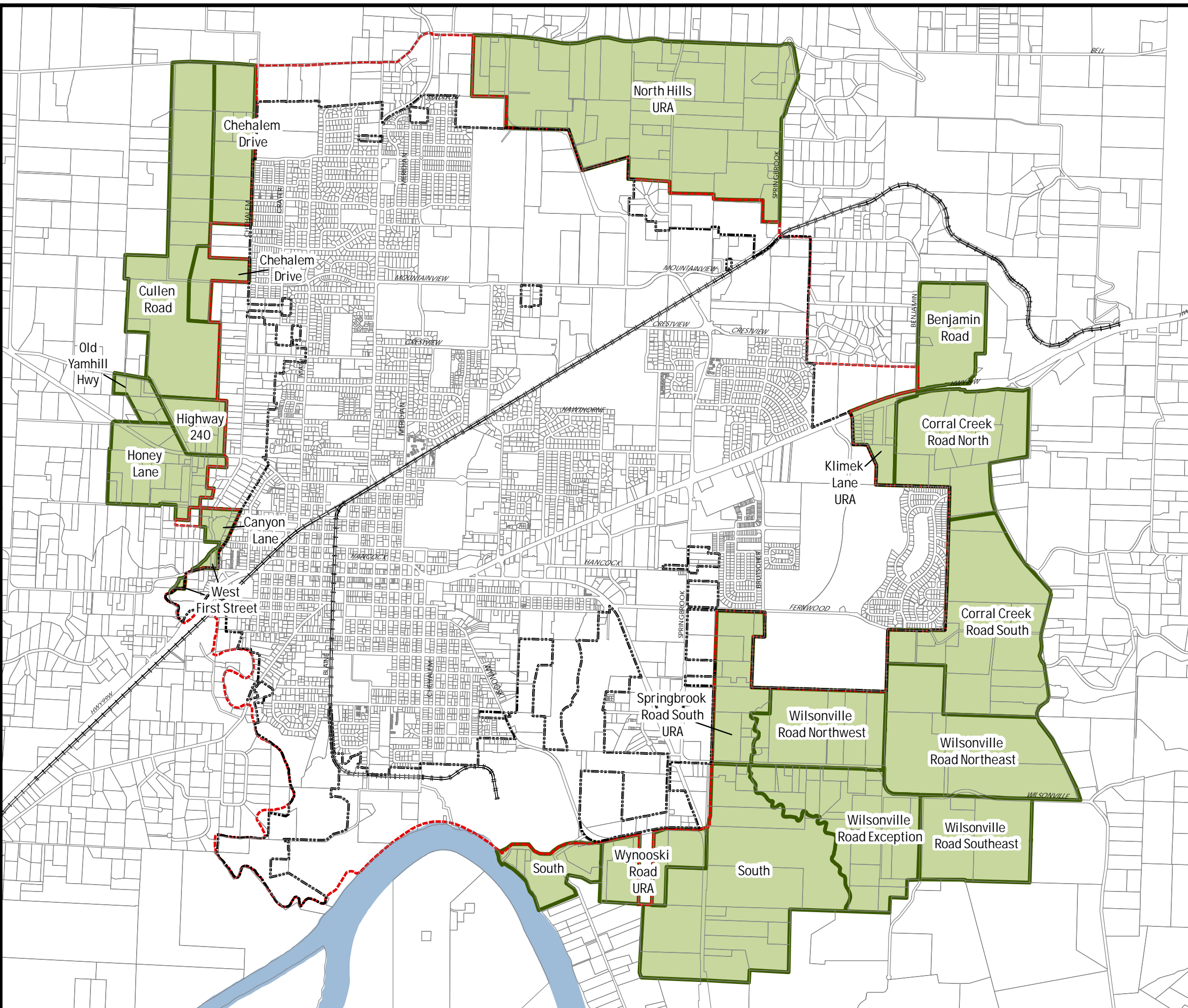
2007 URBAN RESERVE AREA NEWBERG, OREGON

As Proposed For Adoption

-  City Boundary
-  Urban Growth Boundary
-  2007 Urban Reserve Areas
-  Lot Line
-  Rail Road Tracks
-  Willamette River





























