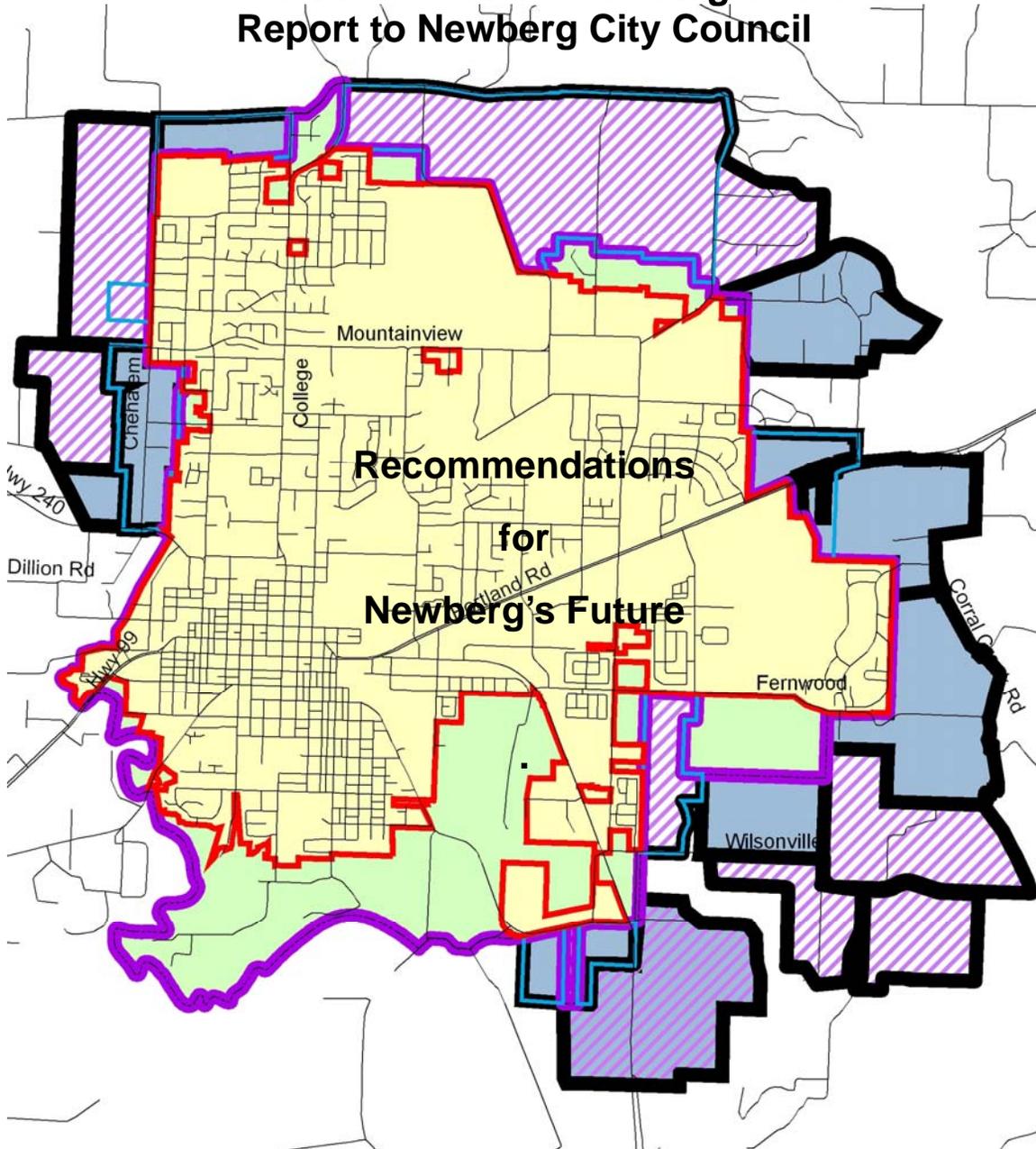
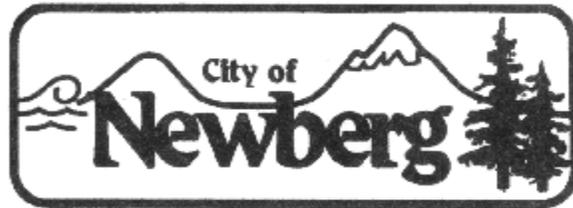


**Ad Hoc Committee on Newberg's Future  
Report to Newberg City Council**



July 21, 2005

**Funding assistance provided by the  
Oregon Department of Land Conservation and Development**



**Ad Hoc Committee on Newberg's Future**

**Executive Summary from  
Report to Newberg City Council**

**Recommendations for Newberg's Future**

July 21, 2005

**Funding assistance provided by the  
Oregon Department of Land Conservation and Development**

**City of Newberg  
414 E. First Street  
Newberg, Oregon 97132**

## **Executive Summary**

The Newberg City Council created the Ad Hoc Committee on Newberg's Future (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. The Committee was to consider Newberg's future land use needs for at least the next 20 years (2025) and preferably longer (out to 2040).

The Committee met from April 2004 to June 2005. During that time, the Committee considered future population and housing needs, and the land requirements for residential, industrial, commercial, and industrial development. They reviewed the supply of buildable land within the existing Urban Growth Boundary (UGB), and evaluated the land in the Urban Reserve Areas (URAs) and surrounding areas to determine which areas would be most suitable to meet the requirements of each type of land use.

The Committee received support from City staff and consultants. The Committee also sought the input from the general public. The Committee held two open houses, conducted two surveys, received comments at each of their meetings, and received several letters.

As a result of this process, the Committee is now prepared to make recommendations in the three areas that the City Council requested:

### ***Committee Recommendations***

#### **1. How should the City provide for its future land needs, including land needs for housing, commercial and industrial development, institutional development, and recreation?**

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 38,352 by 2025, and 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 more employment to the area and to avoid becoming a bedroom 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;
- Redesignate areas within the UGB that are appropriate for medium or high density residential development; (Figure ES-1);
- Expand the Urban Growth Boundary to accommodate future residential development, giving consideration to several areas, including areas to the east and southeast of Newberg;
- Create new Urban Reserve Areas to accommodate long-term residential needs.

### **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.
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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 Wyooski 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
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To provide additional policy guidance for these and other Committee recommendations, the Committee recommends that the City consider adoption of the comprehensive plan policies listed in Chapter V.

## **2. Should the City change its existing boundaries, including the Urban Growth Boundary (UGB) and the Urban Reserve Area and, if so, what general areas should receive the highest consideration for change?**

### **Urban Growth Boundary (UGB)**

The Committee has tried to provide general direction for the City's growth, rather than a parcel-specific recommendation. The proposed additions to the UGB total 795 acres, which is slightly more than the identified land needs for 2025. Keeping this in mind, the Committee recommends that the City expand the UGB to meet land use needs from 2005 to 2025, giving highest priority to the general areas shown on Figure ES-1. Table ES-1 shows the land needed by land use type: residential, commercial, industrial and institutional. While some of this need can be met within the existing UGB, additional land will be needed to meet the siting requirements for industrial and institutional development, and to meet the residential housing needs.

**Table ES-1. 2025 Buildable Land Need and Supply**

<b>Land Use Type</b>	<b>Surplus/Deficit after Proposed Zoning Changes</b>	<b>Recommended UGB Additions</b>	<b>Supply Surplus/Deficit</b>
Residential	(429) ac	626 ac	197 ac
Commercial	26 ac	22 ac	48 ac
Industrial (Small Site)	40 ac	37 ac	77 ac
Industrial (Large Site)	(80) ac	80 ac	0 ac
Institutional	(162) ac	30 ac	(132) ac

Generally, the Urban Growth Boundary should be extended:

- To the existing urban reserve areas (URAs). This includes the urban reserve areas along North Valley Road, Northwest (Chehalem Drive), Southeast (Wynooski Street), and Northeast (Highway 99W). There are two notable exceptions:
  - 1) The North URA (near Aspen Way, Zimri Drive, and Springbrook Drive) should remain as an urban reserve, since water service, including a new reservoir, and sewer service are not likely to reach this area until adjacent land inside the UGB is developed, which is not expected to occur for 15 to 20 years.
  - 2) The East URA (Springbrook Road), because that area is within the Newberg Dundee Bypass study corridor.

After very careful consideration, the Committee recommends that the UGB be expanded:

- To the east and southeast of Newberg, generally west of Corral Creek Road, along Fernwood Road, along part of Wilsonville Road, and south on Highway 219. This area provides many larger, flat properties that are appropriate for development of a complete community including housing at various densities, parks, schools, a community commercial center, and industry. Utility services can readily be extended to serve this area; far more easily than many other areas considered. Considering many other options, the City and State goals, and community preferences, the Committee recommends that this area is the most appropriate for expansion of the UGB.

One significant deficiency in this area is adequate transportation facilities. The area is currently served by a limited network of winding, rural roads. A master plan will be needed for this area in conjunction with including it in the UGB. The master plan should specify what street improvements and new streets should be constructed to serve this area. Development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

- To the rural residential area northeast of the existing UGB near Benjamin Road and Putnam Road. This area contains several larger residential lots that could be suitable for infill and redevelopment.
- To the rural residential area on the north side of Highway 240 west of Newberg. This includes a small area west of Chehalem Drive that could also be served with the same utility services that would serve the Chehalem Drive area in the Northwest URA.

**Urban Reserve Areas (URAs)**

The Committee also recommends that the City expand the Urban Reserve Areas (URAs) as needed to meet land use needs from 2026 to 2040 (Table ES-2). The general areas shown on Figure ES-1 should have the highest priority. These areas are located in the northwest and southeast, plus additional areas east of the existing North URA. Development of these areas will help maintain Newberg as a single, complete community located on both sides of the Newberg-Dundee Bypass.

**Table ES-2. Summary of 2040 Buildable Land Need and Supply**

Land Use Type	2025 <sup>1</sup> Land Supply	2025-2040 Land Need	2040 URA Additions	Surplus/Deficit
Residential	197 ac	1,009 ac	945 ac	133 ac
Commercial	48 ac	109 ac	35 ac	(26) ac
Industrial (Small)	77 ac	37 ac	0 ac	40 ac
Industrial (Large)	0 ac	120 ac	120 ac	0 ac
Institutional	(132) ac	348 ac	44 ac	(436) ac

- The northwest area should be included in the urban reserve area to maintain the larger parcels for future residential and institutional growth. This area is relatively easy to serve with utilities, and can be provided with adequate transportation facilities.
- The rural residential areas east of Springbrook Road and north of the railroad tracks can help meet future residential needs with some infill development
- The balance of the Highway 219 area should be preserved as large parcels of land for future industrial uses requiring large flat parcels.

The population projections, housing unit needs estimates, buildable lands inventory, land selection criteria, and assumptions used in making this recommendation are provided in the Needs Analysis, Section III. The alternatives that were considered but not selected are presented in Section IV.

**3. Should the City consider changing the comprehensive plan/zoning district designations within the existing UGB to accommodate different growth patterns?**

---

<sup>1</sup> Projected land supply in 2025 after proposed UGB changes.

The Committee recommends that the City consider:

- Changing the comprehensive plan/zoning district designations within the UGB as shown on Figure ES-1. The Committee felt several areas in the UGB could be appropriate to meet needs for high density and medium density residential development. These include an area near Illinois and College Street, areas west of the Sportsman's Airpark, some areas along Springbrook Road, and some areas within Springbrook Oaks.
- Modifying the City's residential zoning standards to encourage development near planned densities through positive incentives, such as lot size averaging.

The Austin family is Newberg's largest owner of undeveloped property and is currently developing a master plan for their properties. In general, the Committee has based its assumptions on existing zoning and plan designations. However, with respect to the Austin properties, the Committee has based its recommendations on the draft development plan prepared by Austin family's consultant. The Committee has not taken a position with regard to the master plan for the Austin properties.

### ***Report Summary***

**Population.** The Committee recommends selecting a medium growth population forecast that anticipates that Newberg will have a population of 38,352 by 2025, and a population of 54,097 by 2040. These populations are expected to require an estimated 6,704 additional housing units by 2025 and another 6,420 housing units by 2040, for a total of 13,124 more housing units than the City had in 2004.

**Preferred Residential Densities.** The Committee reviewed the land requirements for various types of housing and residential densities, studied examples of development at various densities, considered the public input that they had received at the two open houses, and reflected on their values and visions for the City of Newberg. The Committee noted that recent residential development has occurred at densities much less than those planned, particularly in the MDR/R-2 district. This does not use land as efficiently as desired, nor does it meet the needs for housing at the expected income levels. The Committee recommends increasing densities by encouraging development to occur closer to planned densities in each of the City's districts by offering various incentives, such as lot size averaging. These incentives would be designed to increase the average density of residential development closer to the planned densities (Table ES-3).

**Table ES-3. Recommended Residential Densities**

		Recent Trends	Planned Density
Single-Family	Units/Acre	3.6	4.4
	Avg Lot Size	9,800 sf	8,000 sf
Med Density Multi-Family	Units/Acre	5.8	9
	Type	Duplexes	Townhouses 3,900 sf lots
High Density Multi-Family	Units/Acre	15.4	16.5
	Type	2 story apts with surface parking	2-3 story apts with surface parking
Average	Units/Acre	6.8	8.3

**Residential Land Needs.** Based on the Committee's recommended densities, the City has enough buildable residential land inside the existing UGB for 1,025 LDR housing units (233 acres), 1,323 MDR units (147 acres), and 644 HDR units (39 acres). This means that by 2025, Newberg needs approximately 430 acres of residential land added to the UGB.

**Commercial Land Needs.** The Committee projects that Newberg will have a need for 111 acres of commercial land through 2025. The 2004 buildable land inventory included 105 acres of commercial land in the UGB, so some additional land is needed. The City will need an additional 109 acres of commercial land for the period 2026-2040.

The Committee considered the pros and cons of a large, regional shopping center, as opposed to smaller community shopping centers and neighborhood commercial centers. Based on their own vision of Newberg and what they had heard from the public, the Committee felt that a regional shopping center was not consistent with the desire to maintain a small town feeling and have a complete community rather than a bedroom suburb, and that smaller shopping centers were preferred. Existing large commercial sites (10-30 acres) appear to be limited in Newberg.

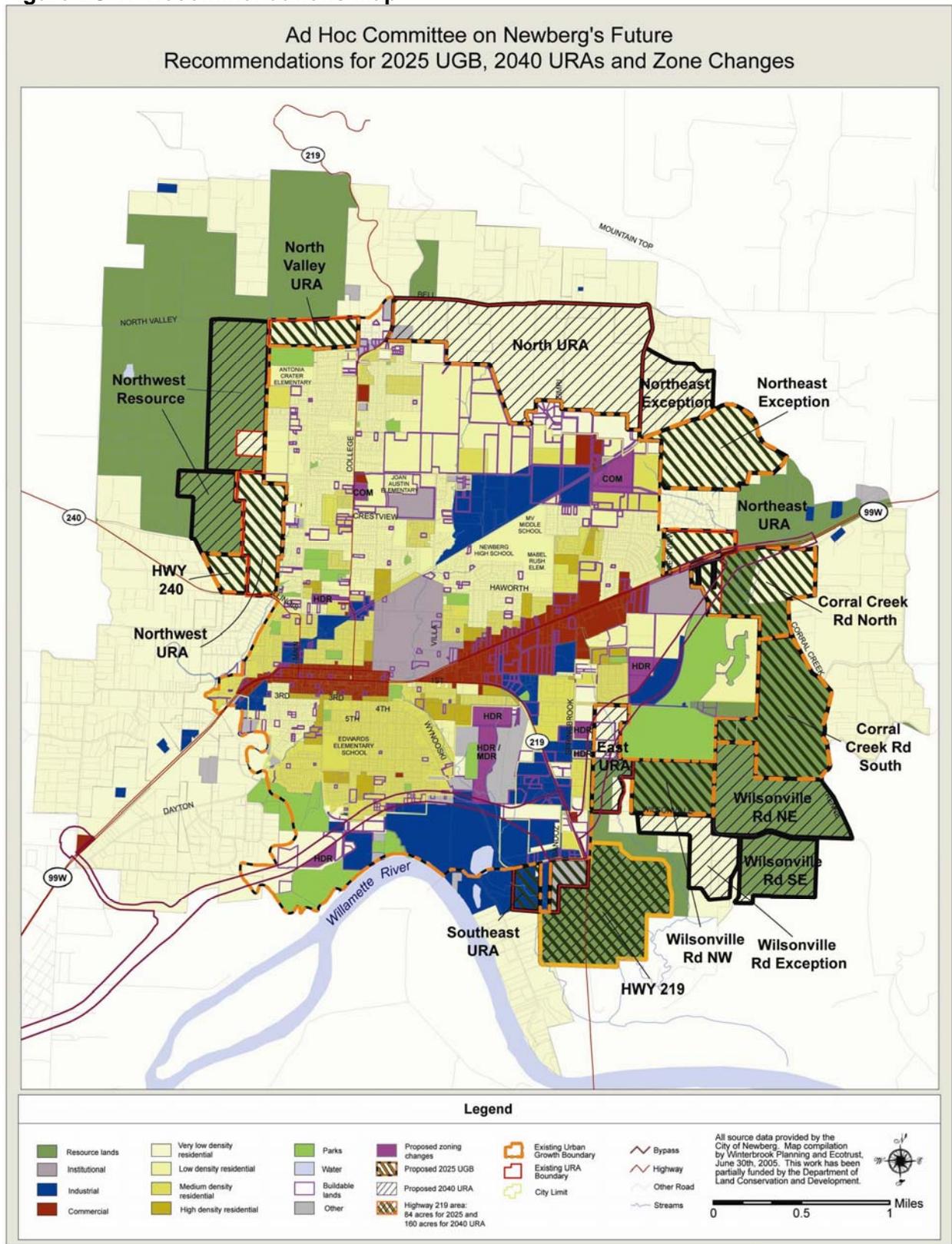
**Industrial Land Needs.** A consistent theme that the Committee heard was the need for adequate industrial land in the community. Based on long-range employment forecasts by the Oregon Employment Department, the consultants projected the need for industrial land in the area. The Committee selected the 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. Based on this need, the community will need 94 acres of industrial land through 2025, and an additional 75 acres through 2040. In addition to

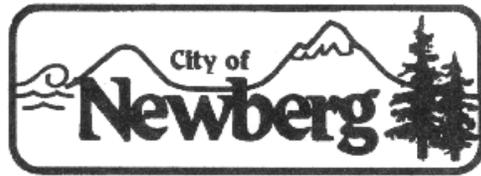
these needs the Committee projects a need for 4-5 large industrial sites of at least 20 acres in size for the period 2005-2025, and an additional 5-6 large industrial sites for the period 2026-2040.

There is an existing supply of 159 acres of buildable industrial land within the UGB. However, 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. Also, Newberg lacks the types of large sites needed to attract large manufacturers, industrial parks, or corporate offices that desire a campus setting.

**Institutional Land Needs.** Institutional land needs were projected for schools, parks, churches, and other uses. Institutional land needs totalled 249 acres in 2025, with an additional 348 acres in 2040. In order to provide an adequate supply of land, some of the institutional uses are assumed to locate on infill sites within the UGB and are counted against the residential land supply. The unmet need will need to be satisfied in the future growth areas.

Figure ES-1. Recommendations Map





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## ACKNOWLEDGEMENTS

This report reflects the work and decisions of the Ad Hoc Committee on Newberg's Future. The Committee consisted of:

Sam Farmer, Chair	Barry Horn
Cathy Stuhr, Vice Chair	Rick Rogers
Calvin Beralas	Joyce Vergets
John Bridges	Michael Willcuts
Sonja Haugen	

The Committee appreciates and would like to acknowledge the support of a large project team that included consultants, city staff, state agencies, and the public.

### Consultants

Barry Edmonston, demographer  
Johnson Gardner, in association with the Benkendorf Associates  
Winterbrook Planning, in association with EcoTrust and EcoNorthwest

### City of Newberg

Barton Brierley, City of Newberg Planning and Building Director  
Elaine Taylor, City of Newberg Associate Planner  
Jan Wolf, City of Newberg Engineering GIS Analyst  
Ruth Graham, City of Newberg Planning Secretary  
David King, Recording Secretary  
Library staff for providing meeting space  
Public works crews for logistical support

### State Agencies

Geoff Crook, Oregon Department of Land Conservation and Development

### Local Businesses and Agencies

George Fox University  
Chehalem Parks and Recreation District  
First Federal  
Providence Hospital  
Newberg School District

### The Public

Everyone who attended the open houses and meetings, took the time to complete a survey, write a letter or e-mail, or provide oral comments.