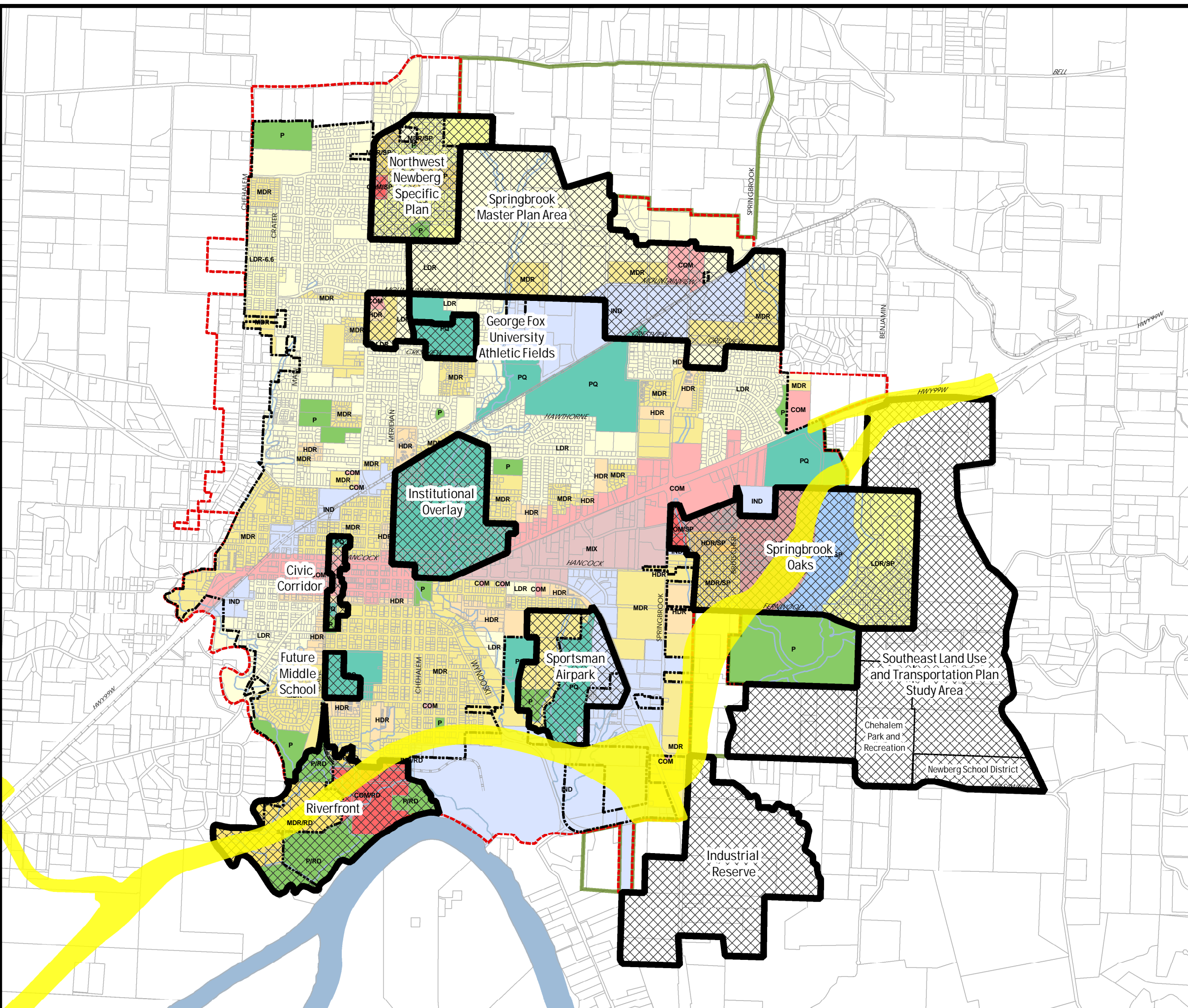
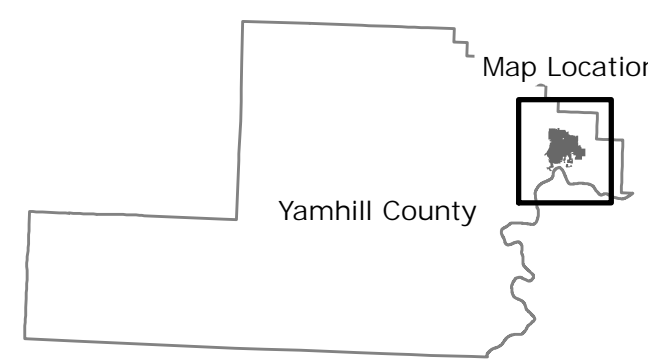
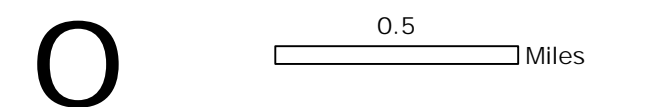
Map Document: (Z:\FILES.URA\2005\URA 05-010\Maps\2007 URA.mxd)



MAP 2







NEWBERG SPECIAL AREA PLAN BOUNDARIES AND LAND NEEDED FOR SPECIAL USES

-  City Boundary
-  Urban Growth Boundary (Existing)
-  Urban Reserve (Existing)
-  Special Area Districts
-  Newberg-Dundee Bypass Corridor
-  Willamette River
-  COM Commercial
-  COM/RD Commercial Riverfront
-  COM/SP Specific Plan
-  IND Industrial
-  IND/RD Industrial Riverfront
-  IND/SP Specific Plan
-  LDR Low Density Residential
-  LDR-6.6 Low Density Residential 6.6 d.u./ac
-  LDR/RD Low Density Residential Riverfront
-  LDR/SP Specific Plan
-  MDR Medium Density Residential
-  MDR/RD Medium Density Residential Riverfront
-  MDR/SP Specific Plan
-  HDR High Density Residential
-  HDR/SP Specific Plan
-  P Parks
-  P/RD Parks Riverfront
-  PQ Public-Quasi Public
-  MIX Mixed Use
-  MIX/SP Specific Plan




























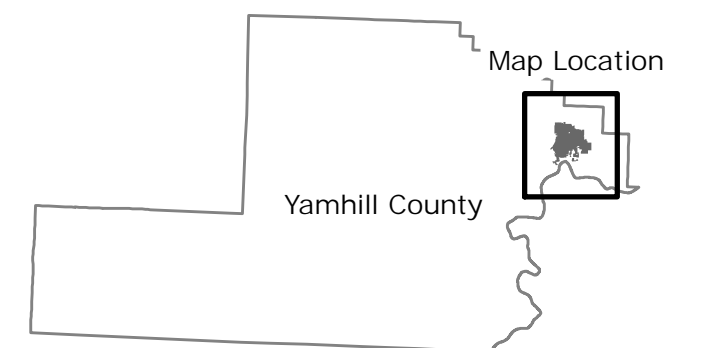
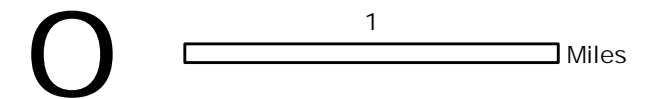
MAP 4

YAMHILL COUNTY ZONING, 2006

-  City Boundary
-  Urban Growth Boundary (Existing)
-  Urban Reserve (Existing)
-  Urban Reserve Study Area Subdistrict
-  Urban Reserve Study Area Boundary
-  Willamette River

Zoning Designation







- | | |
|---|--|
|  AF-10 |  MR-1 |
|  AF-20 |  MR-2 |
|  AF-40 |  NC |
|  AF-80 |  NCU |
|  BLM |  PAI |
|  EF-20 |  PALF |
|  EF-40 |  PRO |
|  EF-80 |  PWS |
|  F-80 |  RC |
|  HC |  RI |
|  HI |  SNF |
|  LDR-12000 |  TRBL |
|  LDR-6750 |  VLDR-1 |
|  LDR-9000 |  VLDR-2.5 |
|  LI |  VLDR-5 |
|  MDR-5000 | |