Funding in support of the Committee's work was provided by the City of Newberg and the Oregon Department of Land Conservation and Development.

Finally, the Committee wishes to thank the Newberg City Council for this opportunity to help shape Newberg's future.

## Table of Contents

<b>Executive Summary .....</b>	<b>1</b>
<b>I. Introduction .....</b>	<b>9</b>
A. Purpose.....	9
B. Process .....	10
<b>II. Values, Visions, Goals, and Policies.....</b>	<b>12</b>
A. Value Statements .....	12
B. Review of Existing Values, Visions, Goals and Policies.....	14
<b>III. Land Supply and Future Land Needs .....</b>	<b>20</b>
A. Overview.....	20
B. Statutory Framework .....	20
C. Methods.....	21
Areas Inside UGB .....	21
Areas Outside UGB .....	21
GIS Analysis of Study Areas .....	23
D. Residential Land Need and Supply.....	24
Housing Need.....	24
Residential Land Need.....	26
Site Suitability Criteria .....	27
Site Evaluation .....	31
E. Commercial Land Need and Supply .....	32
Need .....	32
Specific Site Suitability Criteria .....	34
Site Evaluation .....	35
F. Industrial Land Need and Supply .....	38
Need .....	38
Specific Site Suitability Criteria .....	39
Site Evaluation.....	40
G. Institutional Land Need and Supply .....	42
Need .....	42
Specific Site Suitability Criteria .....	45
Site Evaluation.....	47
<b>IV. Alternatives.....</b>	<b>49</b>
A. Key Assumptions.....	49
Density .....	50
Build-out .....	50
Buildable Land Inventory .....	51
Development Areas.....	51
Existing Urban Reserve Areas .....	52
B. 2025 Alternatives .....	52
Alternative 1.....	52
Alternative 2.....	56
Alternative 3.....	60
C. 2040 Alternatives .....	67
All Directions Option.....	67

Northeast/Southwest Option ..... 68

North/Northwest Option ..... 68

East/Southeast Option ..... 69

**V. Committee’s Recommendations ..... 74**

A. 2025 and 2040 Population Forecast ..... 74

B. Residential Land Need ..... 74

    Preferred Residential Densities ..... 75

    Buildable Land Inventory ..... 76

    Recommended Zone Changes ..... 76

    2025 Residential Land Adjusted Supply and Need ..... 77

    2040 Residential Land Need ..... 79

C. Commercial Land Need and Supply ..... 79

    Community Commercial Centers ..... 80

    2025 Commercial Land Adjusted Supply and Need ..... 80

D. Industrial Land Need and Supply ..... 81

    Large Industrial Sites ..... 81

    2025 Industrial Land Adjusted Supply and Need ..... 82

E. Institutional Land Supply and Need ..... 82

    Institutional Lands Needs ..... 82

F. 2025 Land Supply and Need ..... 83

G. Future Growth Areas ..... 83

    2025 UGB Additions ..... 83

    2040 URA Additions ..... 85

H. Comprehensive Plan Policy Amendments ..... 86

I. Next Steps ..... 89

**List of Figures**

Figure 1. Study Areas ..... 23

Figure 2. Large Buildable Sites with Good Access and Services Inventory ..... 37

Figure 3. 2025 Alternative 1 Map ..... 64

Figure 4. 2025 Alternative 2 Map ..... 65

Figure 5. 2025 Alternative 3 Map ..... 66

Figure 6. 2040 All Directions Option ..... 70

Figure 7. 2040 Northeast/Southeast Option ..... 71

Figure 8. 2040 North/Northwest Option ..... 72

Figure 9. 2040 East/Southeast Option ..... 73

Figure 10. Committee Recommendations Map ..... 78

**List of Tables**

Table 1. Future Population Forecast .....	25
Table 2. Future Housing Need by Housing Type (number of dwelling units) .....	25
Table 3. Comparison of Historical and Forecasted Housing Mix .....	25
Table 4. Adjusted Housing Unit Need .....	26
Table 5. Housing Types by Plan and Zone Category .....	26
Table 6. 2025 Residential Land Need – Current Development Trends .....	27
Table 7. Summary of Residential Site Suitability Criteria .....	31
Table 8. Buildable Residential Land Inside UGB .....	31
Table 9. Buildable Land Outside UGB .....	32
Table 10. Commercial Land Need .....	32
Table 11. Commercial Site Suitability Criteria .....	35
Table 12. Buildable Commercial Land Inside UGB .....	35
Table 13. Large Sites (5+ acres) With Good Access and Services .....	37
Table 14. Industrial Land Need .....	38
Table 15. Industrial Site Suitability Criteria .....	40
Table 16. Buildable Industrial Land Inside UGB .....	41
Table 17. Summary of Institutional Land Needs (acres) .....	44
Table 18. Summary of School and Park Site Suitability Criteria .....	47
Table 19. 2025 Alternatives Density and Housing Type Assumptions .....	50
Table 20. 2004 Buildable Land Inventory Summary .....	51
Table 21. Buildable Land in Urban Reserve Areas .....	52
Table 22. Density Assumptions (Alternative 1) .....	53
Table 23. 2025 Land Supply Inside UGB (Alternative 1) .....	53
Table 24. Zone Changes Between Designations (Alternative 1) .....	54
Table 25. Commercial Centers (Alternative 1) .....	54
Table 26. 2025 Commercial Land (Alternative 1) .....	55
Table 27. Large Industrial Sites (Alternative 1) .....	55
Table 28. 2025 Industrial Land (Alternative 1) .....	55
Table 29. Institutional Sites (Alternative 1) .....	56
Table 30. 2025 Land Need Outside URAs (Alternative 1) .....	56
Table 31. Density Assumptions (Alternative 2) .....	57
Table 32. 2025 Land Supply Inside UGB (Alternative 2) .....	57
Table 33. Zone Changes Between Designations (Alternative 2) .....	57
Table 34. Commercial Centers (Alternative 2) .....	58
Table 35. 2025 Commercial Land (Alternative 2) .....	58
Table 36. Large Industrial Sites (Alternative 2) .....	58
Table 37. 2025 Industrial Land (Alternative 2) .....	59
Table 38. Institutional Sites (Alternative 2) .....	59
Table 39. 2025 Need Outside URAs (Alternative 2) .....	59
Table 40. Density Assumptions (Alternative 3) .....	60
Table 41. 2025 Land Supply Inside UGB (Alternative 3) .....	60
Table 42. Zone Changes Between Designations (Alternative 3) .....	61
Table 43. Commercial Centers (Alternative 3) .....	61
Table 44. 2025 Commercial Land (Alternative 3) .....	62
Table 45. Large Industrial Sites (Alternative 3) .....	62
Table 46. 2025 Industrial Land (Alternative 3) .....	62

Table 47. Institutional Sites (Alternative 3)..... 63  
 Table 48. 2025 Need Outside URAs (Alternative 3)..... 63  
 Table 49. 2040 Land Needs ..... 67  
 Table 50. Future Population Forecast ..... 74  
 Table 51. Adjusted Housing Unit Need..... 74  
 Table 52. Recommended Planned Residential Densities..... 75  
 Table 53. Newberg UGB Residential Buildable Land Inventory ..... 76  
 Table 54. 2025 Residential Land Supply and Need..... 77  
 Table 55. 2040 Residential Land Need..... 79  
 Table 56. Commercial Land Need..... 79  
 Table 57. 2025 Commercial Land Supply and Need..... 80  
 Table 58. Industrial Land Need ..... 81  
 Table 59. 2025 Industrial Land Supply and Need ..... 82  
 Table 60. 2025 Institutional Land Supply and Need ..... 82  
 Table 61. Summary of 2025 Land Needs Outside Existing UGB ..... 83  
 Table 62. 2025 UGB Additions ..... 84  
 Table 63. 2025 UGB Land Need and Supply ..... 85  
 Table 64. 2040 URA Additions ..... 85  
 Table 65. Summary of 2040 Buildable Land Need and Supply ..... 86

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- 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.

To provide additional policy guidance for these and other Committee recommendations, the Committee recommends that the City consider adoption of the comprehensive plan policies listed in Chapter V.

**2. Should the City change its existing boundaries, including the Urban Growth Boundary (UGB) and the Urban Reserve Area and, if so, what general areas should receive the highest consideration for change?**

**Urban Growth Boundary (UGB)**

The Committee has tried to provide general direction for the City’s growth, rather than a parcel-specific recommendation. The proposed additions to the UGB total 795 acres, which is slightly more than the identified land needs for 2025. Keeping this in mind, the Committee recommends that the City expand the UGB to meet land use needs from 2005 to 2025, giving highest priority to the general areas shown on Figure ES-1. Table ES-1 shows the land needed by land use type: residential, commercial, industrial and institutional. While some of this need can be met within the existing UGB, additional land will be needed to meet the siting requirements for industrial and institutional development, and to meet the residential housing needs.

**Table ES-1. 2025 Buildable Land Need and Supply**

Land Use Type	Surplus/Deficit after Proposed Zoning Changes	Recommended UGB Additions	Supply Surplus/Deficit
Residential	(429) ac	626 ac	197 ac
Commercial	26 ac	22 ac	48 ac
Industrial (Small Site)	40 ac	37 ac	77 ac
Industrial (Large Site)	(80) ac	80 ac	0 ac
Institutional	(162) ac	30 ac	(132) ac

Generally, the Urban Growth Boundary should be extended:

- To the existing urban reserve areas (URAs). This includes the urban reserve areas along North Valley Road, Northwest (Chehalem Drive), Southeast (Wynooki Street), and Northeast (Highway 99W). There are two notable exceptions:
  - 1) The North URA (near Aspen Way, Zimri Drive, and Springbrook Drive) should remain as an urban reserve, since water service, including a new reservoir, and sewer service are not likely to reach this area until adjacent land inside the UGB is developed, which is not expected to occur for 15 to 20 years.
  - 2) The East URA (Springbrook Road), because that area is within the Newberg Dundee Bypass study corridor.

After very careful consideration, the Committee recommends that the UGB be expanded:

- To the east and southeast of Newberg, generally west of Corral Creek Road, along Fernwood Road, along part of Wilsonville Road, and south on Highway 219. This area provides many larger, flat properties that are appropriate for development of a complete community including housing at various densities, parks, schools, a community commercial center, and industry. Utility services can readily be extended to serve this area; far more easily than many other areas considered. Considering many other options, the City and State goals, and community preferences, the Committee recommends that this area is the most appropriate for expansion of the UGB.

One significant deficiency in this area is adequate transportation facilities. The area is currently served by a limited network of winding, rural roads. A master plan will be needed for this area in conjunction with including it in the UGB. The master plan should specify what street improvements and new streets should be constructed to serve this area. Development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

- To the rural residential area northeast of the existing UGB near Benjamin Road and Putnam Road. This area contains several larger residential lots that could be suitable for infill and redevelopment.
- To the rural residential area on the north side of Highway 240 west of Newberg. This includes a small area west of Chehalem Drive that could also be served with the same utility services that would serve the Chehalem Drive area in the Northwest URA.

#### **Urban Reserve Areas (URAs)**

The Committee also recommends that the City expand the Urban Reserve Areas (URAs) as needed to meet land use needs from 2026 to 2040 (Table ES-2). The general areas shown on Figure ES-1 should have the highest priority. These areas are located in the northwest and southeast, plus additional areas east of the existing North URA. Development of these areas will help maintain Newberg as a single, complete community located on both sides of the Newberg-Dundee Bypass.

**Table ES-2. Summary of 2040 Buildable Land Need and Supply**

Land Use Type	2025 <sup>1</sup> Land Supply	2025-2040 Land Need	2040 URA Additions	Surplus/Deficit
Residential	197 ac	1,009 ac	945 ac	133 ac
Commercial	48 ac	109 ac	35 ac	(26) ac
Industrial (Small)	77 ac	37 ac	0 ac	40 ac
Industrial (Large)	0 ac	120 ac	120 ac	0 ac
Institutional	(132) ac	348 ac	44 ac	(436) ac

- The northwest area should be included in the urban reserve area to maintain the larger parcels for future residential and institutional growth. This area is relatively easy to serve with utilities, and can be provided with adequate transportation facilities.
- The rural residential areas east of Springbrook Road and north of the railroad tracks can help meet future residential needs with some infill development
- The balance of the Highway 219 area should be preserved as large parcels of land for future industrial uses requiring large flat parcels.

The population projections, housing unit needs estimates, buildable lands inventory, land selection criteria, and assumptions used in making this recommendation are provided in the Needs Analysis, Section III. The alternatives that were considered but not selected are presented in Section IV.

### **3. Should the City consider changing the comprehensive plan/zoning district designations within the existing UGB to accommodate different growth patterns?**

The Committee recommends that the City consider:

- Changing the comprehensive plan/zoning district designations within the UGB as shown on Figure ES-1. The Committee felt several areas in the UGB could be appropriate to meet needs for high density and medium density residential development. These include an area near Illinois and College Street, areas west of the Sportsman's Airpark, some areas along Springbrook Road, and some areas within Springbrook Oaks.
- Modifying the City's residential zoning standards to encourage development near planned densities through positive incentives, such as lot size averaging.

The Austin family is Newberg's largest owner of undeveloped property and is currently developing a master plan for their properties. In general, the Committee has based its assumptions on existing zoning and plan designations. However, with respect to the Austin properties, the Committee has based its recommendations on the draft development plan prepared by Austin family's consultant. The Committee has not taken a position with regard to the master plan for the Austin properties.

<sup>1</sup> Projected land supply in 2025 after proposed UGB changes.

## Report Summary

**Population.** The Committee recommends selecting a medium growth population forecast that anticipates that Newberg will have a population of 38,352 by 2025, and a population of 54,097 by 2040. These populations are expected to require an estimated 6,704 additional housing units by 2025 and another 6,420 housing units by 2040, for a total of 13,124 more housing units than the City had in 2004.

**Preferred Residential Densities.** The Committee reviewed the land requirements for various types of housing and residential densities, studied examples of development at various densities, considered the public input that they had received at the two open houses, and reflected on their values and visions for the City of Newberg. The Committee noted that recent residential development has occurred at densities much less than those planned, particularly in the MDR/R-2 district. This does not use land as efficiently as desired, nor does it meet the needs for housing at the expected income levels. The Committee recommends increasing densities by encouraging development to occur closer to planned densities in each of the City's districts by offering various incentives, such as lot size averaging. These incentives would be designed to increase the average density of residential development closer to the planned densities (Table ES-3).

**Table ES-3. Recommended Residential Densities**

		Recent Trends	Planned Density
Single-Family	Units/Acre	3.6	4.4
	Avg Lot Size	9,800 sf	8,000 sf
Med Density Multi-Family	Units/Acre	5.8	9
	Type	Duplexes	Townhouses 3,900 sf lots
High Density Multi-Family	Units/Acre	15.4	16.5
	Type	2 story apts with surface parking	2-3 story apts with surface parking
Average	Units/Acre	6.8	8.3

**Residential Land Needs.** Based on the Committee's recommended densities, the City has enough buildable residential land inside the existing UGB for 1,025 LDR housing units (233 acres), 1,323 MDR units (147 acres), and 644 HDR units (39 acres). This means that by 2025, Newberg needs approximately 430 acres of residential land added to the UGB.

**Commercial Land Needs.** The Committee projects that Newberg will have a need for 111 acres of commercial land through 2025. The 2004 buildable land inventory included 105 acres of commercial land in the UGB, so some additional land is needed. The City will need an additional 109 acres of commercial land for the period 2026-2040.

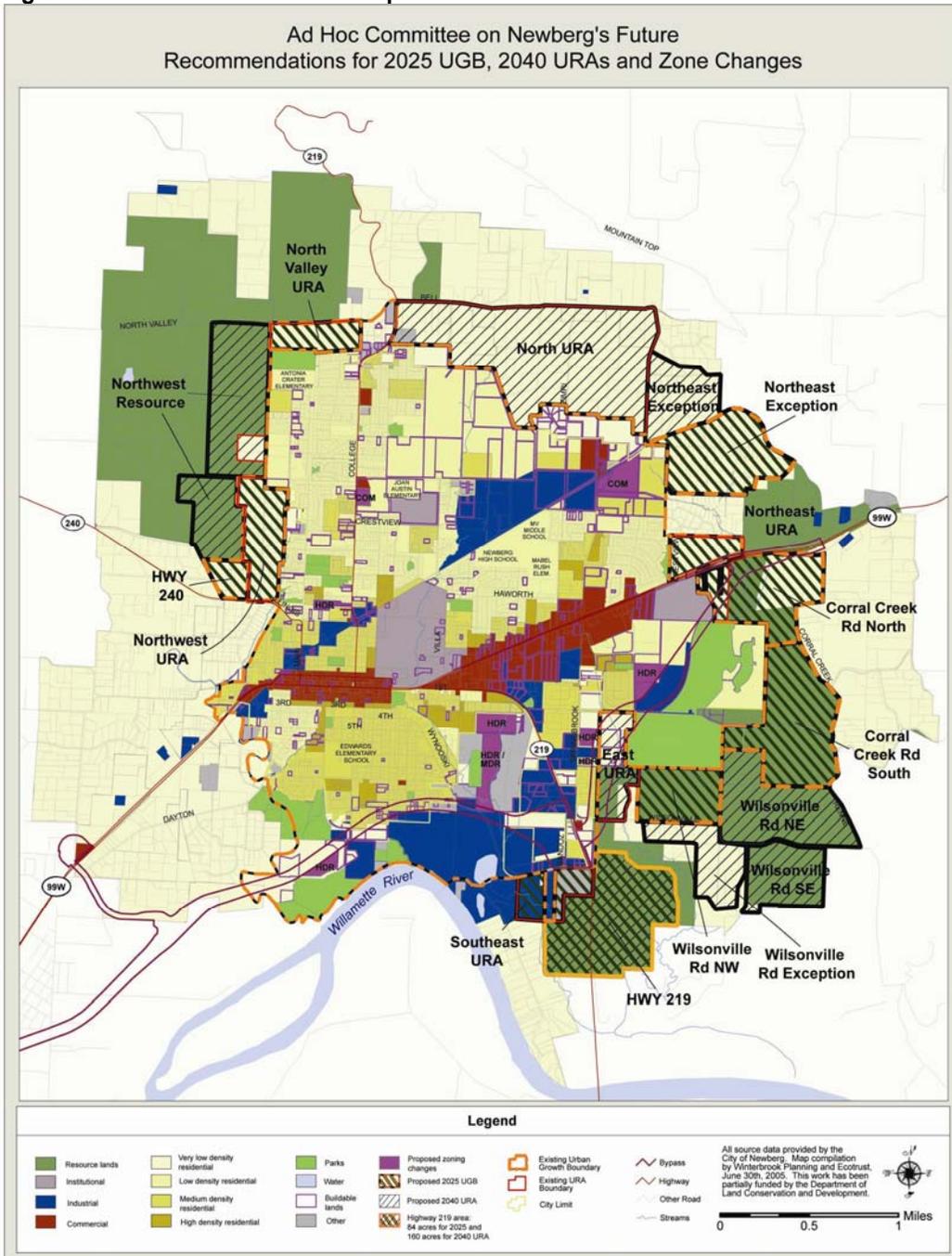
The Committee considered the pros and cons of a large, regional shopping center, as opposed to smaller community shopping centers and neighborhood commercial centers. Based on their own vision of Newberg and what they had heard from the public, the Committee felt that a regional shopping center was not consistent with the desire to maintain a small town feeling and have a complete community rather than a bedroom suburb, and that smaller shopping centers were preferred. Existing large commercial sites (10-30 acres) appear to be limited in Newberg.

**Industrial Land Needs.** A consistent theme that the 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. 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. Based on this need, the community will need 94 acres of industrial land through 2025, and an additional 75 acres through 2040. In addition to these needs the Committee projects a need for 4-5 large industrial sites of at least 20 acres in size for the period 2005-2025, and an additional 5-6 large industrial sites for the period 2026-2040.

There is an existing supply of 159 acres of buildable industrial land within the UGB. However, 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. Also, Newberg lacks the types of large sites needed to attract large manufacturers, industrial parks, or corporate offices that desire a campus setting.

**Institutional Land Needs.** Institutional land needs were projected for schools, parks, churches, and other uses. Institutional land needs totalled 249 acres in 2025, with an additional 348 acres in 2040. In order to provide an adequate supply of land, some of the institutional uses are assumed to locate on infill sites within the UGB and are counted against the residential land supply. The unmet need will need to be satisfied in the future growth areas.

Figure ES-1. Recommendations Map



## I. Introduction

### A. Purpose

The Ad Hoc Committee on Newberg's Future was created by the Newberg City Council (Resolution No. 2003-2486) to study the need for additional land for future housing, employment, and institutional needs, such as parks and schools. The Ad Hoc Committee met regularly from April 2004 to June 2005 to address issues such as:

- How should the City of Newberg provide for its future land needs?
- Should the City expand the UGB or Urban Reserve Areas (URAs)? If so, which general areas should have the highest priority?
- Should the City consider changing any comprehensive plan/zoning district designations within the existing Urban Growth Boundary (UGB)?

The Ad Hoc Committee (the Committee) was appointed by the Mayor. In appointing members, the Mayor strived to include representatives from different groups, including:

- Residents outside but within 1.5 miles of Newberg City limits.
- Owners of land outside City limits but within the Newberg UGB, URA, and areas within 1.5 miles of the Newberg City limits.
- Property development or real estate professionals.
- Representatives from industries and businesses.
- Representatives from educational, religious, recreational, or other institutions.

The members included:

<b>Member</b>	<b>Occupation</b>
Sam Farmer, Chair	George Fox University
Cathy A. Stuhr, Vice-Chair	Walnut Spring Stables
Calvin Beralas	Legal Assistant
John Bridges	Brown, Tarlow & Bridges
Sonja L. Haugen	Austin Industries
Barry Horn	Computer Programmer
Rick Rogers	Habitat for Humanity
Joyce Vergets	Newberg Ace Hardware
Michael Willcuts	Coyote Homes

## **B. Process**

The technical analysis to support the Committee's deliberations was divided into three components:

1. Land Needs Analysis – 2025 and 2040 residential, commercial and industrial, and institutional land use needs.
2. Buildable Lands Inventory – residential, commercial and industrial land inside the UGB
3. Study Area Evaluation – buildable land in study areas outside the UGB.

Land needs are based on the future growth forecasts for Newberg and represent the amount of buildable land needed to accommodate the growth to the year 2025 and 2040. A draft land needs analysis for residential (housing) and commercial and industrial (employment) land uses was prepared by Johnson Gardner in 2004. These analyses established basic growth forecasts for 2005-2025 and 2026-2040. The institutional land needs were estimated by City staff in cooperation with the Newberg School District and the Chehalem Parks and Recreation District. These drafts were reviewed by the Committee. The Committee presented the results and solicited public response at an Open House. The Committee received and considered responses from open houses, including a survey of public attitudes toward growth and development. The Committee ultimately accepted the land needs analyses as presented in this report.

The Buildable Lands Inventory for residential land within the existing UGB was prepared by The Benkendorf Associates Corporation, under contract to Johnson Gardner. The City of Newberg staff prepared the buildable land inventory for commercial and industrial land. All land within the UGB was classified as vacant, partially vacant/redevelopable, committed, or developed/unbuildable. The Committee reviewed the criteria, methods and results of this analysis.

A team led by Winterbrook Planning (Winterbrook Planning, Ecotrust, and ECO-Northwest) conducted the Study Area Evaluation. The Committee selected the study areas by first reviewing and agreeing on selection criteria. After the consultants mapped these criteria, the Committee reviewed the mapped results and made some minor adjustments based on local knowledge to establish the study areas. With technical analysis provided by the consultant, the Committee then selected:

- criteria for identifying buildable land; and
- criteria for each type of development: industrial, commercial, institutional, and various types of residential.

The consultants then applied the Committee's criteria for buildable land to the study areas (including areas within existing URAs), using factors such as slope, stream corridors, and existing development to estimate the amount of buildable land in each study area. The consultants then applied the criteria for each land use type to each of the study areas and analyzed the results. The Committee reviewed this analysis based on local knowledge.

The technical analyses provide the basic framework to address the key issues for Newberg's future. Based on these technical analyses and Committee review during Fall 2004 and Winter

2005, the Committee proposed a series of growth alternatives that were presented for public comment at a March 3, 2005 open house. After taking into consideration the comments from the open house, the Committee began discussing their recommendations. After carefully considering the public input received, the technical information received, and after weighing various alternatives against the values and visions of the community, the Ad Hoc Committee made its recommendations.

## II. Values, Visions, Goals, and Policies

When the Committee began their work, they made it clear that they wanted to first consider the overall vision for the City of Newberg. They felt this would provide an overall context for the decisions they would make on population and direction of growth. They also felt that they needed to consider bigger issues, such as the environment and quality of life, when making policy choices. To begin to develop the vision, the Committee listed the values they brought to the assignment, and reviewed some of the City's existing visions, goals and policies dealing with growth, community, and land use.

### A. Value Statements

From April through August 2004, the Committee spent considerable time at each meeting brainstorming and reviewing "value statements" related to the recommendations that the Newberg City Council had requested, and the land that would be needed for various uses. Their draft value statements were on display at the open house held on August 6, 2004, and visitors were invited to comment on them, propose revisions, and add their own statements to the list. The Committee considered the comments that they had received, made a few changes, and agreed on the following list.

#### **Considering Newberg's anticipated growth over the next 36 years, our land use recommendations to the Newberg City Council should:**

- allow for flexibility down the road
- encompass our goals and provide opportunity for improvement
- consider the input of the community
- be innovative and creative -- reflect our unique community
- encourage excellence

#### **The map that we recommend to the City Council should:**

- provide for a reasonable and well-planned level of growth that encourages community excellence and preserves our uniqueness
- take into account accessibility (major arterials) to commercial and industrial parks
- provide for a sense of small, local neighborhoods, while also providing for commercial and industry.

#### **Newberg should have a long-term future land use pattern that:**

- is flexible (can change if industry does/does not locate) and diversified (mixed, walking, commercial nodes).
- allows easy flow of traffic
- has mixture of housing types
- preserves history of community
- maintains Newberg's individuality as a rural community with a proud agricultural heritage
- moves away from industrial and warehousing uses to high value commercial functions
- diverts through traffic around the downtown core
- encourages the visions and objectives shown in the residential, commercial, industrial,

and public/institutional vision and policy statements.

**Land for residential uses should:**

- match projections developed and accepted by Committee
- be allocated in manner consistent with vision statement
- be allocated in a way that keeps cost of infrastructure and utilities at a reasonable level
- have matching transportation plans and adequate funds for transportation projects
- encourage housing of all types and levels of affordability
- encourage creative housing solutions - allow for mixed use (i.e. shops with living areas above) in downtown areas
- require a wide range of parcel sizes
- reflect changing family structures and life styles

**Land for industrial uses should:**

- reflect access to major highways
- have minor impact on residential areas
- be adequate to support reasonable and well-planned growth, and encourage excellence
- be located with access to the bypass interchange with Hwy 219 or Hwy 99W at the edges of town
- be located near current industry clusters/utilities/transportation

**Land for commercial uses should:**

- be consistent with projected need and vision statement
- be located along major traffic routes or, provide adequate access to major routes
- allow for adequate business growth, encourage all levels (sizes) of business
- allow for various size business
- be mixed with residential, plus one or two large development areas

**Land for Newberg's parks should:**

- reflect areas of residential growth
- allow for excellence in recreation and green space
- be scattered throughout Newberg and surrounding areas so as to be easily accessible to all communities
- exceed industry standards
- consider safety
- anticipate and incorporate innovative and unexpected recreational possibilities
- support multi-users -- pedestrians, bikes, horses, etc.
- be connected where possible
- consider Riverfront Master Plan and enhance access and use of the river

**Land for Newberg's utilities should:**

- provide for underground, ecologically sound installation
- be safely located away from vulnerable community functions and activities
- be compatible with surrounding community
- be adequate to meet reasonable growth and be affordably developed

- allow for future expansion
- be supportive of economic development

**Land for Newberg’s water storage/distribution facilities should:**

- be located at elevations that can serve planned residential/commercial/industrial

**Land for Newberg’s schools should:**

- reflect new pedagogies -- small learning communities.
- be located near existing and future demand for schools
- allow for educational excellence
- follow school district recommendation
- consider community "personality"

**Land for Newberg’s institutions should:**

- allow for access by all citizens
- provide opportunity for new institutions
- be easily accessible to the public
- be compatible with the surrounding community

***B. Review of Existing Values, Visions, Goals and Policies***

Committee members had received copies of the complete Newberg Comprehensive Plan, the Community Vision Statement from "Chehalem Future Focus – II" (February 4, 1995), and the Values Statements from "Chehalem Future Focus." The Committee reviewed selected statements of City’s existing values, visions, goals and policies as they appear in those documents. At its final meeting, the Committee approved one new comprehensive plan goal and several additional new policies for recommendation to City Council. These were added to address the Committee’s recommendations dealing with industrial areas, urban design, housing density, and affordable housing.

The following list is the product of considerable study and discussion by the Committee. The majority of these statements currently exist, and were reviewed and endorsed by the Committee. In some cases, however, the Committee felt that the statement needed to be clarified, updated, or tailored to refer specifically to Newberg rather than the Chehalem Valley. In a few cases, the Committee felt that a new statement was needed. The source of each statement is listed as "NCP" for Newberg Comprehensive Plan, "CFF" for Chehalem Future Focus, or "New." Proposed revised statements are so noted.

## **GROWTH AND URBANIZATION**

### **Values:**

We value a balanced and orderly approach to growth that enables us to fine-tune our community rather than overwhelming us with rapid change. (CFF)

We value a friendly, small-town atmosphere that retains our community's distinct geographical, historical and cultural identity. (CFF)

### **Visions:**

Livable neighborhoods. A livable neighborhood:

- is safe;
- has sidewalks;
- has space for children to play;
- encourages interaction with neighbors;
- has a road system that works;
- provides for alternative forms of transportation;
- allows for diversity of income levels and housing types.

(a Newberg-specific vision suggested by a vision statement in CFF)

### **Goals:**

Maintain Newberg's identity as a community which is separate from the Portland Metropolitan area. (NCP Goal N.2.)

- GOAL 2: To develop and maintain the physical context needed to support the liveability and unique character of Newberg. (new NCP goal under "J. URBAN DESIGN.")
- a. Maintain Newberg's individuality as a rural community with a proud agricultural heritage. (new)
  - b. Provide for a sense of small, local neighborhoods, while also providing for commerce and industry. (new)
  - c. Neighborhoods should be designed to promote safety and interaction with neighbors. (new)
  - d. Community commercial centers are preferred to a large, regional shopping center. (new)
  - 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. (new)

## **LAND FOR HOUSING**

### **Values:**

A livable community that offers....affordable housing. (CFF)

**Vision:**

Diverse housing opportunities of high quality including historic homes, affordable homes, rentals, condominiums and homes for the elderly and disadvantaged are available. (CFF)

**Policies:**

1. Density Policies

b. Density classifications shall be as follows:

Classification	Units Per Gross Acre*
Urban Low Density	4.4
Urban Medium Density	9
Urban High Density	22

\*Includes a 25 percent allowance for streets

The City will encourage development to occur at or near these planed densities by providing positive incentives, such as lot size averaging. (revised NCP “I. HOUSING, 1. Density Policies, b. Density classification...”)

The City shall encourage innovation in housing types and design as a means of offering a greater variety of housing and reducing housing costs. (NCP Policy I.3.j.)

Within the urban area, land use policies will attempt to provide a broad range of residential uses and encourage innovative development techniques. (NCP Policy I.3.m.)

The City shall encourage an adequate supply of rental housing dispersed throughout the City to meet the needs of renters. (NCP Policy I.3.k.)

The City shall encourage assisted housing for low income people. (NCP Policy I.3.i, revised)

The City will encourage incentive-based affordable housing in the R-2 and R-3 zones. (new NCP Policy under “I. HOUSING, 3. Mix Policies”)

**LAND FOR ECONOMIC DEVELOPMENT**

**Values:**

We value a diversified economic base that provides a full range of employment opportunities for our local work force.(CFF)

We value a vital local economy that meets the diverse shopping and commercial needs of local residents, businesses, and tourists.(CFF)

**Vision:**

A diverse economy that provides balanced economic options.(CFF)

Downtown is vibrant.(CFF)

**Goal:**

Develop a diverse and stable economic base. (NCP Goal H.)

**Policies:**

In order to lessen the percentage of persons who live in Newberg but must work elsewhere, the City shall encourage a diverse and stable economic base through tax incentive programs, land use controls, preferential assessments and capital improvement programs. (NCP Policy H.1.a., revised)

The City shall encourage economic expansion consistent with local needs. (NCP Policy H.1.b.)

The City will encourage the creation of a diversified employment base, the strengthening of trade centers, and the attraction of both capital and labor intensive enterprises. (NCP Policy H.1.c.)

The City shall encourage business and industry to locate within the Newberg City limits. (NCP Policy H.1.g.)

The City shall encourage tourist-related activities and services such as motor inns, restaurants, parks and recreation facilities, a visitor center, conference and seminar activities. (NCP Policy H.1.i.)

The City shall undertake specific activities to encourage the growth of existing businesses and to attract new businesses to the community in industries that will provide local employment opportunities consistent with community needs and goals. (Revised from NCP Policy H.2.d)

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. (Revised from NCP Policy H.2.d)

Newberg shall actively pursue the inclusion of large industrial sites within the urban growth boundary. (NCP Policy H.2.c.)

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. (new NCP Policy under "H. THE ECONOMY, 2. Industrial Areas Policies.")

Industrial land shall be reserved for industrial uses. . (new NCP Policy under "H. THE ECONOMY, 2. Industrial Areas Policies.")

Adequate neighborhood commercial areas will be provided to serve localized needs. (NCP Policy H.3.b.)

The City shall encourage the retention of the downtown core as a shopping, service and financial center for the Newberg area. New commercial developments shall be encouraged to locate there. (NCP Policy H.3.a.)

Industrial land use needs shall be periodically evaluated. (NCP Policy B.3.)

Newberg will encourage the development of industries which represent the most efficient use of existing resources including land, air, water, energy and labor. (NCP Policy H.1.d.)

The City shall encourage a higher utilization of downtown space, encouraging intensive use of all building levels. (NCP Policy J.5.e.)

#### **LAND FOR AGRICULTURE AND WOODED AREAS**

##### **Policies:**

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. (NCP Policy C.2., revised)

The City will encourage the preservation of wooded areas for wildlife habitat and limited recreational uses. (NCP Policy D.1, revised)

#### **NEWBERG'S CURRENT STATEMENTS ON AIR, WATER, AND LAND RESOURCE QUALITY**

##### **Goal:**

Maintain and, where feasible, enhance the air, water and land resource qualities within the community. (NCP Goal E.)

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

The City shall ensure that, as development continues, adequate land shall be retained in permanent open space use. (NCP Policy G.1.a., revised)

#### **OPEN SPACE, SCENIC, NATURAL, HISTORIC AND RECREATIONAL RESOURCES**

##### **Values:**

We value a healthy environment that preserves the beauty of our natural surroundings -- the valley and hills, forest, rivers and streams and air. (CFF)

##### **Vision:**

Plenty of space is provided for enjoying animals and the earth. (CFF)

Natural areas and habitat have been preserved. (CFF)

##### **Goals:**

Ensure that adequate land shall be retained in permanent open space use and that natural, scenic and historic resources are protected. (NCP Goal G.1.)

**Policies:**

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. (NCP Policy G.4.a.)

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. (NCP Policy G.4.i.)

Public and private recreational development will be encouraged on sites suitable for the proposed uses. (NCP Policy G.4.h.)

**LAND FOR PUBLIC/QUASIPUBLIC FACILITIES**

**Policies:**

Plans for future growth will provide adequate land to meet the needs of the area's schools. (New)

### **III. Land Supply and Future Land Needs**

#### **A. Overview**

Land need is a function of population growth, employment growth, and policy choices about the character of a community. The policy choices represent the power of the City of Newberg to shape the future character of the community by designating the type of land uses, the density or intensity of development, and the location of future development. This section presents 1) the statutory framework that governs local government land use planning in Oregon; 2) the methods that were used to establish future land needs for various types of uses and to quantify and evaluate the supply of land available to meet those needs; and 3) the results of that analysis for residential, commercial, industrial, and institutional development.

#### **B. Statutory Framework**

Newberg's policy choices are made within the context of Oregon's Statewide Planning System, which includes state statutes, goals, and administrative rules that govern how local communities plan for future growth.

One important requirement that helps frame the alternatives discussion is consideration of the priorities for expanding UGBs set out in ORS 197.298. First priority is land in designated urban reserve areas (URAs). Then, if the URAs are inadequate to accommodate the land need, second priority is land adjacent to an urban growth boundary that is identified as exception areas or nonresource land. If the URAs and exception areas cannot meet the land need, then Newberg can consider expanding on agricultural or forestry resource land. When considering expanding onto resource land, a higher priority must be given to land of lower soil capability classes. If specific types of identified land needs cannot be reasonably accommodated on higher priority lands, then agricultural land may be included in a UGB. This last provision is important in planning for land use with specific site needs, such as large industrial sites, schools, or parks.

Newberg is virtually surrounded by rural residential zoning (exceptions areas). Under ORS 197.298, the development potential of these non-resource land needs to be evaluated to determine if this land can meet the long-term population and employment growth needs before expansion onto resource land may be considered.

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. Those determinations will be made in the future when the City takes up the issue of economic development strategies and policies. 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.

### **C. Methods**

The statutory framework requires matching the supply of land available for development to the projected need for land for residential, commercial, industrial and institutional development. Not only must the right amount of land be available, but that land must be buildable, and must meet the criteria for various types of land uses. This section describes the methods that were used to match the land supply to the projected land need.

#### **Areas Inside UGB**

The City of Newberg engaged Johnson Gardner, a Portland consulting firm, to report on the City's future housing and residential land needs. Johnson Gardner calculated the number of acres of buildable residential land in each zoning designation in the existing Urban Growth Boundary, and estimated demand through 2025 and 2040 for housing of various types. In addition, Johnson Gardner estimated land requirements for commercial and industrial development.

Winterbrook Planning refined the land needs analysis prepared by Johnson Gardner by applying siting criteria for various land uses, particularly large industrial uses, commercial centers, schools, and parks. The site suitability criteria are discussed below. Winterbrook also refined the buildable lands inventory prepared by The Benkendorf Associates Corporation (residential) and the City of Newberg (commercial and industrial) for land within the UGB to eliminate parcels impacted by the proposed Newberg-Dundee Bypass and account for development that was in progress at the time of the first inventory.

#### **Areas Outside UGB**

The outer boundary of the study area was established to provide a range of choices in meeting future land needs to the year 2040, but also to provide some limit for the study area analysis. To assure a rational, fair approach, the selection of the study area boundary was based on a set of criteria proposed by Winterbrook Planning and refined by the Committee. The outer boundaries of the study areas were selected using the following criteria:

1. **Minimum Boundary:** All parcels located within 0.5 miles of the existing UGB generally are included.
2. **Exceptions Areas:** Groups of non-resource parcels that are adjacent to the existing UGB (generally within 0.5 miles) generally are included. Non-resource zoning includes Yamhill County Industrial (HI, LI, RI), Commercial (HC, NC), Public (PWS, PAI) or Residential (VLDR, LDR, MDR, AF-10).
3. **Agricultural Land:** Resource land (EF-20, EF-40 and AF-20) located between exception areas and within 0.5 miles of the existing UGB are included. EF-80 land is excluded because of its high agricultural value.

4. **Maximum Boundary:** Notwithstanding the above criteria, the maximum (outer) boundary should not extend:
- more than 0.75 miles from the existing UGB boundary;
  - to abut the Dundee UGB<sup>2</sup>;
  - across the Willamette River; or
  - above the 460 foot-elevation level (where water service is infeasible).

All existing urban reserve areas were included within the study area boundary.