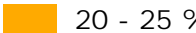
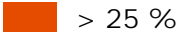
Map Document: (K: WP\PLANNING\Luke\Newberg.mxd)

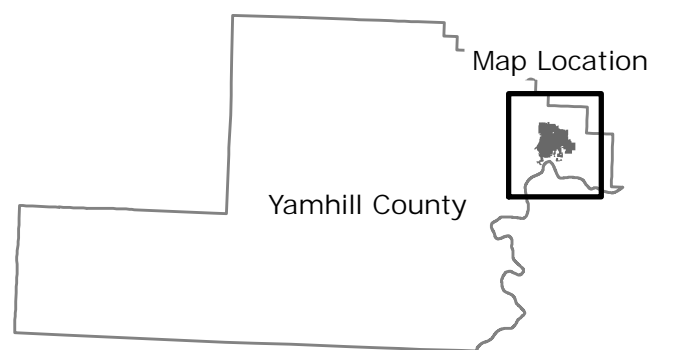
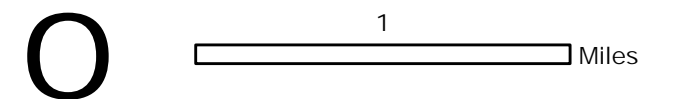
MAP 5

URBAN RESERVE STUDY AREAS WITH SLOPE

-  City Boundary
-  Urban Growth Boundary (Existing)
-  Urban Reserve (Existing)
-  Urban Reserve Study Area Subdistrict
-  Urban Reserve Study Area Boundary
-  Willamette River