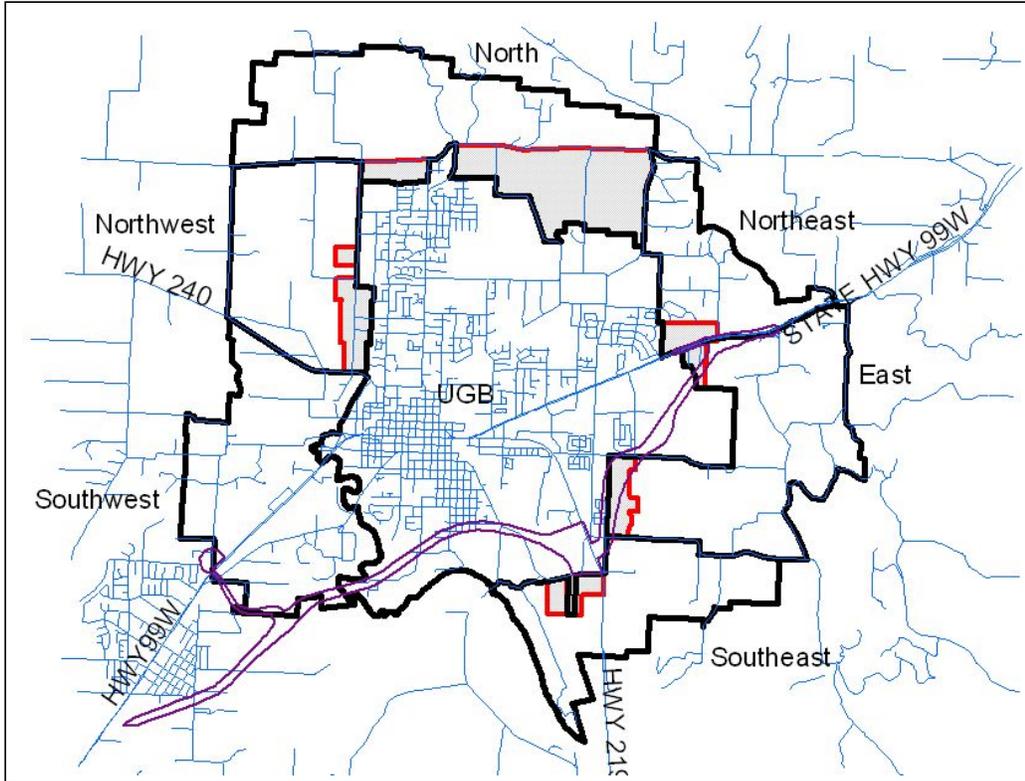
As shown in Figure 1, seven distinct study areas were established as follows:

1. **Newberg Urban Growth Boundary:** All land within the existing Newberg UGB. This area was evaluated to determine whether changes in comprehensive plan designations could meet specific long-term growth needs. For example, land currently designated for residential uses might be able to meet long-term need for large industrial or commercial sites.
2. **North:** This study area includes the two existing URAs along North Valley Road and Bell Road. It also includes exception areas and intervening resource areas north of these roads below the 460-foot elevation level and west to Tangen Road.
3. **Northeast:** This study area includes exception areas east of Springbrook Road; the URA that fronts onto the north side of Highway 99W between Vittoria and Benjamin; and resource land with Highway 99W frontage east to Quarry Road. Highway 99W defines the southern boundary of this study area.
4. **East:** This study area includes a small URA along the south side of Highway 99W (Kilmek and Harmony); a URA east of the existing UGB between Fernwood and the Wilsonville Highway; and a combination of exception areas and intervening resource land between the existing UGB and Old Parrett Mountain Road. Highway 99W defines the northern boundary and the Wilsonville Highway defines the southern boundary.
5. **Southeast:** This study area includes the URA south of Wyooski and west of Highway 219, and both resource land and exceptions areas south of the Wilsonville Highway between the existing UGB and the Willamette River.
6. **Southwest:** This study area includes exception areas on either side of Highway 99W and southwest of the Newberg UGB. It is defined by the Dundee UGB on the south, and Highway 240 on the northwest.
7. **Northwest:** This study area includes the URA abutting Chehalem Road, exception areas along Highway 240, and intervening resource land west to Tangen Road.

Land outside of these study areas has not been considered for future URA or UGB expansion.

<sup>2</sup> Comprehensive plan policies in both communities encourage retention of a rural buffer between these cities.

Figure 1. Study Areas



### GIS Analysis of Study Areas

To analyze the development potential of land inside the study areas, a series of baseline maps was prepared to overlay various characteristics such as parcel information, land use designations, topography, stream corridors, street classifications, and water and sewer service ratings. Using a Geographic Information System (GIS), a parcel database analysis inventoried these characteristics for every parcel within the study areas. The GIS analysis determined the amount of buildable land on each parcel by applying the following criteria:

1. **Tax Assessor Parcel Data:** Parcel size is a key factor in sorting development potential for specific land uses (see discussion about site suitability criteria). Improvement and land values are used to determine redevelopment potential for commercial and industrial uses. Also, land was reserved for each existing house based on the improvement value – 0.1 acres per \$100,000 of improvement value.
2. **Topography:** An elevation model was used to determine the slope characteristics of each parcel based on the following categories: less than 10% slope, 10-25% slope, and greater than 25% slope.

3. **Streams:** Land was reserved for a 25-foot setback or buffer along either side of a stream.
4. **Streets:** Access or proximity to a major street is an important factor for determining suitability for commercial or industrial development. For each parcel, the GIS model measured the shortest travel route distance to Highway 99W and arterial streets.
5. **Services:** Sanitary sewer and water service must be available or feasible for urban residential development. City staff developed a 5-tiered ranking system to assess the relative serviceability of study areas:
  - Sewer**
    1. Currently served
    2. Requires extension of gravity lines
    3. Would be served by planned pump station
    4. Would require new unplanned pump station
    5. Other difficulties
  - Water**
    1. Currently served by water lines and reservoirs
    2. Requires extension of water lines
    3. Would be served by planned reservoir
    4. Would require new unplanned reservoir
    5. Other difficulties

This buildable land analysis was used to apply the suitability criteria for various land uses and to evaluate the development potential of the future growth alternatives.

#### ***D. Residential Land Need and Supply***

##### **Housing Need**

The housing need is based on future population projections for the City of Newberg that were prepared by Barry Edmonston, Director of the Population Research Center at Portland State University. 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.<sup>3</sup> 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

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<sup>3</sup> Edmonston, Barry. Population Projection for Newberg, Yamhill County, Oregon: 2000 to 2040. Population Research Center, Portland State University, Portland, Oregon. March 25, 2004.

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. These population forecasts were used to estimate the number of housing units needed, as well as future employment growth. Table 1 presents the 2025 and 2040 population forecasts.

**Table 1. Future Population Forecast**

	2000	2005	2025	2040
Medium Growth	18,438	21,132	38,352	54,097
High Growth	18,438	22,180	48,833	79,701
Low Growth	18,438	20,623	33,957	44,505

Source: Johnson Gardner, Population Research Center

After careful consideration, the Committee felt that the medium growth projections were the most appropriate for use in the future land needs analysis.

The Johnson Gardner Housing Needs Analysis examined the demographic, housing cost, and household income data for the City of Newberg to determine the need for specific housing types: single-family, multi-family, and manufactured homes (Table 2).

**Table 2. Future Housing Need by Housing Type (number of dwelling units)**

	Single Family		Multi-Family		Manufactured		Total
	Detached	Attached	Medium Density	High Density	Parks	Subdivision	
	50%	7%	15%	23%	2%	2%	
<b>2005 to 2025</b>	3,377	492	1,022	1,533	140	140	6,704
<b>2026 to 2040</b>	3,234	471	978	1,467	135	135	6,420
<b>Total</b>	6,611	963	2,000	3,000	275	275	13,124

Source: Johnson Gardner

This future housing need is a key baseline assumption to determining future land needs. The mix of future housing types is slightly different from the current mix but is consistent with recent development trends (Table 3).

**Table 3. Comparison of Historical and Forecasted Housing Mix**

	Time Period				
	Pre-1991	1991-2003	2001-2003	2005-2025	2025-2040
<b>Single-Family</b>	64.0%	54.9%	53.1%	50.4%	50.4%
<b>Duplex</b>	5.6%	4.6%	3.0%	7.3%	7.3%
<b>Multi-Family</b>	19.4%	28.6%	38.6%	38.1%	38.1%
<b>Manufactured Homes</b>	11.0%	11.9%	5.4%	5.4%	4.2%

Source: Johnson Gardner

Several adjustments were made to the Johnson Gardner residential land need analysis. Development projects that were in the land use approval process during the preparation of the needs analysis were accounted for. These parcels were considered “committed” to specific types of land uses and were eliminated from the buildable lands inventory. These committed projects supplied 1,033 dwelling units – 875 low density residential, 98 medium density residential, and 60 high density residential. These committed dwelling units help meet the future housing needs, so the units were subtracted from the overall 2005-2025 need.<sup>4</sup>

The other necessary adjustment to the housing need was to account for dwelling units displaced by the proposed Newberg-Dundee Bypass. Based on the preferred bypass alternative – Modified Alternative 3J – 49 dwelling units in Newberg will be displaced.<sup>5</sup> These 49 units were added to the housing need. Table 4 presents the adjusted 2025 and 2040 housing unit need by comprehensive plan designation.

**Table 4. Adjusted Housing Unit Need**

Plan Designation	2005-2025	2026-2040
LDR	2,691	3,234
MDR	1,556	1,719
HDR	1,473	1,467
TOTAL	5,700	6,406

**Residential Land Need**

Converting future housing needs to future land needs requires two steps: matching housing types to residential land designations in the comprehensive plan, and determining the development density for each designation.

The residential land need is determined by assigning each housing type to a comprehensive plan designation – low density residential (LDR), medium density residential (MDR), and high density residential (HDR) (Table 5).

**Table 5. Housing Types by Plan and Zone Category**

Single Family		Multi-Family		Manufactured	
Detached	Attached	Medium Density	High Density	Park	Subdivision
LDR	MDR	MDR	HDR	MDR	LDR
R-1	R-2	R-2	R-3	R-2	R-1

Source: Johnson Gardner

<sup>4</sup> Johnson Gardner recommended an analysis model that did not count the housing units in the development pipeline for meeting the projected housing need. Instead, they assumed that at the end of the planning cycle there will still be a need for units in the pipeline. Winterbrook, on the other hand, accounted for the units in the pipeline as meeting the residential need during the planning period. They assumed that 100% build-out will occur during the planning period, but that additional planning will occur prior to the end of the planning period to bring in more land.

<sup>5</sup> City of Newberg Ordinance 2004-2602, "An Ordinance Amending the Comprehensive Plan and Development Code to protect the functioning of the Bypass," Exhibit "D", Findings for CPA-24-04.

These associations of housing types, plan designation and zoning district are approximate. For example, considerable single family detached housing is found in Newberg’s R-2 zone, and more is being built.

The Newberg Comprehensive Plan Housing Density Policy 1.a states “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.” In other words, the number of housing units allowed per acre is more important than housing type or style. For example, R-2 zoning is intended to be consistent with the Medium Density Residential designation of the comprehensive plan, and it allows single-family dwellings on small lots, attached and detached single family, duplex or multi-family housing, cluster developments, and townhouses.

Policy 1.b classifies housing by density range as follows:

<i>Classification</i>	<i>Units Per Gross Acre*</i>
<i>Urban Low Density</i>	<i>4.4</i>
<i>Urban Medium Density</i>	<i>4.4 - 8.8</i>
<i>Urban High Density</i>	<i>8.8 - 21.8</i>

*\*Includes a 25 percent allowance for streets*

The land needed for each comprehensive plan designation depends on the density of development in terms of dwelling units per acre. The higher the density, the less land will be needed to accommodate future growth. Also, density is an important factor in determining the affordability of housing at various income levels. A key policy choice for Newberg will be the preferred density for future growth. Density increases when lot sizes get smaller or multi-family buildings get higher. Table 6 presents the land that would be needed to meet the estimated growth if development continues to occur at the density of recent development. The impact of changing the density assumptions is discussed in the Alternatives section.

**Table 6. 2025 Residential Land Need – Current Development Trends**

<b>Plan Designation</b>	<b>Housing Need (units)</b>	<b>Density (units/acre)</b>	<b>Land Need (acres)</b>
LDR	2,691	3.6	747
MDR	1,556	5.8	268
HDR	1,473	15.4	96
<b>Total</b>			<b>1,111</b>

Once the amount of land needed for a particular use has been identified, the next question is where to find the right locations (suitable sites) for that use.

**Site Suitability Criteria**

“Site suitability” refers to the characteristics of a particular location that make it suitable for a particular type of use. Comprehensive Plan Policy 2.a is Newberg’s principal residential site suitability policy:

*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.*

### **Low Density Residential (LDR) Site Suitability Criteria**

Of all land uses, single-family residential development is most adaptable topographically, but is the most susceptible to adverse impacts from commercial, industrial and institutional uses.

Unlike commercial, industrial, institutional or multi-family uses, single-family developments do not require direct access to major streets and can be constructed on moderately-sloped land. Low density residential development benefits from locations adjacent to parks, open space and elementary schools, and away from major traffic corridors. Through the planned unit development process, single-family development adapts well to constrained sites, through clustering of housing units and other means. The Committee considered the following additional locational (site suitability) factors:

1. **Site Size:** There are substantial design and efficiency advantages associated with larger vacant or “greenfield” residential development sites as opposed to infill parcels. Larger development companies, especially those outside of Newberg, prefer larger-scale planned developments that allow for master planned communities, increased land use efficiency and reduced per-lot development costs. On the other hand, Newberg also encourages infill and redevelopment of existing parcels within the UGB. Therefore, no minimum size was required for LDR development sites.
2. **Topography:** Slopes of 25% or greater are generally considered “unbuildable” for urban development purposes without geological analysis and geotechnical engineering.<sup>6</sup>
3. **Level of Development:** Sites that are already developed at or near the maximum density allowed by zoning are excluded from the residential buildable lands inventory. Generally, developed lots of one-quarter acre (10,890 square feet) or less are not considered buildable.
4. **Natural Features:** Land with protected natural features (wetlands, floodplains, riparian areas) is not considered buildable.
5. **Street Access:** Low density residential land generally should not abut or take access from minor arterial or higher street classifications. Collector or local street access is sufficient.
6. **Services:** Sanitary sewer and water service must be available or feasible for urban densities (Tier 1-4).
7. **Compatibility:** Low density residential areas should not abut industrial, regional commercial, or community commercial land at all, and should minimize contiguity with

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<sup>6</sup> Policy H3 of the City’s Comprehensive Plan states that “Hazardous areas shall be considered to be lands with slopes” 20% or greater...” and 20% was used to identify buildable land for the current comprehensive plan.

higher intensity institutional uses, such as high schools and active parks. On the other hand, LDR designations are enhanced by location within one-quarter mile of an elementary school, neighborhood park, or neighborhood commercial.

### **Medium Density Residential (MDR) Site Suitability Criteria**

This residential designation accommodates small-lot single family, manufactured dwelling parks, duplexes and rowhouses. Like low density residential, medium density residential does not require direct access to arterial streets and can be constructed on moderately-sloped land. Medium density residential development benefits from a location adjacent to parks, open space and elementary schools, but is more compatible than low density residential with major traffic corridors. Through the planned unit development process, medium density residential development can adapt to constrained sites, through clustering of housing units and other means. The following additional locational (site suitability) factors should be considered:

1. **Site Size:** As with LDR land, there are substantial design and efficiency advantages associated with larger “greenfield” residential development sites as opposed to infill parcels. On the other hand, MDR is an effective means of encouraging infill and redevelopment of existing parcels within the UGB. Therefore, no minimum size was required for MDR development sites.
2. **Topography:** Slopes of 10% or greater are generally considered “unbuildable” for developing housing at MDR density because of the amount of grading, structural foundations and retaining walls required.
3. **Level of Development:** Developed sites with less than twice the minimum lot size with generally sound structures are designated as developed. Generally, developed lots of one-eighth acre (5,445 square feet) or less are considered unbuildable.
4. **Natural Features:** Land with protected natural features (wetlands, floodplains, riparian areas) is not considered buildable.
5. **Street Access:** Medium density residential land generally should not abut or take access from major arterial street classifications. Minor arterial, collector or local street access is sufficient.
6. **Services:** Sanitary sewer and water service must be available or feasible for urban residential development (Tier 1-4).
7. **Compatibility:** Medium density residential designations should not abut industrial or regional commercial land at all, but with good design can be compatible with higher intensity institutional uses, such as high schools, middle schools, and active parks. Medium density residential uses are enhanced by location within one-quarter mile of an elementary school, neighborhood park, or neighborhood commercial.

### High Density Residential (HDR) Site Suitability Criteria

This residential zone typically accommodates multiple-family development, such as apartments and condominium development. High density residential benefits from locations along major collectors or minor arterials, and can be designed to maintain compatibility with major arterial streets. High density residential requires relatively flat land and benefits from locations adjacent to all types of parks and schools. The following additional locational (site suitability) factors should be considered:

1. **Site Size:** In order to ensure adequate on-site buffer areas, recreational areas, landscaping and parking, HDR parcels should be one acre or greater.
2. **Topography:** Slopes of 10% or greater generally are considered “unbuildable” for developing housing at HDR density.
3. **Level of Development:** Sites that are not developed at the maximum allowable density (i.e., “under-developed”) may be capable of redevelopment at the densities allowed in the HDR designation. Where the improvement-to-land value is 1:1 or less (assessor’s records), the site may be considered a candidate for redevelopment.
4. **Natural Features:** Land with protected natural features (wetlands, floodplains, riparian areas) is not considered buildable.
5. **Street Access:** High density residential land generally may abut any street classification and serves as an effective buffer from lower density residential uses. Access to HDR uses generally should not be routed through LDR neighborhoods.
6. **Services:** Sanitary sewer and water service must be available or feasible for urban residential development (Tier 1-4).
7. **Compatibility:** High density residential designations can be compatible with most abutting land uses, provided that appropriate buffer and design standards are implemented. HDR uses are enhanced by location within one-quarter mile of schools, parks and shopping areas.

The residential site suitability criteria are summarized in Table 7.

**Table 7. Summary of Residential Site Suitability Criteria**

Criteria	Low Density Residential	Medium Density Residential	High Density Residential
<b>Site Size</b>	None	None	One acre or greater
<b>Topography</b>	25% or less slope	10% or less slope	10% or less slope
<b>Development Level</b>	House on 0.25 acres or less considered developed	House on 0.125 acres or less considered developed	1:1 or lower improvement to land value ratio considered redevelopable
<b>Natural Features</b>	Wetlands, floodplains, streams removed from buildable area		
<b>Street Access</b>	Should not abut major collector or higher street classification	Requires minor collector or greater street access	Requires minor collector or greater street access
<b>Serviceability</b>	Tier 1-4	Tier 1-4	Tier 1-4
<b>Compatibility</b>	Should not abut industrial, commercial, high or middle school, or active parks with night use	Should be within ½ mile of a park or school, should not abut regional commercial or industrial	Should be within ¼ mile of a park, school, or commercial; may abut industrial or regional commercial with buffers

### Site Evaluation

The site evaluation for residential land is divided into two components: inside the existing UGB and the study areas outside the UGB. The site evaluation inside the UGB is based on parcels identified in the residential buildable lands inventory prepared by The Benkendorf Associates Corporation in 2004 (Table 8).

**Table 8. Buildable Residential Land Inside UGB**

Plan Designation	Buildable Land	Site (Parcel) Size						Avg Parcel Size
		<1 acre		1-5 acres		>5 acres		
		# of Parcels	Total Acres	# of Parcels	Total Acres	# of Parcels	Total Acres	
<b>LDR</b>	359ac	93	32ac	32	63ac	18	265ac	2.51ac
<b>MDR</b>	142ac	39	12ac	15	30ac	10	100ac	2.22ac
<b>HDR</b>	13ac	8	2ac	0	0ac	2	11ac	1.30ac

Buildable land in the study areas outside the UGB is classified by the priorities in ORS 197.298 – URAs, exception areas, and resource lands (Table 9). In the study areas outside the UGB, the key locational factor for evaluating potential sites for LDR is topography (<25% slope). For MDR and HDR sites, the key locational factors for evaluating potential sites are topography (<10% slope) and access to a major street, which are similar to the site needs for commercial and industrial uses (see below).

**Table 9. Buildable Land Outside UGB**

Study Area	Buildable Land				# of Parcels	Avg Parcel Size
	URA	Exception	Resource	Total		
Northwest	58ac	120ac	475ac	653ac	146	4.47ac
North	323ac	220ac	423ac	966ac	179	5.40ac
Northeast	49ac	256ac	102ac	407ac	195	2.09ac
East	-	549ac	400ac	949ac	148	6.41ac
Southeast	37ac	137ac	138ac	312ac	96	3.25ac
Southwest	-	832ac	-	832ac	434	1.92ac
<b>Total</b>	<b>467ac</b>	<b>2,114ac</b>	<b>1,538ac</b>	<b>4,119ac</b>	<b>1,198</b>	<b>3.44ac</b>

The buildable land analysis shows there is an extensive amount of buildable land in the surrounding exception areas, although this land tends to be divided into smaller parcels which can be more difficult to develop in a coherent and efficient manner. Note: the East URA does not have any buildable land because the URA is overlaid by the future bypass and stream corridors. Currently, there are no designated URAs in the Southwest study area.

### ***E. Commercial Land Need and Supply***

#### **Need**

Johnson-Gardner prepared separate forecasts for office and retail commercial land. The office land need is a function of employment growth based on long-range forecasts by the Oregon Employment Department. The retail land need is a function of household growth and typical household spending patterns. In addition, Newberg will need to ensure large parcels are available for shopping centers. The commercial land need is based on the medium population growth forecast selected by the Committee (Table 10).

**Table 10. Commercial Land Need**

	2025	2040
<b>Office</b>	15 acres	27 acres
<b>Retail</b>	96 acres	82 acres
<b>Total</b>	111 acres	109 acres

Source: Johnson Gardner

Existing large commercial sites (10-30 acres) in Newberg appear to be limited. With an existing under-supply of retail development combined with expected population growth, the demand for retail development in Newberg is expected to be strong.

The Urban Land Institute has identified three types of shopping centers that potentially could be developed in communities such as Newberg: Neighborhood Centers, Community Centers and Regional Centers.

- Neighborhood Centers typically draw from a distance of approximately 1.5 miles;
- Community Centers from 3-5 miles; and
- Regional Centers from 10-20 miles.

Based on a limited understanding of retail shopping opportunities in Newberg, it appears Newberg residents frequently must travel to Sherwood or McMinnville to meet even routine shopping needs. There appears to be a prevailing community view that a wider range of shopping opportunities should be available in Newberg, and there may interest in attracting larger retail establishments, such as a major office supply or home improvement store. However, Newberg may lack the type of commercial sites needed to accommodate retail firms that may choose to locate in the community over the next 20 years.

There is a countervailing concern regarding the potential impact that new shopping centers may have on Downtown Newberg. For this reason, two alternatives were considered: first, a traditional approach to commercial land allocation, wherein large tracts of land are made available to meet demand for shopping centers; and second, a more conservative approach, that intentionally limits the supply of commercial land to encourage investment in Downtown and Highway 99W (Portland Road) redevelopment.

#### **Option 1: Provide Large Shopping Center Tracts**

Generally, suburban shopping centers (like those found in Sherwood) have floor area ratios of approximately 0.25, with the remainder of the site devoted to parking. For example, a 10-acre site could be expected to accommodate 100,000 square feet of floor area. Big box developments, such as a home improvement store, typically require about a 10-acre site, depending on their size.

Under this option, Newberg would plan for 1 regional center (20-30 acres), 2 community centers (10-15 acres each), and 2-3 smaller neighborhood centers (3-5 acres).

#### **Option 2: Limit the Supply of Large Shopping Center Tracts**

Some communities rely on redevelopment to meet long-term commercial, especially retail, needs. By limiting the supply of retail development where anticipated population growth is expected to maintain strong demand for retail, redevelopment becomes a more feasible option.

Under this option, Newberg would not plan for a large regional shopping center, but instead would rely on community centers and neighborhood centers to meet long-term commercial needs. Such centers would have a greater community and pedestrian orientation.

Under this option, Newberg would plan for 2-3 community centers (10-15 acres each) and 2-3 smaller neighborhood centers (3-5 acres).

### Specific Site Suitability Criteria

As part of this study, ECONorthwest conducted interviews with local and regional economic development interests to identify the types of industries and commercial development Newberg is likely to attract. Different categories of commercial have varying siting requirements. In addition, two Urban Land Institute publications, *The Shopping Center Development Handbook* and *Dollars and Cents of Shopping Centers*, were reviewed.

The following locational (site suitability) factors were considered:

1. **Site Size:** Regional center (20-30 acres), community centers (10-15 acres each) and smaller neighborhood centers (3-5 acres).
2. **Topography:** Retail center sites need to be relatively flat, generally less than 5% slope, and not more than 10% slope.
3. **Land Ownership:** Shopping centers require relatively few ownerships to allow for efficient land development. Generally, shopping center sites should have no more than 2 separately-owned parcels that combine to meet buildable site needs. With a limited supply of land for shopping centers, developers will have to consolidate properties to create larger sites. Shopping center sites could have as many as three 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. The ratio of improvement value to land value may be higher under Option 2 to make redevelopment attractive. 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 large retail and office sites, and reducing the area available for development. However, smaller centers are more capable of designing around such features.
6. **Street Access:** Neighborhood Centers should have at least collector street access, Community Centers should have arterial street access, and Regional Centers should have access to a major highway (Table 11).<sup>7</sup> Moreover, each street must have adequate capacity to serve proposed centers, or there must be an assured means of funding required improvements to meet Transportation Planning Rule requirements.

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<sup>7</sup> Note that access to a major highway probably cannot be met by the proposed Bypass, based on the adopted Newberg Comprehensive Plan policies and land use regulations.

7. **Shape:** Commercial sites should be fairly regular in shape and should not be broken up by highways or natural features. Commercial sites should have adequate depth and should not depend on narrow, “strip mall” configurations. Sites should be at least 200 feet deep and the ratio of depth to width should be no less than 1:2.
8. **Services:** Sanitary sewer and water service must be available or feasible for urban development (Tier 1-4).
9. **Compatibility:** Except for neighborhood centers, extensive direct borders with single-family residential neighborhoods should be avoided. It is also important to minimize conflicts resulting from delivery trucks, outdoor machinery and traffic in residential areas. Therefore, we suggest that if more than 25% of the border of a site abuts property zoned for low density residential use, then the site probably is not be suitable for community or regional shopping center development.

**Table 11. Commercial Site Suitability Criteria**

Criteria	Option 1: Provide Large Shopping Center Tracts	Option 2: Limit the Supply of Large Shopping Center Tracts
<b>1. Site Size</b>	Regional: 20-30 Acres Community: 10-15 Acres Neighborhood: 3-5 Acres	Regional: Not Applicable Community: 10-15 Acres Neighborhood: 3-5 Acres
<b>2. Topography</b>	5% or less preferred Not more than 10%	5% or less preferred Not more than 10%
<b>3. Land Ownership</b>	2 or fewer separate ownerships	3 or fewer separate ownerships
<b>4. Development Level</b>	1:1 improvement to land value ratio (assessor's records)	1.5:1 improvement to land value ratio (assessor's records)
<b>5. Natural Features</b>	Natural features located at site perimeter	Natural features located at site perimeter
<b>6. Street Access</b>	Regional: direct highway Community: direct arterial Neighborhood: direct collector	Regional: not applicable Community: direct arterial Neighborhood: direct collector
<b>7. Shape</b>	At least 200 feet depth At least 1:2 width to depth ratio	At least 200 feet depth At least 1:2 width to depth ratio
<b>8. Services</b>	Tier 1-4	Tier 1-4
<b>9. Compatibility</b>	Not more than 25% border with LDR zoned land, except for neighborhood commercial	Not more than 50% border with LDR zoned land, except for neighborhood commercial

**Site Evaluation**

The evaluation for commercial land is divided into two components: 1) buildable land inside the existing UGB; and 2) potential large sites (5+ acres), including parcels in the study areas outside the UGB. The evaluation inside the UGB is based on parcels identified in the commercial buildable lands inventory prepared by the City of Newberg in 2004 (Table 12). This inventory was adjusted to remove land that falls within the proposed study area for the future Newberg-Dundee Bypass.<sup>8</sup>

**Table 12. Buildable Commercial Land Inside UGB**

<sup>8</sup> Based on the route configuration for modified 3j alternative.

Plan Designation	Buildable Land	Site (Parcel) Size					
		<1 acre		1-5 acres		>5 acres	
		# of Parcels	Total Acres	# of Parcels	Total Acres	# of Parcels	Total Acres
COM	105 acres	42	18ac	21	45ac	3	43ac

There is a limited supply of larger (5+ acres) commercial sites inside the existing UGB. One site is a 19-acre site at Mountainview and Zimri that could be appropriate to serve future growth in the northern part of Newberg and is being incorporated into the Austin Properties development plan. The second site is 17 acres at the end of Hayes Street that is zoned Residential-Professional that could be appropriate for medical and professional offices associated with the new hospital to the north. However, this site is inappropriate for retail uses due to the lack of frontage on a major street. The third site is an assemblage of parcels (approximately 21 acres) zoned Commercial Riverfront; however, this site could be isolated from the rest of the city by the future bypass.

Therefore, there is a need to look at other sites to meet the future commercial land needs. These sites could be found by either re-zoning inside the UGB or going into the study areas. The site suitability criteria for commercial land uses have a number of common characteristics with industrial and institutional land uses, which means that a parcel could be suitable for more than one type of land use. Therefore, one database was created to inventory these common characteristics:

1. **Size:** Parcels with more than 5 buildable acres. In some cases, 2-3 adjacent parcels could be combined to create a larger site.
2. **Topography:** Parcels with more than 5 acres with less than 10% slope.
3. **Services:** Parcels rated at Tier 1-4 for water and sewer service.
4. **Access:** Travel distance to Highway 99 or an arterial (including other state highways). Sites within 0.3 miles are considered to have good access.<sup>9</sup>

The results of this screening are shown in Figure 2 and summarized in Table 13.

<sup>9</sup> The Committee expressed concern with using the access criterion of distance to a bypass interchange for commercial sites, given ODOT restrictions on major commercial areas at bypass interchanges.

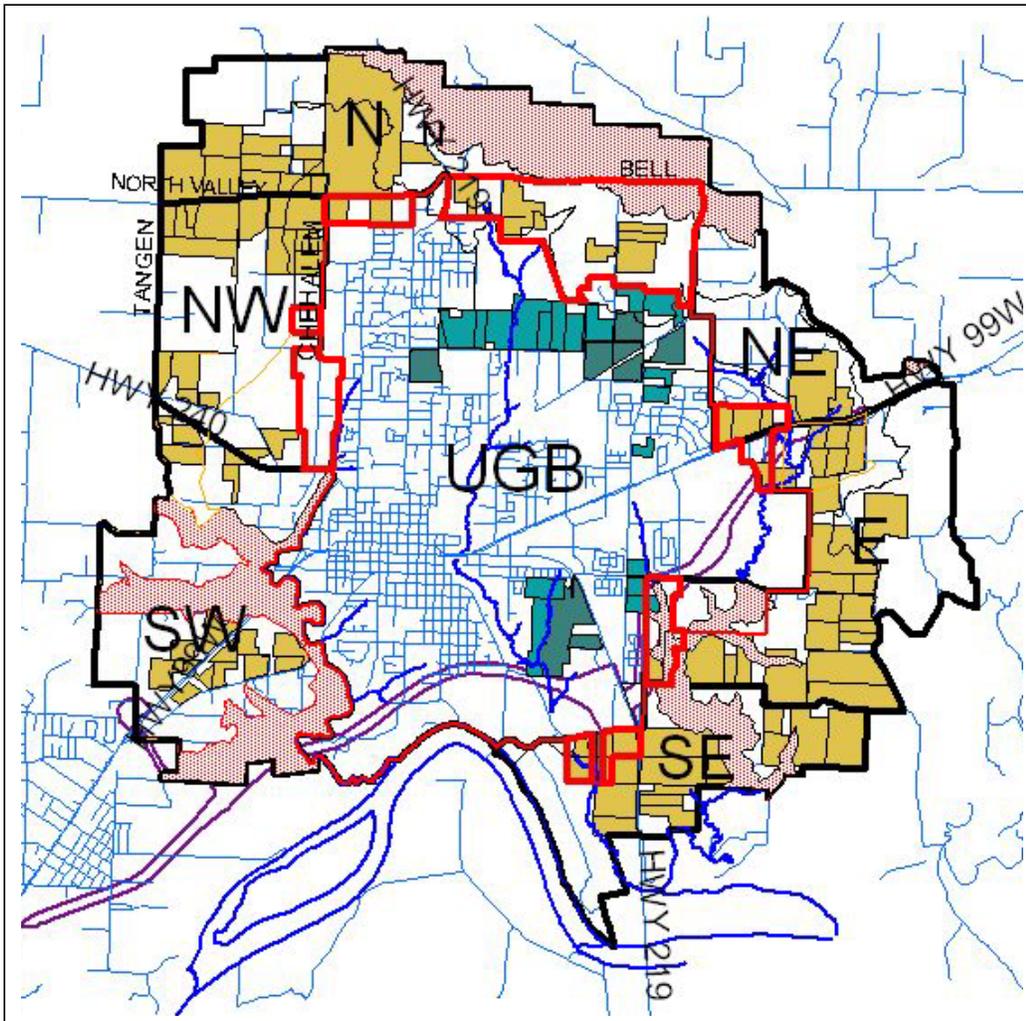
**Table 13. Large Sites (5+ acres) With Good Access and Services**

**Parcels with Less Than 10% Slope, Good Access, Good Services**

Study Area	5+ Buildable Acres		20+ Buildable Acres	
	#	Total Acres	#	Total Acres
North	21	561 ac	6	376 ac
Northeast	6	127 ac	2	81 ac
Northwest	18	269 ac	6	173 ac
Southwest	16	175 ac	1	25 ac
Southeast	12	330 ac	5	228 ac
East	24	567 ac	10	394 ac
UGB	27	332 ac	3	68 ac
<b>Total</b>	<b>124</b>	<b>2,361 ac</b>	<b>33</b>	<b>1,345 ac</b>

Comment [ET1]: Map needs a legend so reader can tell what is being presented.

**Figure 2. Large Buildable Sites with Good Access and Services Inventory**



**F. Industrial Land Need and Supply**

**Need**

Johnson-Gardner prepared future industrial land forecasts based on long-range employment forecasts by the Oregon Employment Department. The City’s share of the County’s projected high, medium, and low employment growth in each employment sector was converted to space needs for each employment sector. By applying a floor to area ratio, acreage requirements were estimated for each employment sector. 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.

**Table 14. Industrial Land Need**

	2025	2040
<b>Industrial</b>	87 acres	75 acres

Source: Johnson Gardner

In addition to an overall supply of buildable land, Newberg needs to have sites available the meet the specific needs of potential industrial users, so-called “target industries”. The required site and building characteristics for industries that potentially could locate or expand in Newberg can be inferred from regional and local employment trends. As such, a variety of parcel sizes, building types, and land use designations are required to attract target industries.

As envisioned by Statewide Planning Goal 9 (Economy of the State),<sup>10</sup> cities typically look at regional, state and national trends to determine the types of economic development they want to attract. Different types of industrial development have varying siting requirements. The industrial site needs and suitability criteria are based on comparably sized and located communities. These cities include Dallas, McMinnville, Sherwood, Tualatin, Wilsonville and Woodburn. The suitability criteria also consider target industries identified by the Portland Development Commission (PDC) in coordination with the Regional Development Partnership. During the time that the Committee was meeting, Newberg officially adopted the Regional Partners Strategy, which promotes a coordinated regional approach to economic development. Finally, interviews were conducted with local and regional economic development interests to refine the types of industries Newberg is likely to attract.

OAR 660-009-0025 (2) requires cities to designate sufficient land in each site category to accommodate, at a minimum, the projected land needs for each category during the 20-year planning period. In general, there are four types of site classifications for industries:

<sup>10</sup> 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. Those determinations will be made in the future when the City takes up the issue of economic development strategies and policies. 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.

- Large lot industrial sites (50+ acres);
- Campus research and development (R&D) and smaller manufacturing sites (20-40 acres);
- Smaller light industrial/office sites (5 to 20 acres); and
- Speculative space within office/flex and mixed-use developments.

In order to provide choice among industrial sites, Newberg will need to provide a variety of site sizes. There was general consensus among interviewees that Newberg does not have an adequate inventory of suitable industrial sites with (a) access to Highway 219 and (b) physical separation or transitional buffering from residential neighborhoods. For the purpose of this project, it is estimated that Newberg will need 4-5 large (20+ acre) industrial sites for the period 2005-2025. In addition, the Committee felt there would be a need for an additional 4-5 sites for the period 2026-2040.

The Johnson Gardner employment forecast did not distinguish between small and large industrial employers. Therefore, the assumption for the future land needs is that approximately 50 per cent of the future employment will take place on large sites, with the balance of the employment on small to medium sized sites. Also, the 2025 land need must be adjusted by approximately 7 acres to account for existing industrial users that will be displaced by the Newberg Dundee Bypass.

### Specific Site Suitability Criteria

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 locational (site suitability) factors should be considered:

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.
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 99W or 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).
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.

**Table 15. Industrial Site Suitability Criteria**

Criteria	
1. Site Size	5+ acres 20+ acres
2. Topography	5% or less preferred Not more than 10%
3. Land Ownership	2 or fewer separate ownerships
4. Development Level	1:1 improvement to land value ratio (assessor's records)
5. Natural Features	Natural features located at site perimeter
6. Street Access	Direct access to state highway
7. Shape	At least 200 feet depth At least 400 feet width
8. Serviceability	Tier 1-4
9. Compatibility	Buffer zone with LDR and MDR areas

## Site Evaluation

The evaluation for industrial land is divided into two components: 1) buildable land inside the existing UGB; and 2) potential large sites (5+ acres), including parcels in the study areas outside the UGB (see above). The evaluation inside the UGB is based on parcels identified in the industrial buildable lands inventory prepared by the City of Newberg in 2004 (Table 16). This inventory has been adjusted to remove land that falls within the proposed right-of-way for the future Newberg-Dundee Bypass.<sup>11</sup> The bypass has the effect of dividing many of Newberg's larger industrial parcels. Thus, it is highly uncertain whether land planned for industrial / employment use has appropriate site characteristics for such uses.

<sup>11</sup> Based on the route configuration for modified 3j alternative.

Table 16. Buildable Industrial Land Inside UGB

Plan Designation	Buildable Land	Site Size					
		<1 acre		1-5 acres		>5 acres	
		#	Amount	#	Amount	#	Amount
IND	159 acres	25	12ac	19	41ac	8	110ac

While Newberg may have a reasonably large supply of industrial land, it lacks the types of large sites necessary to attract large manufacturers, industrial parks or corporate offices that desire a campus setting. The key factors are access to a state highway and land use compatibility. The existing large industrial sites inside the UGB are limited to the following:

1. **Brutscher Road Industrial:** This parcel is split zoned between M-1 industrial (approximately 13 acres, south along Brutscher Road) and R-P residential-professional (approximately 17 acres, north at the end of Hayes Street, near the hospital). The site is adjacent to medium density residential uses, which may limit potential uses to light industrial or business park development that will have fewer off-site impacts.
2. **Mountainview/Springbrook (Austin Industries):** A 24-acre site zoned M-2 industrial is located next to a railroad line, but is nearly 1 mile from Highway 99W and is located adjacent to residential (MDR) land..
3. **Mountainview/Aspen (Austin Industries):** A 27-acre site zoned M-1 industrial is located next to a railroad line, but is nearly 1 mile from Highway 99W and is located adjacent to residential (MDR) land. Also, this site will be reduced in size by the future alignment of Mountainview Drive.
4. **Airport:** Pending the outcome of the Airport Master Plan, the airport could include a large site for industrial uses.

As explained above, the site suitability criteria for industrial land uses have a number of common characteristics with commercial and institutional land uses, which means that a parcel could be suitable for more than one type of land use. Therefore, a single database was created to identify potential large sites. Given the specific needs for access and land use compatibility, the following sites could meet Newberg's need for large industrial sites:

1. **Hwy 99W site in the Northeast URA:** This site has 4 large parcels (49 acres) that could be developed for a single user or as an industrial park. Although this site abuts low density residential uses, it may be large enough to provide adequate buffers.
2. **Southeast URA:** This area includes 37 acres of buildable land that is zoned for industrial development. This area has some existing uses and stream corridors. A development plan would be needed to determine the configuration of future industrial development and the infrastructure necessary to support it.
3. **Southeast Study Area:** The area along Highway 219 could meet the need for larger sites (20+ acres) with specific site needs (services, access to a state highway, topography, land use compatibility). The area has a total of 214 acres on 14 parcels,

which are located on either side of the highway. Because this area is designated as agricultural land, the state statutes and administrative rule require that the suitable sites must be protected exclusively for the types of industrial uses that Newberg would like to attract. The City of Newberg may need to adopt a new industrial zone (M-4) to maintain large sites for industrial uses.

## ***G. Institutional Land Need and Supply***

### **Need**

The institutional land needs are derived from information provided by the Newberg School District and the Chehalem Park and Recreation District 1994 *Park Plan* and recent amendments to the Newberg Comprehensive Plan (Ordinance 2004-2595).