Percent Slope

- < 10 %
-  10 - 20 %
-  20 - 25 %
-  > 25 %



MAP 6

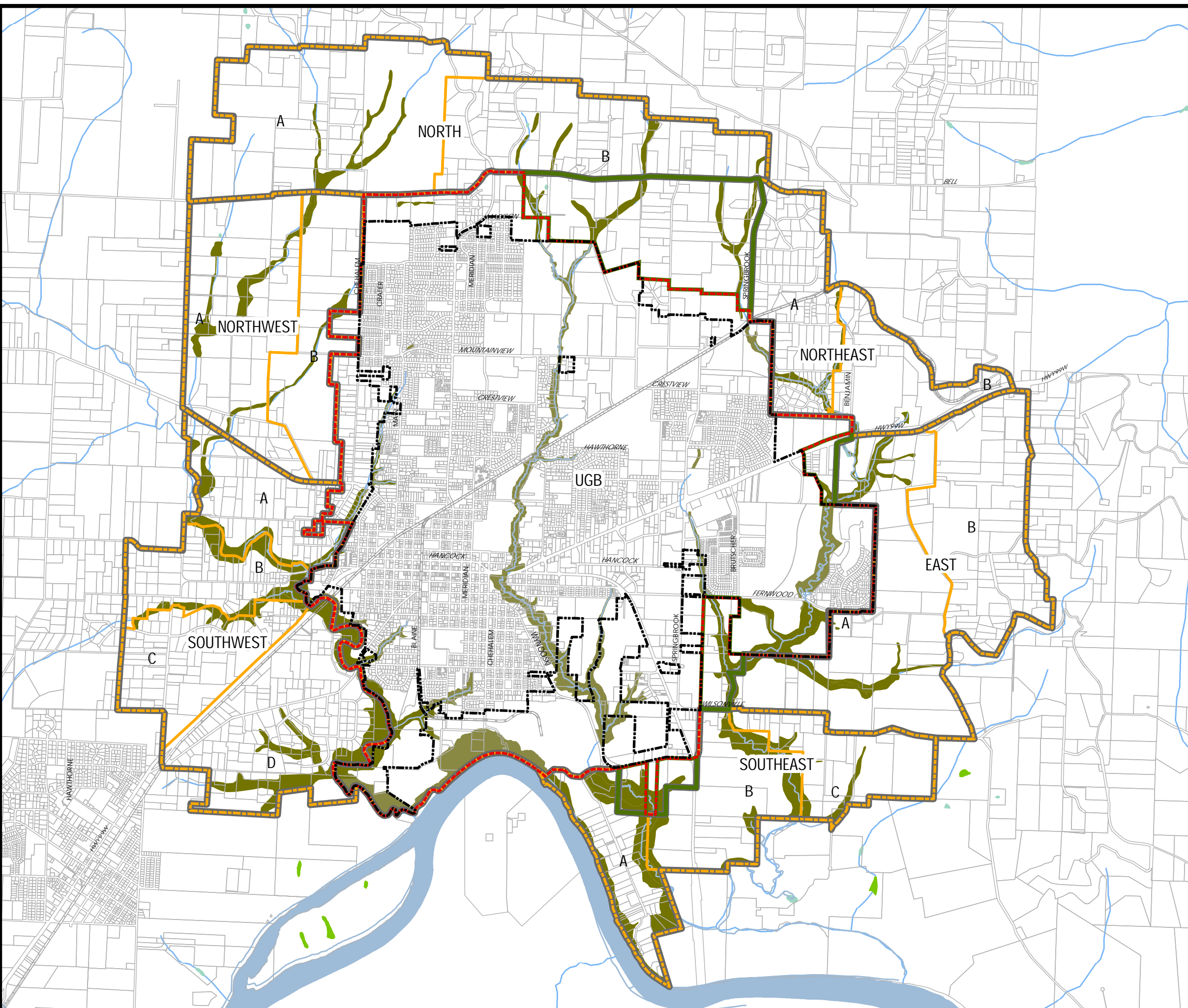
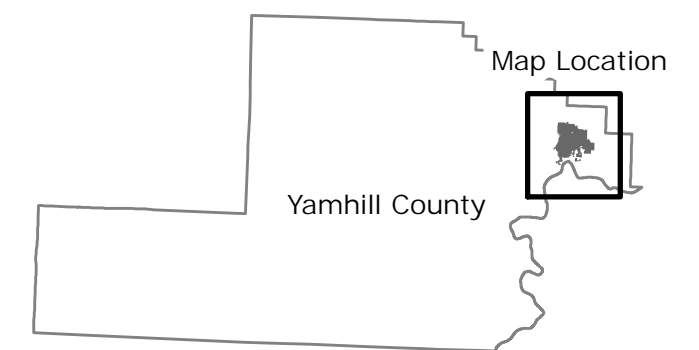
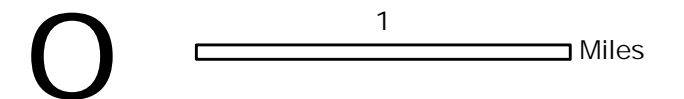
URBAN RESERVE STUDY AREAS WATER FEATURES, 2006