### **Schools**

As envisioned by Goal 11 (Public Facilities and Services) and ORS 197.296, the residential land supply should include school siting needs<sup>12</sup>: According to information provided by Newberg Public Schools, the Newberg area is expected to need three additional school sites by the year 2025 and an additional three school sites by 2040. Approximately 65 acres will be needed by 2025 and another 75 acres by 2040 to accommodate these new schools. Site sizes fall in the following ranges:

#### 2025

- One alternative high school (3-5 acres);
- One elementary school (12 acres); and
- One large high school (50 acres).

#### 2040

- Two elementary schools (10-12 acres each);
- One middle school (25 acres); and
- One small high school (30 acres).

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. For 2040, another 30 acres will be needed for one additional new school.

### **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 locational policies to guide park development:

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<sup>12</sup> 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.”

4. *Recreation Policies*

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

<i>Park Area Standards</i>	<i>Level of Service (acres per 1,000 people)</i>	<i>Service Size Range</i>	<i>Area</i>
<i>Neighborhood Parks</i>	2.5	<i>Free standing: -10 acres. Adjacent to school: 2-5 acres with additional 6 acres of school playground</i>	<i>¼ - ½ mile</i>
<i>Community Parks</i>	5.0-8.0	<i>Free Standing: 10-25 acres. Adjacent to school: 8-15 acres with additional 12 acres of school yard</i>	<i>Not more than 1-1½ miles</i>
<i>City Wide Park</i>	N.A.	<i>25 acre minimum</i>	<i>Entire City</i>
<i>Regional Park</i>	N.A.	<i>180-200 acres</i>	<i>Park service area</i>

*Source: Chehalem Park and Recreation District*

- 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 Chehalem Park and Recreation District’s Park Plan identifies three basic types of parks:

1. **Neighborhood Parks:** 1-5 acres, serving 1,000 to 5,000 people;
2. **Community Parks:** 5-25 acres, serving 3,000 to 25,000 people; and
3. **District Parks:** 25 or more acres, serving 25,000 to 50,000 people.

The *Park Plan* establishes a park area-to-population ratio of 6.5 to 10.5 acres per 1,000 population. The medium population forecast projects population increases of 17,220 people by 2020, and another 15,745 people by 2040. This means that Newberg will need 111-181 acres of additional parkland by the Year 2020, and another 102-165 acres of parkland by the Year 2040. However, not all needed parkland needs to be within the Newberg UGB, and not all of it must be developed on buildable land. Because Newberg is the Chehalem Park and Recreational District’s most densely populated city, park sizes within the UGB should be at the high end of the acreage range. Therefore, to accommodate the projected increase in population, Newberg

will need approximately:

2025

- 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.

2040

- 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.

The recent golf course addition to the UGB (approximately 100 acres), in combination with the existing 9-hole course, satisfies the need for a regional park.

**Other Public and Semi-Public Uses**

City of Newberg staff estimated the need for other institutional needs based on the medium population projection. City facilities will need approximately 32 acres by the year 2025 and 38 more acres by 2040. 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, and 77 more acres by 2040. Cemeteries and other institutional uses and are expected to use 7 additional acres by 2025, and 13 more acres by 2040.

**Table 17. Summary of Institutional Land Needs (acres)**

<b>Category</b>	<b>2025</b>	<b>2040</b>
<b>Schools</b>	85 acres	105 acres
<b>Parks</b>	85 acres	115 acres
<b>Other</b>	79 acres	128 acres
<b>Total</b>	<b>249 acres</b>	<b>348 acres</b>

## Specific Site Suitability Criteria

### School Site Suitability Criteria

The following siting criteria are used to identify potential school sites:

1. **Site Size:** According to information provided by Newberg Public Schools, the new schools site sizes fall in the following ranges:
  - 3-5 acres for an alternative high school;
  - 10-12 acres for an elementary school; and
  - 30-50 acres for a high school.
2. **Topography:** School sites should be relatively flat, generally less than 5% slope, and not more than 10% slope. A portion of the site may exceed these slope criteria, so long as at least 90% of the site falls within the < 10% slope category.
3. **Land Ownership:** Schools require relatively few ownerships to allow for efficient land development and to reduce consolidation costs. For this reason, sites should have a single owner.
4. **Level of Development:** Sites that are developed, or partially developed, are less attractive as school sites. Undeveloped sites are preferred. Sites with assessed improvement values greater than 50% of assessed land value should be excluded from further review. Thus, a 10-acre site with an assessed land value of \$1,000,000 and a home valued at \$500,000 or more would not meet this recommended siting criterion.
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:** The elementary schools and the alternative high school should have at least collector street access; the high school should have at least minor arterial street access.
7. **Shape:** School sites should be fairly regular in shape and should not be broken up by highways or natural features. School sites should have adequate depth and should not depend on narrow configurations that result in inefficient land use or substantial frontage improvement costs. Generally, sites should have a depth-to-width ratio of not less than 1:2.
8. **Services:** Sanitary sewer and water service must be available or feasible (Tier 1-4).
9. **Compatibility:** Due to potential land use conflicts, high schools should avoid extensive direct borders with single-family residential neighborhoods. It is also important to

minimize conflicts resulting from traffic in residential areas. Therefore, no more than 50% of the border of a high school site should abut a low density residential areas. In contrast to high schools, elementary schools generally are considered compatible with residential areas.

### **Park Site Suitability Criteria**

The following siting criteria should be used to identify potential park sites:

1. **Site Size:** New park sites fall in the following size ranges:
  - Neighborhood park: 3-5 acres;
  - Community parks: 20 acres; and
  - District/City park: 25 acres.
2. **Topography:** Neighborhood and community park sites should be relatively flat so that they can accommodate facilities such as athletic fields and recreational buildings – generally less than 5% slope, and not more than 10% slope.
3. **Land Ownership:** Parks require relatively few ownerships to allow for efficient land development and to reduce consolidation costs. For this reason, sites should be limited to a single owner.
4. **Level of Development:** Sites that are developed, or partially developed, are less attractive as park sites. Undeveloped sites are preferred. Sites with assessed improvement values greater than 50% of assessed land value should be excluded from further review. Thus, a 10-acre site with an assessed land value of \$1,000,000 and a home valued at \$500,000 or more would not meet this recommended siting criterion.
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 divide a large site, and reducing the area available for development.
6. **Street Access:** Neighborhood parks and community parks should have at least collector street access. District/City parks should have at least major arterial street access.
7. **Shape:** Park sites should be fairly regular in shape and should not be broken up by streets. Natural features should be located in such a way as to allow for adequate blocks of buildable land. Park sites should have adequate depth and should not depend on narrow configurations that result in inefficient land use or substantial frontage improvement costs. Sites should have a depth-to-width ratio of no less than 1:2.
8. **Services:** Sanitary sewer and water service must be available or feasible (Tier 1-4).
9. **Compatibility:** Actively used parks, especially athletic fields that are used during the evening, can conflict with residential uses. However, such conflicts usually can be mitigated through good park design.

Schools and parks have similar site suitability needs, which are summarized in Table 18.

**Table 18. Summary of School and Park Site Suitability Criteria**

Criteria	Schools	Parks
1. Site Size	High School: 30-50 acres Middle School: 16-20 acres Elementary School: 10-12 acres Alt. H.S.: 3-5 acres	District/City Park: 25 acres Community Park: 20 acres Neighborhood Park: 3-5 acres
2. Topography	5% or less preferred Not more than 10% Small portion of site may exceed these slope criteria	5% or less preferred Not more than 10% Portions of site may exceed slope criteria
3. Land Ownership	1 owner	1 owner
4. Development Level	Maximum 50% improvement value to land value (assessor's records)	Maximum 50% improvement value to land value (assessor's records)
5. Natural Features	Wetlands, floodplains, streams removed from buildable area Natural features located at site perimeter	Wetlands, floodplains, streams removed from buildable area Natural features located at site perimeter
6. Street Access	High School: Minor arterial Middle School: Minor Collector Elementary School: Minor Collector Alt. H.S.: Minor Collector	District/City Park: Major Collector Community Park: Minor Collector Neighborhood Park: Minor Collector
7. Shape	At least 1:2 width to depth ratio	At least 1:2 width to depth ratio
8. Serviceability	Tier 1-4	Tier 1-4
9. Compatibility	Not more than 50% border with LDR zoned land, except for elementary school	Not applicable with sensitive park design

### Other Public and Semi-Public Uses

With the exception of cemeteries, the siting needs of the institutions are comparable to those of neighborhood parks, elementary schools or multiple family development. They require relatively flat sites with urban services. Larger religious institutions typically need flat and square sites of 5-10 acres with at least collector street access. Such large institutions have impacts (traffic, evening use) that are analogous to an elementary or middle school.

### Site Evaluation

As explained above, the site suitability criteria for institutional land uses have a number of common characteristics with commercial and industrial land uses, which means that a site could be suitable for more than one type of land use. Therefore, a single database was created to identify potential large sites (see above). The following specific sites could meet Newberg's 2025 need for large institutional sites:

1. **North URA:** This area is expected to be a significant residential growth area and has a number of larger parcels that could be assembled to create a suitable site, especially along Zimri. Topography could be a factor, especially for large uses such as a high school.

2. **Northwest:** This area has a number of large parcels of agricultural land adjacent to the existing UGB. Inclusion in the UGB would require demonstrating that there are no other suitable sites inside the UGB or in exception areas. In general, soil classification is Type II, with some Type III soils.
3. **Southeast:** This area has a number of large parcels of agricultural land adjacent to the existing UGB. Inclusion in the UGB would require demonstrating that there are no other suitable sites inside the UGB or in exception areas. In general, soil classification is Type II, with some Type III soils.

For smaller institutional uses and the 2040 needs, the land needs were assumed to be met through low density residential land because uses such as parks and schools are typically found in or near residential areas. As discussed above, the study areas include a number of larger parcels that could meet the needs for specific sites, such as a high school or a district/city park.

## IV. Alternatives

To help the Committee make recommendations on Newberg's future, several alternative future land use patterns were mapped and described. The alternatives can be thought of as unique configurations of assumptions and choices. The alternatives were displayed at the March 3, 2005 open house to show what Newberg might look like in 2025 under various density assumptions, and in 2040 under various patterns of growth. Each alternative shows one way of meeting the City's land needs. The mapped alternatives helped focus discussion on the various choices facing the Committee, and gave the public an opportunity to indicate their preferences. After the open house, the Committee used the alternatives and the comments from the open house to begin deliberations on their recommendations to City Council.

Three alternatives were developed to show how 2025 land use needs could be met by applying various density assumptions and making land use choices for specific locations. The 2025 alternatives described land use inside the existing UGB/URAs and quantified the unmet 2025 land need that would need to be met outside the UGB/URAs in the study areas. These alternatives did not include specific options for meeting the unmet need in the study areas. For example, Alternative 2 assumed that the high school and a community park would be sited outside the UGB/URAs but did not specify which study area they would be located in.

The four alternatives developed for 2040 mainly showed the various directions in which the City might grow, as the basis for possible new URAs or UGB expansion. These alternatives were more visionary than those for 2025:

- They were differentiated primarily by the direction of future growth;
- They showed the location of URAs, exception lands, and resource lands, and offered choices in how much of each would be used;
- They were not differentiated by density assumptions;
- They showed alternate locations that met the Committee's criteria for industrial and institutional land needs;
- While there was a general attempt to meet the overall land need, and to provide approximately the same amount of land in each alternative, they did not try to match the land supply with the land needs on an acre for acre basis.

The following section presents key assumptions and descriptions of the alternatives that the Committee discussed in an effort to refine the analysis and make final recommendations.

### **A. Key Assumptions**

The 2025 alternatives were based on a number of key assumptions and choices, such as

- The density of new development and redevelopment;
- How close the actual build-out will come to theoretical development capacity during the planning period;
- The changes that will occur in the buildable land inventory through rezoning or institutional use;

- The type of development that will take place in the City’s key development areas, including the Austin properties;
- The feasibility of development in the existing URAs; and
- The factors that are used to go from net land need to gross land need.

Each of these key assumptions is discussed below.

## Density

The Johnson-Gardner (2004) Housing Needs Analysis forecasted the total number of housing units and mix of housing types. The 2025 alternatives used different density assumptions to determine the future land need (Table 19).<sup>13</sup> The density was based on average lot sizes for the single family homes in low density residential (LDR) areas, and various housing types for medium density residential (MDR) and high density residential (HDR).

**Table 19. 2025 Alternatives Density and Housing Type Assumptions**

Plan Designation		Density and Housing Type Assumptions			
		Recent Experience	Alternative 1	Alternative 2	Alternative 3
LDR	Units/Acre	3.6	4.4	5.8	7.0
	Avg Lot Size	9,800 sf	8,000 sf	6,000 sf	5,000 sf
MDR	Units/Acre	5.8	9	15	17
	Housing Type	Duplexes	Townhouses 3,900 sf lots	Townhouses 2,300 sf lots	Townhouses 2,000 sf lots
HDR	Units/Acre	15.4	16.5	25	30
	Housing Type	2 story apts w. surface parking	2-3 story apts w. surface parking	2-3 story apts w. surface/structured parking	2-3 story apts w. structured parking
<b>Average Density Increase</b>		-	27%	78%	112%

## Build-out

All three of the alternatives for 2025 assumed 100% build-out during the planning period. Although this is admittedly not realistic, the assumption is that additional planning will occur prior to the end of the planning period to add additional land to the urban area to meet the land needs beyond 2025.

<sup>13</sup> Density figures are based on units per gross acre. Average lot size is based on net acres with a 20% factor for internal streets and public right-of-way. This differs from the methodology in the Johnson Gardner/Benkendorf analysis, which used a 25% factor that included “future public facilities”. Winterbrook Planning reduced this factor to 20% because parks and other public facilities are accounted for as a separate category.

The housing density policies in the Newberg Comprehensive Plan currently include a 25% allowance for streets (Policy I.1.b.). In determining net residential densities, the City can also give density credit to developers for land donated and accepted by the City for needed public facilities (Policy I.1.c.).

## Buildable Land Inventory

All of the 2025 alternatives used the same buildable land inventory for land inside the existing UGB (Table 20). For each alternative, adjustments were made to these base numbers to determine the amount of land available to meet each type of land use need. The adjustments used various assumptions for institutional uses and potential rezoning in key development areas.

For example, all of the alternatives included a shift from low density residential (LDR) to institutional (P/PQ for Public/Quasi-Public) to account for uses that are most likely to be located within residential neighborhoods. Also, Newberg has a severe shortage of high density residential (HDR) land; therefore, the alternatives include shifts from medium density residential (MDR) to HDR to meet this need. These shifts are shown on the alternative maps as general areas for possible zone changes to meet this future land use need.

**Table 20. 2004 Buildable Land Inventory Summary**

Plan Designation	Buildable Land
LDR	359 ac
MDR	142 ac
HDR	13 ac
Commercial	105 ac
Industrial	159 ac
<b>TOTAL</b>	<b>778 ac</b>

## Development Areas

In addition to general shifts between residential land designations (such as MDR to HDR), the alternatives included specific assumptions for two key development areas:

**Mountainview/Springbrook (Austin Industries):** The area north of Mountainview includes a substantial amount of the buildable residential land inside the UGB, including a 15-acre parcel zoned for commercial uses. There are several vacant industrial parcels (51 acres) near the Mountainview and Springbrook intersection (northwest and southeast of the railroad) that could be rezoned to medium or high-density residential as part of a mixed-use community commercial center. For example, Alternative 2 includes 25 acres of MDR and 10 acres of HDR for this area.

None of the alternatives presented in March 2005 reflects the on-going master planning effort by the Austin family. At the time of the March open house, information was not available regarding their plans. Subsequently, the Committee was able to consider the concept plan for the Austin property before making their recommendations.

**Hwy 99W frontage in Northeast URA:** This site has four large (49 acres) buildable parcels with frontage on Highway 99W. This site could incorporate a mix of commercial and high-density residential uses or large site industrial uses. For example, Alternative 2 includes 15 acres for a community commercial center and 30 acres of HDR for this area.

## Existing Urban Reserve Areas

The City of Newberg already has designated URAs outside the current UGB. Under ORS 197.298, the URAs are first priority for meeting future land needs, therefore, these areas are assumed to be available for urban development (Table 21). As the notes explain, however, some of these areas may not be buildable, while others may not become serviceable during the planning period. The East URA does not have any buildable land due the future bypass right-of-way and a stream corridor. The Southwest study area does not have any designated URAs.

**Table 21. Buildable Land in Urban Reserve Areas**

<b>Study Areas</b>	<b>Buildable Acres in URAs</b>	<b>Notes</b>
Northwest	58 ac	Highly parcelized
North	287 ac	Not feasible to serve with water and sewer until Austin properties develop; northeast corner is above 460 foot elevation and not in water plan
Northeast	49 ac	Reserved for Commercial, HDR, or Industrial
East	0 ac	Constrained by bypass and stream corridor
Southeast	37 ac	Reserved for Industrial
Southwest	0 ac	No URAs

## ***B. 2025 Alternatives***

### **Alternative 1**

This alternative was designed to evaluate a 27% increase in density over current growth trends (Figure 3). By 2025, this alternative would require additional land outside the existing URAs to meet needs for low density residential land and land uses that require flat, large buildable parcels, such as a high school, community park, and large industrial sites.

This alternative assumed a large regional shopping center with high density residential uses for the Hwy 99W site in the Northeast URA. It assumed vacant industrial land near Mountainview/Springbrook intersection (Austin Industries) would be developed as medium and high density residential uses as part of a mixed-use community commercial center.

The advantage of this alternative is that it is most consistent with current market trends and gives more flexibility in the north study area to accommodate various land uses. The disadvantage is that it consumes more land than the other alternatives, which means it uses more land outside the existing URAs by 2025, and considerably more by 2040. Also, the lower density assumptions may not be consistent with statewide planning goals, which encourage more efficient land utilization inside UGBs with higher planned density targets than this option.

### **Residential (Alternative 1)**

Housing densities would range from 4.4 to 16.5 dwelling units per acre (Table 22). Single-family lots would average 8,000 sq ft, down from the present 9,800 sq ft average (3.6 units per acre).

**Table 22. Density Assumptions (Alternative 1)**

<b>Plan Designation</b>	<b>Density (units/acre)</b>	<b>Housing Types</b>
LDR	4.4	Avg Lot Size: 8,000 sq. ft.
MDR	9	Townhouses on 3,900 sq. ft. lots
HDR	16.5	2-3 story apartments with surface parking

The lower density assumptions increase the amount of buildable land that would be needed to meet future needs, particularly for high density and low density residential.

**Table 23. 2025 Land Supply Inside UGB (Alternative 1)**

<b>Plan Designation</b>	<b>Buildable Acres</b>	<b>Density (du/ac)</b>	<b>Potential Units</b>	<b>Needed Units</b>	<b>Deficit</b>	
					<b>Units</b>	<b>Acres</b>
LDR	233 ac	4.4	1,025	2,691	(1,666)	(379)
MDR	147 ac	9	1,323	1,556	(233)	(26)
HDR	39 ac	16.5	644	1,473	(830)	(50)

In this alternative, the following plan designation changes would be needed to meet the 2025 residential land needs (Table 24):

- 94 acres of LDR land would need to be developed for institutional (P/PQ) uses.
- 26 acres of MDR land would be upzoned to HDR to meet the future need, possibly at sites along Springbrook Road, north and south Hwy 99W.
- The remaining HDR land deficit would be met through zone changes at Mountainview/Springbrook and the Hwy 99W areas.
- These changes would trigger an additional 35 acres of rezones from LDR to MDR.
- Finally, the MDR deficit of 26 acres would be met through a zone change for the vacant industrial land at Mountainview/Springbrook.

**Table 24. Zone Changes Between Designations (Alternative 1)**

<b>Zone Changes</b>	
LDR to P/PQ	94 ac
LDR to MDR	35 ac
LDR to HDR	
MDR to LDR	
MDR to HDR	26 ac
IND to HDR	35 ac
IND to MDR	25 ac
NE URA to HDR	15 ac

**Commercial (Alternative 1)**

Alternative 1 is the only alternative to include a site for a large regional shopping center, which would be located on 30 acres of the Highway 99W site in the Northeast URA. In addition, two community commercial centers would be located at the Mountainview/Zimri intersection area and the riverfront area, consistent with current zoning. These centers would be supplemented by three smaller neighborhood commercial centers, which include: 1) existing commercial zoning at the southeast corner of Mountainview and College; 2) a new site in the North URA (possibly along Aspen Drive); and a new infill site at College and Deskin, which would be a zone change from industrial.

**Table 25. Commercial Centers (Alternative 1)**

**Regional Center** – Hwy 99W - NE URA (30 acres)

**Community Centers**

1. Mountainview/Zimri - 15 acres.
2. Riverfront Center - 18 acres.

**Neighborhood Centers**

1. Mountainview and College
2. North URA (Aspen)
3. College and Deskin

In this alternative, the changes to the City's current supply of commercial land would be as follows:

- A 17 acre reduction of the Hayes Street residential-professional (R-P) zone to meet the need for large industrial sites;
- An increase of 30 acres for the regional center at the Highway 99W site in the Northeast URA;
- An increase of 10 acres to create two additional neighborhood commercial centers.

The net result is a surplus of 17 acres above the land needed for commercial uses in 2025.

**Table 26. 2025 Commercial Land (Alternative 1)**

<b>Need</b>	<b>Supply</b>	<b>Surplus/(Deficit)</b>
111 ac	128 ac	17 ac

**Industrial (Alternative 1)**

As with commercial land, the 2025 demand for industrial land is based on a need for large sites as well as an overall demand based on future employment levels. This alternative called for three large industrial sites (20+ acres). It assumed that the on-going Airport Master Plan process would include at least one large site for future industrial users. The alternative also assumed a zone change for the residential-professional (R-P) zone at the end of Hayes Street. The future bypass right-of-way creates an awkward configuration that splits this parcel into two triangles – 17 acres at the end of Hayes Street and 13 acres on Brutscher Street. A third site is possible through assembling 2-3 parcels north of the creek in the Southeast URA. The need for additional large industrial sites would need to be met outside the UGB/URAs, possibly on resource land along Highway 219 in the southeast study area.

**Table 27. Large Industrial Sites (Alternative 1)**

1. Airport (20 acres)
2. Brutscher/Hayes (13 acres and 17 acres)
3. Southeast URA – assemble 2-3 parcels (30 acres)

Changes to the City's current supply of industrial land would include the following:

- A 51-acre reduction by zone changes at Mountainview/Springbrook to meet MDR and HDR needs;
- A 5-acre reduction at College/Deskin to create another neighborhood commercial center;
- A 17-acre increase by the zone change of the Hayes Street residential-professional (R-P) zone.

The net result is a surplus of 36 acres more than the land needed for industrial uses in 2025.

**Table 28. 2025 Industrial Land (Alternative 1)**

<b>Need</b>	<b>Supply</b>	<b>Surplus/(Deficit)</b>
94 ac	123 ac	29 ac

**Institutional (Alternative 1)**

The number of sites for large institutional uses is limited. This alternative assumed that the future high school (50 acres) and a community park (20 acres) would be sited outside the current UGB/URAs. The North URA has a few large parcels along Zimri that could be assembled to meet the site needs for a new elementary school (12 acres) and a district/city park (25 acres). However, topography may not be suitable for these uses. The alternative high school, neighborhood parks and other institutional uses were assumed to be located on LDR land within the UGB/URAs.

**Table 29. Institutional Sites (Alternative 1)****Large Institutional Sites**


---

High School (50 acres) - located outside current UGB/URA  
 Elem. School (12 acres) - North URA  
 Alt. High School (5 acres) – infill  
 4 Neighborhood Parks (5 acres) - LDR land  
 1 District/City Park (25 acres) - assemble 2-3 parcels in North URA  
 1 Community Park (20 acres) - located outside UGB/URA  
 Other (32 acres) - religious, cemeteries, etc on LDR

**Summary (Alternative 1)**

Alternative 1 would result in a need for additional low density residential land outside the UGB/URAs. There would also be a need to site a high school and community park and 1-2 large industrial sites. Approximately 180-200 acres would need to be added to the UGB/URAs to meet the 2025 land needs.

**Table 30. 2025 Land Need Outside URAs (Alternative 1)**

<b>LDR Need:</b>	33 ac
<b>High School</b>	50 ac
<b>Community Park</b>	20 ac
<b>Large Industrial Sites</b>	20+ ac each

**Alternative 2**

In this alternative, densities would be lower than in Alternative 3, but higher than in Alternative 1 (Figure 4). Instead of a regional shopping center, it would rely on community commercial centers. By 2025, the UGB and URAs would be expanded only to accommodate those land uses that have specific siting criteria that cannot be met within the existing UGB/URA.

The advantage of this alternative is that higher densities would lower the demand for land, which means that most of the 2025 land needs could be met inside the UGB/URAs, except for large sites for the high school and large industrial sites. Also, the higher densities for MDR and HDR housing types would mean there would be less demand for land, which would require fewer upzonings than with Alternative 1. One disadvantage is that high density multi-family housing would have a mix of surface parking and structured parking to achieve 25 dwelling units per acre, which might not be supported in the marketplace.

**Residential (Alternative 2)**

Densities would range from 5.8 to 25 dwelling units per acre. Single-family lots on LDR land would average 6,000 sq ft, smaller than the current 9,800 sq ft average.

**Table 31. Density Assumptions (Alternative 2)**

Plan Designation	Density (units/acre)	Housing Types
LDR	5.8	Avg Lot Size: 6,000 sq ft
MDR	15	Townhouses on 2,300 sf lots
HDR	25	2-3 story apartments with surface/structured parking

Increasing the density assumptions decreases the amount of buildable land that would be needed to meet future needs.

**Table 32. 2025 Land Supply Inside UGB (Alternative 2)**

Plan Designation	Buildable Acres	Density (du/ac)	Potential Units	Needed Units	Deficit	
					Units	Acres
LDR	322 ac	5.8	1,868	2,691	(823)	(142)
MDR	79 ac	15	1,185	1,556	(371)	(25)
HDR	18 ac	25	450	1,473	(1,023)	(41)

This alternative would require the following plan designation changes to meet the 2025 residential land needs:

- 94 acres of LDR land would be developed for institutional (P/ PQ) uses;
- Only 5 acres of MDR land would be upzoned to meet the future need for HDR
- the HDR land deficit in Table 30 would be met through zone changes at Mountainview/Springbrook and the Hwy 99W site (Table 31);
- 54 acres of existing MDR-designated land could be downzoned to meet the 2025 LDR land need or reserved to meet the MDR need beyond 2025.

**Table 33. Zone Changes Between Designations (Alternative 2)**

Zone Changes	
LDR to P/PQ	94 ac
LDR to MDR	
LDR to HDR	
MDR to LDR	54 ac
MDR to HDR	5 ac
IND to HDR	10 ac
IND to MDR	25 ac
NE URA to HDR	30 ac

### Commercial (Alternative 2)

Alternative 2 did not include a site for a large regional shopping center. Instead, it called for two community commercial centers. One would be consistent with current zoning at the Mountainview/Zimri intersection area and the riverfront area. The second community center would be located on the Highway 99W site in the Northeast URA. These centers would be

supplemented by three smaller neighborhood commercial centers, which would include: 1) existing commercial zoning at the southeast corner of Mountainview and College; 2) a new site in the North URA (possibly along Aspen Drive); and a new infill site at College and Deskin, which would be a zone change from industrial.

**Table 34. Commercial Centers (Alternative 2)**

**Regional Center** - None

**Community Centers**

1. Mountainview/Zimri (15 acres).
2. Hwy 99W - NE URA (15 acres).

**Neighborhood Centers**

1. Mountainview and College
2. North URA (Aspen)
3. College and Deskin

In this alternative, the changes to commercial land supply would be as follows:

- A 21-acre reduction at the riverfront commercial site for a community park;
- A 15-acre increase for the community commercial center at the Highway 99W site in the Northeast URA;
- 10 acres of zone changes to create two additional neighborhood commercial centers.

The residential-professional (R-P) zone at the end of Hayes Street would not change. The net result of all changes would be a deficit of 2 acres for commercial uses in 2025.

**Table 35. 2025 Commercial Land (Alternative 2)**

Need	Supply	Surplus/(Deficit)
111 ac	109 ac	(2) ac

**Industrial (Alternative 2)**

As with commercial land, the 2025 demand for industrial land is based on a need for large sites as well as an overall demand based on future employment levels. This alternative called for only two large industrial sites (20+ acres). It assumed that the on-going Airport Master Plan process would include at least one large site for future industrial users. The alternative also assumed that another site would be possible through assembling 2-3 parcels north of the creek in the Southeast URA. The Brutscher Street site (13 acres) would continue to be zoned for industrial uses. The need for additional large industrial sites would need to be met outside the UGB/URAs, possibly on resource land along Highway 219 in the southeast study area.

**Table 36. Large Industrial Sites (Alternative 2)**

1. Airport (20 acres)
2. Southeast URA – assemble 2-3 parcels (30 acres)

The industrial land supply would be changed as follows:

- A 51-acre reduction at Mountainview/Springbrook to meet MDR and HDR need;

- A 5-acre reduction at College/Deskin to create another neighborhood commercial center;

No zone changes would increase the industrial land supply. The net result would be a surplus of 12 acres for industrial uses in 2025.

**Table 37. 2025 Industrial Land (Alternative 2)**

<b>Need</b>	<b>Supply</b>	<b>Surplus/(Deficit)</b>
94 ac	99 ac	5 ac

**Institutional (Alternative 2)**

The number of sites for large institutional sites is limited. This alternative assumed that the future high school (50 acres) would be sited outside the UGB/URAs. The North URA has a few large parcels along Zimri that could be assembled to meet the site needs for a new elementary school (12 acres) and a district/city park (25 acres). A community park would be located on the riverfront commercial area. The alternative high school, neighborhood parks and other institutional use would be located on LDR land within the UGB/URAs.

**Table 38. Institutional Sites (Alternative 2)**

<b>Large Institutional Sites</b>
High School (50 acres) - located outside UGB/URA
Elem. School (12 acres) - North URA
Alt. High School (5 acres) – infill
4 Neighborhood Parks (5 acres) - LDR land
1 District/City Park (25 acres) – assemble 2-3 parcels in North URA
1 Community Park (20 acres) – riverfront commercial
Other (32 acres) - religious, cemeteries, etc. on LDR

**Summary (Alternative 2)**

Alternative 2 would result in a 157 acre surplus of residential land inside the UGB/URAs. A high school and community park and 2-3 large industrial sites would need to be sited outside the UGB/URAs. Approximately 70-90 acres would need to be added to the UGB to meet the 2025 land needs.

**Table 39. 2025 Need Outside URAs (Alternative 2)**

<b>Residential Need:</b>	157 ac	Surplus inside URAs
<b>High School</b>	50 ac	
<b>Large Industrial Sites</b>	20+ ac	

**Alternative 3**

The purpose of this alternative was to accommodate all 2025 land needs within the current UGB/URAs (Figure 5). Large institutional uses, such as a new high school, elementary school, and parks, would need to be located in the North URA on 2-3 parcels each and have to deal with topographic constraints, both of which are likely to increase costs.

The advantage of this alternative is that it would maximize the use of land inside the current UGB/URAs and minimize the need to expand into rural areas. This alternative is consistent with the intent to encourage efficient land utilization.

The disadvantage of this alternative is that the densities would be nearly double those of recent developments. High-density multi-family housing would need elevators and parking garages to achieve 30 dwelling units per acre. Another disadvantage would be that all currently zoned industrial areas would remain industrial and would preclude consideration of different uses for areas such as Mountainview/Springbrook and Brutscher Street. .

**Residential (Alternative 3)**

Housing densities would range from 7.0 to 30 dwelling units per acre (Table 40). Single-family lots would average 5,000 sq ft, smaller than the recent 9,800 sq ft average.

**Table 40. Density Assumptions (Alternative 3)**

Plan Designation	Density (units/acre)	Housing Types
LDR	7.0	Avg Lot Size: 5,000 sq ft
MDR	17	Townhouses on 2,300 sf lots
HDR	30	2-3 story apartments with structured parking

The higher density assumptions decrease the amount of buildable land that would be needed to meet future needs, particularly for high density and low density residential.

**Table 41. 2025 Land Supply Inside UGB (Alternative 3)**

Plan	Buildable Acres	Density (du/ac)	Potential Units	Needed Units	Deficit	
					Units	Acres
LDR	260 ac	7.0	1,820	2,691	(871)	(124)
MDR	92 ac	17	1,564	1,556	8	0
HDR	49 ac	30	1,470	1,473	(3)	0

This alternative would require the following plan designation changes meet the 2025 residential land needs (Table 42):

- 112 acres of LDR land would be developed for institutional (P/PQ) uses;
- 36 acres of MDR land would be upzoned to HDR, possibly at sites along Springbrook Road, north and south of Hwy 99W;
- 10 acres of existing MDR designated land could be downzoned to meet the 2025 LDR land need or reserved to meet the MDR need beyond 2025.

No other zone changes would be necessary to meet the 2025 residential land needs.

**Table 42. Zone Changes Between Designations (Alternative 3)**

<b>Zone Changes</b>	
LDR to P/PQ	112 ac
LDR to MDR	
LDR to HDR	
MDR to LDR	10 ac
MDR to HDR	36 ac

### **Commercial (Alternative 3)**

Alternative 3 did not include a site for a large regional shopping center. It called for two community commercial centers. One of these would be consistent with current zoning at the Mountainview/Zimri intersection area. The second community center would be located on the Highway 99W site in the Northeast URA. These centers would be supplemented by three smaller neighborhood commercial centers, which would include: 1) existing commercial zoning at the southeast corner of Mountainview and College; 2) a new site in the North URA (possibly along Aspen Drive); and 3) a new infill site at College and Deskin, which would be a zone change from industrial.

**Table 43. Commercial Centers (Alternative 3)**

**Regional Center -**

**Community Centers**

1. Mountainview/Zimri (15 acres).
2. Hwy 99W - NE URA (10 acres).

**Neighborhood Centers**

1. Mountainview and College
2. North URA (Aspen)
3. College and Deskin

The commercial land supply would be changed as follows:

- A 21-acre reduction by changing the zoning of the riverfront commercial site for a community park;
- A 10-acre increase for the regional center at the Highway 99W site in the Northeast URA;
- 10 acres of zone changes to create two additional neighborhood commercial centers.

The residential-professional (R-P) zone at the end of Hayes Street would not change. The net result would be a deficit of 7 acres for commercial uses in 2025.

**Table 44. 2025 Commercial Land (Alternative 3)**

Need	Supply	Surplus/(Deficit)
111 ac	104 ac	(7) ac

**Industrial (Alternative 3)**

As with commercial land, the 2025 demand for industrial land is based on a need for large sites as well as an overall demand based on future employment levels. This alternative called for five large industrial sites (20+ acres). A key consideration is that the existing industrial areas near the Mountainview and Springbrook intersection would be reserved for large site industrial uses. It also called for a large (35 acre) site as part of the Hwy 99W area in the Northeast URA. It assumed that the on-going Airport Master Plan process would include at least one large site for future industrial users. A fifth site would be possible through assembling 2-3 parcels north of the creek in the Southeast URA.

The Mountainview/Springbrook sites and the Hwy 99W sites are also suitable for large institutional uses. If one or more of these sites were to be converted to those uses, then the need for additional large industrial sites could be met outside the UGB/URAs, possibly on resource land along Highway 219 in the southeast study area.

**Table 45. Large Industrial Sites (Alternative 3)**

1. Mountainview/Springbrook west (27 acres)
2. Mountainview/Springbrook east (24 acres)
3. Hwy 99W – NE URA (35 acres)
4. Airport (20 acres)
5. Southeast URA – assemble 2-3 parcels (30 acres)

The base industrial land supply would be changed as follows:

- A 5-acre reduction by rezoning land at College/Deskin to create another neighborhood commercial center;
- A 35-acre increase by the addition of the Hwy 99W site;

The net result would be a surplus of 98 acres of industrial land in 2025.

**Table 46. 2025 Industrial Land (Alternative 3)**

Need	Supply	Surplus/(Deficit)
94 ac	185 ac	91 ac

**Institutional (Alternative 3)**

The number of sites for large institutional sites is limited, but this alternative assumed all of the large institutional uses would be located inside the current UGB/URA. Most of these uses would be located in the North URA by combining 2-3 adjacent parcels for each use. Due to topography constraints, the size of the high school would need to be reduced from 50 acres to 30 acres. The need for a larger (50 acre) high school would be shifted to the 2026-2040 time period. A community park was assumed to be located on the riverfront commercial area. The alternative