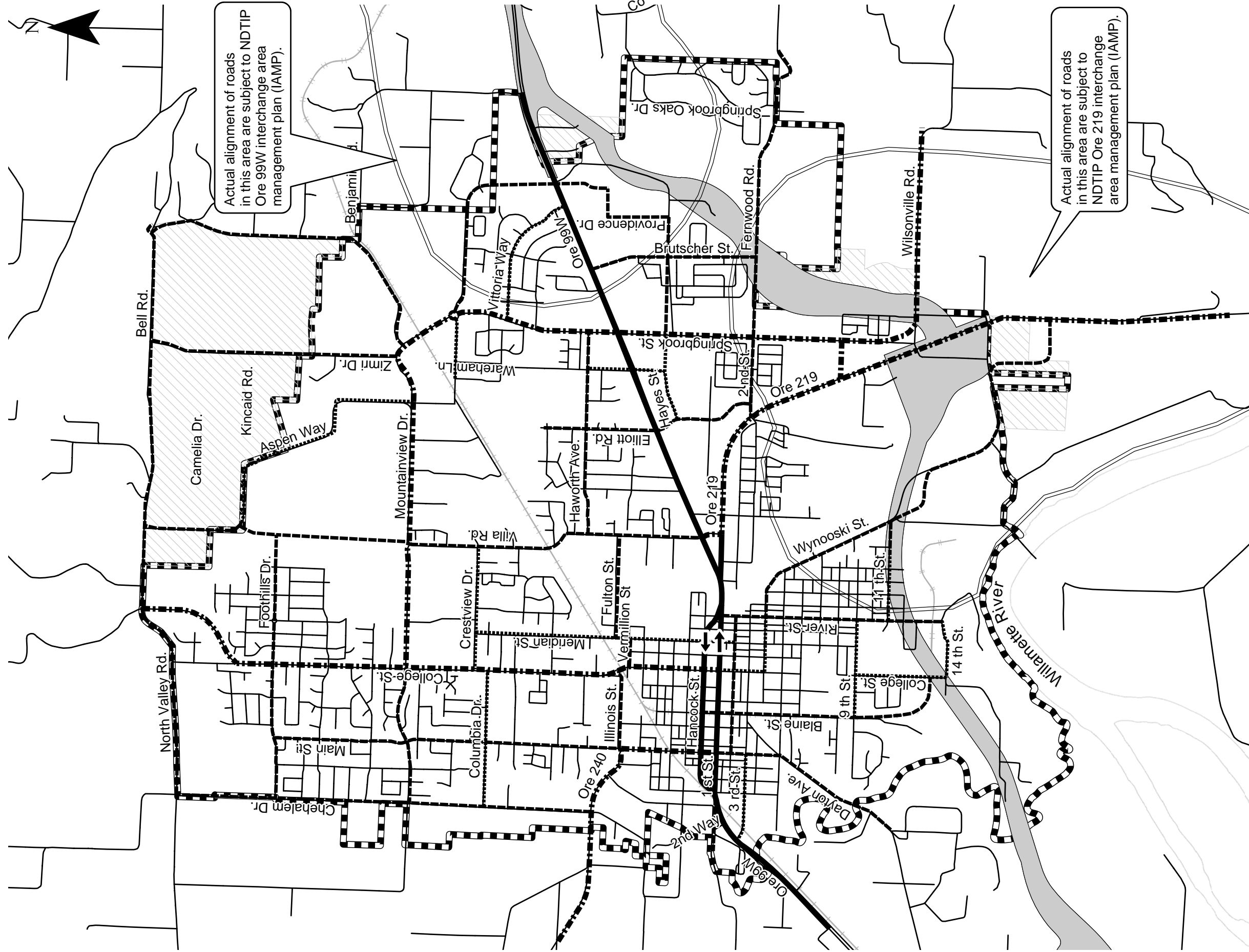
-  City Boundary
-  Urban Growth Boundary (Existing)
-  Urban Reserve (Existing)
-  Urban Reserve Study Area Subdistrict
-  Urban Reserve Study Area Boundary
-  Stream
-  Willamette River
-  National Wetlands Inventory*: PEM1Y
-  National Wetlands Inventory*: POWKZh

*Descriptions for the National Wetlands Inventory classification codes referenced above, are as follows:

PEM 1y = Freshwater, wetlands often referred to as marshes, bogs, and swamps. Considered saturated/semipermanent/seasonal.

POWKZh= Open water and intermittently exposed. Considered permanent.





Actual alignment of roads in this area are subject to NDTIP Ore 99W interchange area management plan (IAMP).

Actual alignment of roads in this area are subject to NDTIP Ore 219 interchange area management plan (IAMP).

LEGEND

- Statewide Highway
- Major Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Interchange Area Management
- Plan Boundary
- Urban Growth Boundary
- 1995 Urban Reserve Area
- Railroad
- Streets
- River

Notes:

- Streets located outside of Urban Growth Boundary are outside of Newberg's jurisdiction. If a proposed roadway alignment extends outside the UGB, then a plan amendment is required. Improvements recommended would need to be coordinated with Yamhill County.

MAP 9

TOPOGRAPHICALLY AND PHYSICALLY CONSTRAINED AREAS

- City Boundary
- Urban Growth Boundary (Existing)
- 2007 Urban Reserve Areas
- Urban Reserve Study Area Boundary
- Urban Reserve Study Area Subdistrict
- Rural Buildings
- 100 Year Floodplain
- 500 Year Floodplain
- Willamette River
- Water Features
- 20' Elevation Contour

Approximate Contour
(460 ft. MSL)

Approximate Contour
(380 ft. MSL)

Approximate Contour
(300 ft. MSL)