Figure 3. 2025 Alternative 1 Map

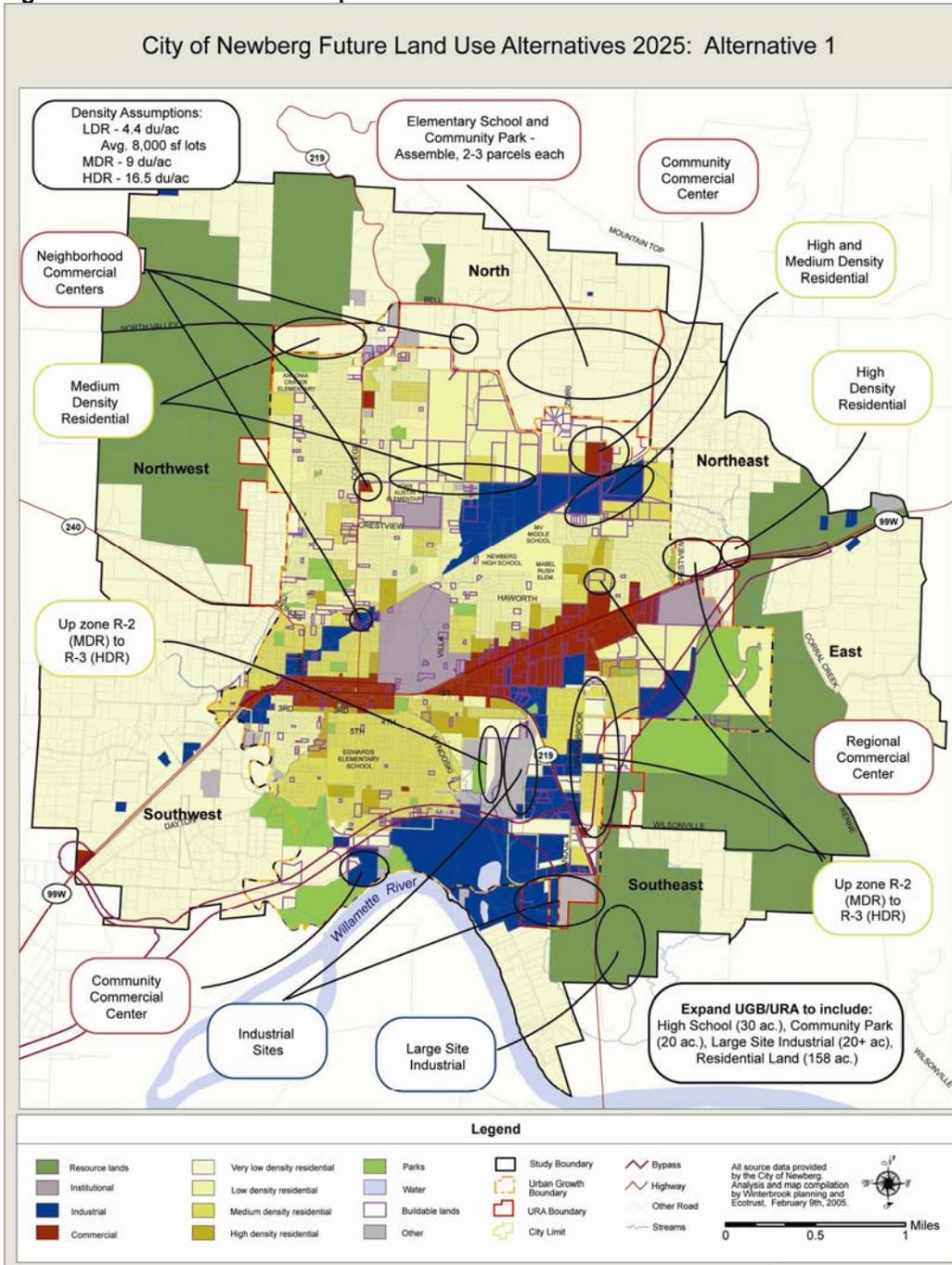


Figure 4. 2025 Alternative 2 Map

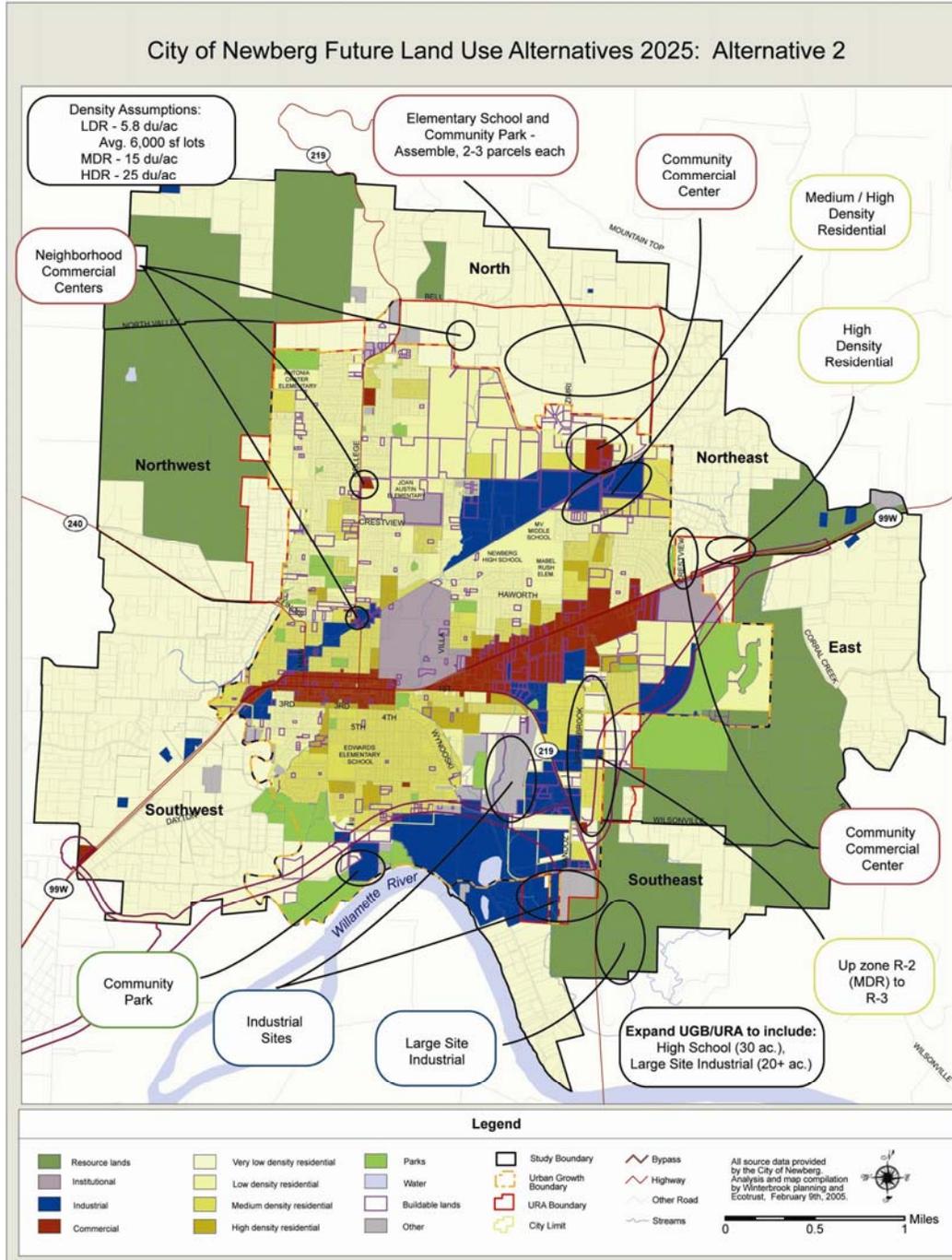
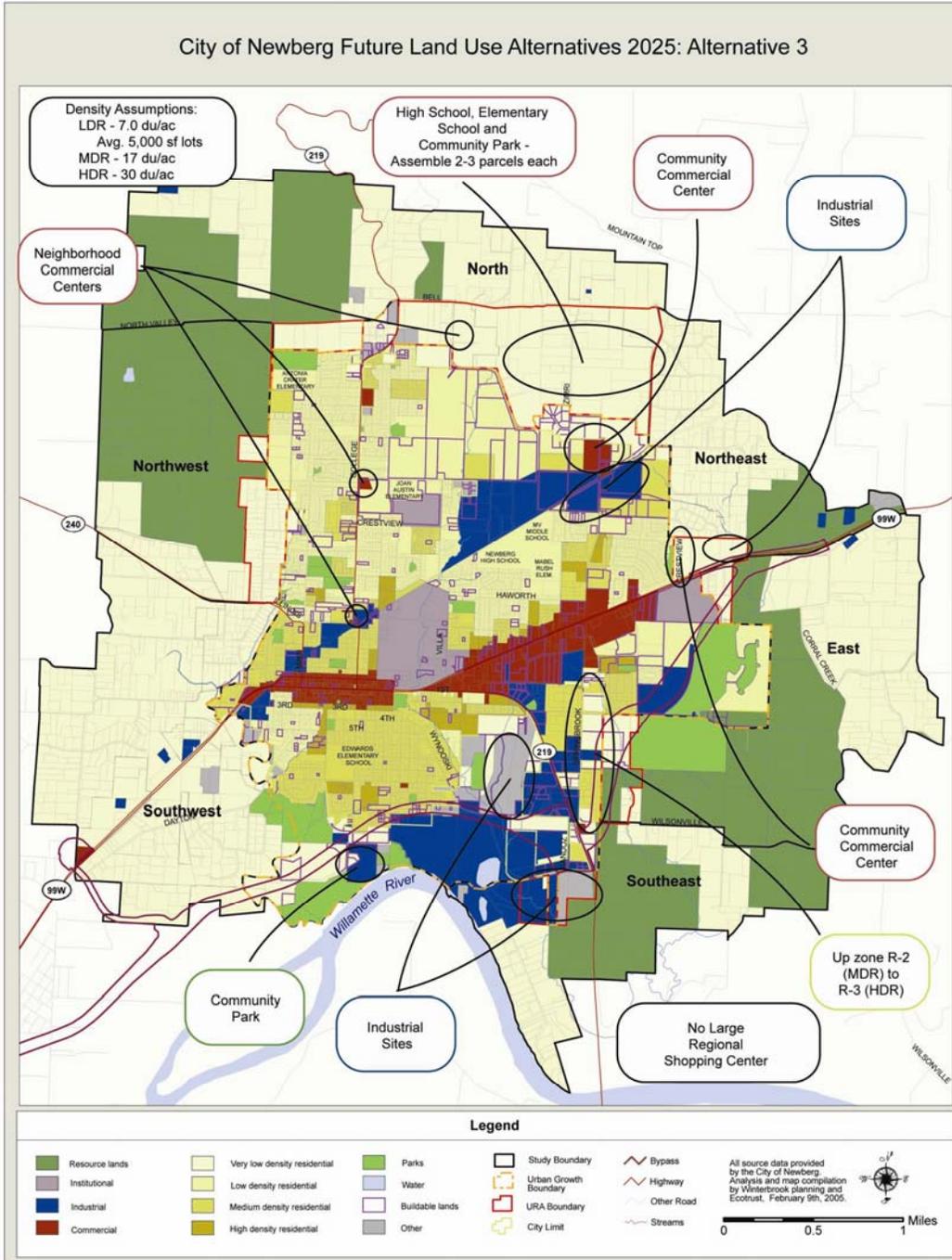


Figure 5. 2025 Alternative 3 Map



### C. 2040 Alternatives

The density and land use assumptions in the 2025 Alternatives result in a wide range of land supply balances, depending on the assumptions. Projecting the land needs out to 2040 based on these densities results in a need to add 640 acres to 1,350 acres in new urban reserve areas (Table 49).

**Table 49. 2040 Land Needs**

		Alternatives		
		Lower Density	Med Density	Higher Density
2005 to 2025	Residential	33	(204)	(221)
	Commercial	(17)	2	7
	Industrial	(29)	(12)	(98)
2026 to 2040	Residential	1,015	731	612
	Commercial	109	109	109
	Industrial	75	75	75
	Institutional	155	155	175
2005 to 2040	<b>TOTAL</b>	1,341	856	639

The 2040 alternatives are referred to on the maps as “options” because they are based on a more general description of possible growth patterns, rather than the specific, detailed assumptions that were used for the 2025 alternatives, and are mainly concerned with only one variable: the direction of growth. Four basic patterns are illustrated:

1. **All Directions:** Land would be added around the edges of the existing UBG/URAs, including resource land in the northwest and southeast areas
2. **Northeast/Southwest:** This option emphasizes expansion on exception lands only in the Southwest and Northeast Study Areas, while leaving other areas alone.
3. **North/Northwest:** This option illustrates a northwesterly growth pattern, onto both resource and exception land.
4. **East/Southeast:** This option concentrates expansion into the Southeast Study Area, onto both resource and exception land.

The Committee’s preferred 2040 option combines features of various 2025 and 2040 alternatives, and is presented in the Recommendations (Section V below).

#### All Directions Option

Under the All Directions option, land would be added around the edges of the existing UBG/URAs (Figure 6). This alternative would add some resource land in the northwest, for possible institutional uses, along with exception land around Hwy 240. A small area west of Chehalem Creek would become available in the Southwest Study Area, toward Dundee.

Resource land would provide for large industrial sites along Highway 219 in the southeast. In the east, some resource land would be added to the urban area, but growth would not go up the hill. In the Northeast, the existing URA would come into the UGB.

This option is expected to have less impact on the transportation system because the new traffic would not be concentrated in one area. It also provides flexibility in making case-by-case decisions on boundary amendments to meet specific needs. It allows large institutional and industrial uses to locate on large, flat resource land sites that better meet the specific site needs for these uses.

The disadvantage of this option is that it could be expensive to improve water, sewers and roads in all directions with small value added for any individual project. This option will impact resource land in all directions, which conflicts with the priorities in ORS 197.298, which make resource land the lowest priority except in cases where specific site needs cannot be met in other areas. Also, development could be limited to smaller scale, in-fill projects that may be less efficient than coordinated master plans for larger parcels.

### **Northeast/Southwest Option**

This option emphasizes expansion only on exception lands in the Southwest and Northeast Study Areas (Figure 7). Institutional and industrial uses would need to be located on large parcels or a combination of larger parcels along Hwy 99W or Hwy 240 in the Southwest Study Area.

The advantage of this option is that it avoids impacts to farmland by directing growth to existing exception areas, consistent with state law.

A major disadvantage of this option is that there would be a limited number of large flat sites suitable for industrial, institutional, or commercial uses. Also, development would be limited to small-scale in-fill projects instead of larger coordinated master plans. New development would be mostly on flag lots and other infill sites, which would have a low yield in terms of the number of new dwelling units, because both areas are already developed into single-family residential houses on large parcels. Also, these types of infill projects could face opposition from neighbors who want to maintain the large lot, rural character of their area. Growth in the Southwest Study Area would close the separation between Newberg and Dundee. Chehalem Creek and other tributaries make it difficult and expensive to extend water and sewer service into the Southwest Study Area.

### **North/Northwest Option**

This option includes both resource and exception land, as well as the North URA. Park and school needs would be met on resource land in the northwest, while industrial needs would be met in the southeast along Highway 219.

The advantage of this option is that it is adjacent to Crater Elementary School and the Senior Center, which could serve to create a cluster of institutional uses. The resource land immediately adjacent to the current UGB (west of Foothills Boulevard) is relatively flat with large parcels that could provide suitable sites for additional parks, schools or other institutional uses. The large

parcels could allow for master planning of larger developments, not just infill development. Also, focusing the growth in one direction allows for coordinated utility service extensions and transportation improvements.

The disadvantage of this option is that it would use a significant amount of farmland, which is a low priority for UGB/URA expansion under state law, except for specific site needs that cannot be met in other areas. Also, the growth would require significant transportation improvements to the area, especially along North Valley Road, and would increase traffic through Newberg by residents trying to get to Hwy 99W.

### **East/Southeast Option**

This alternative uses a lot of the same principles as the North/Northwest option, but it focuses expansion into the East and Southeast Study Areas. Park and school needs would be met on resource land in the east and southeast, while industrial needs would be met in the southeast along Hwy 219.

One advantage of this option is that it would locate future growth in close proximity to the future bypass. This would be a major advantage for large industrial uses along Hwy 219. It also provides large, flat parcels for schools and parks on resource land, including the large parcel on Wilsonville Road that is already owned by the school district. The large parcels could allow for master planning of larger developments, which can be more efficient than infill development. Also, focusing the growth in one direction allows for coordinated utility service extensions and transportation improvements. Although the area would require significant transportation improvements, it would have good access to the future bypass and would have less impact on congestion in the central area than the other alternatives.

The disadvantage of this option is that it would use a significant amount of farmland, which is a low priority for UGB/URA expansion under State law except for meeting specific site needs that cannot be met in other areas. It would require a new reservoir for development of areas east of Corral Creek Road.

Figure 6. 2040 All Directions Option

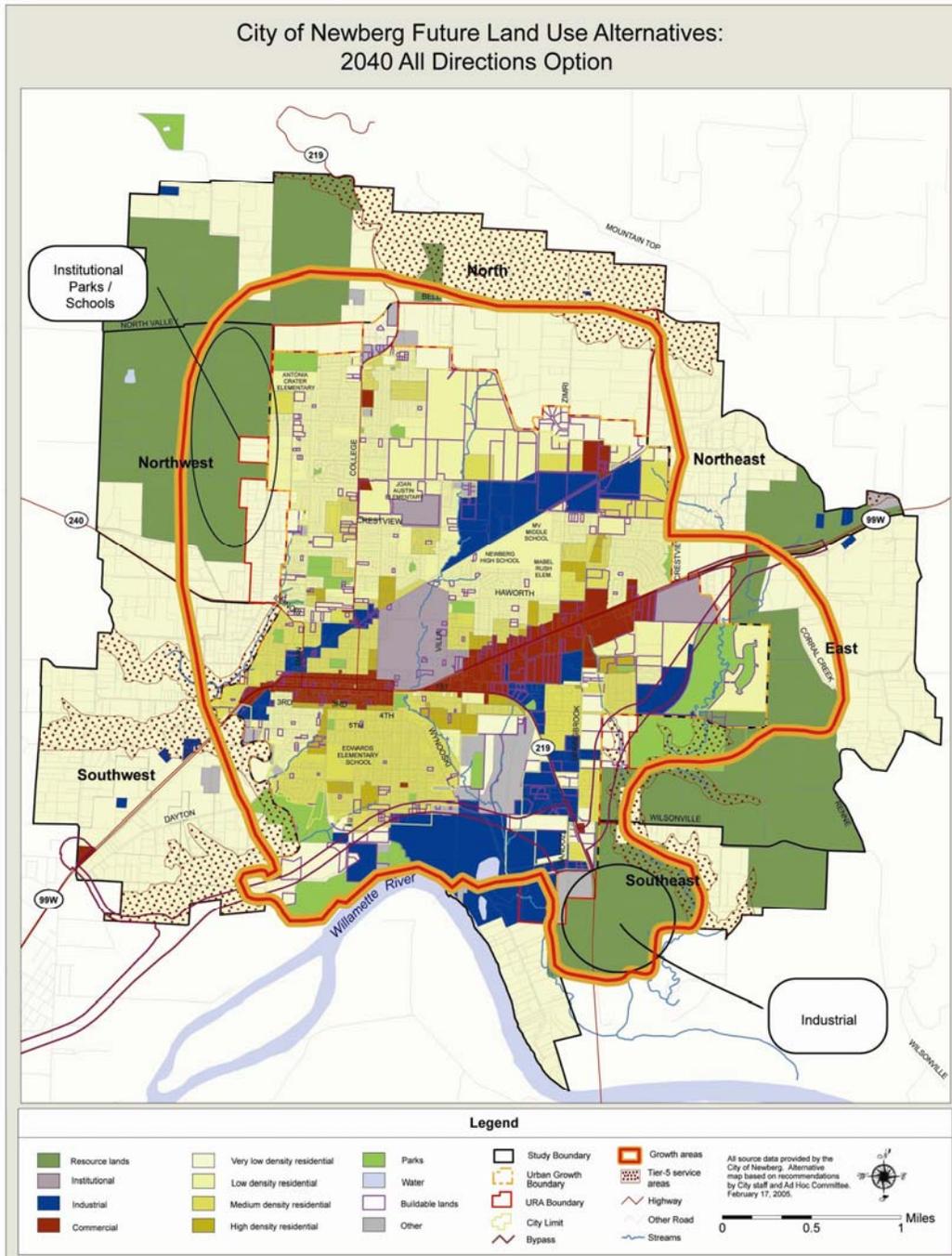


Figure 7. 2040 Northeast/Southeast Option

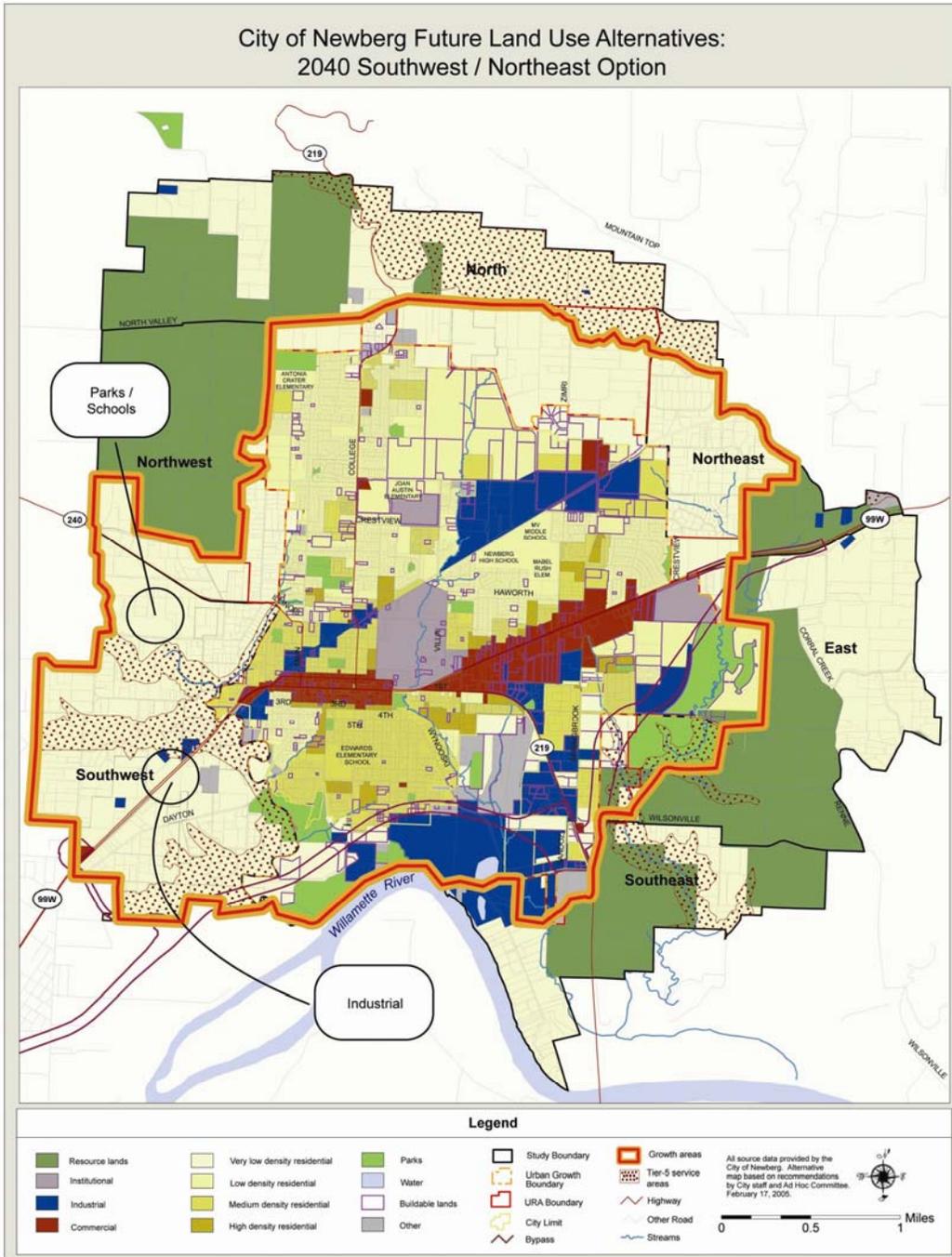


Figure 8. 2040 North/Northwest Option

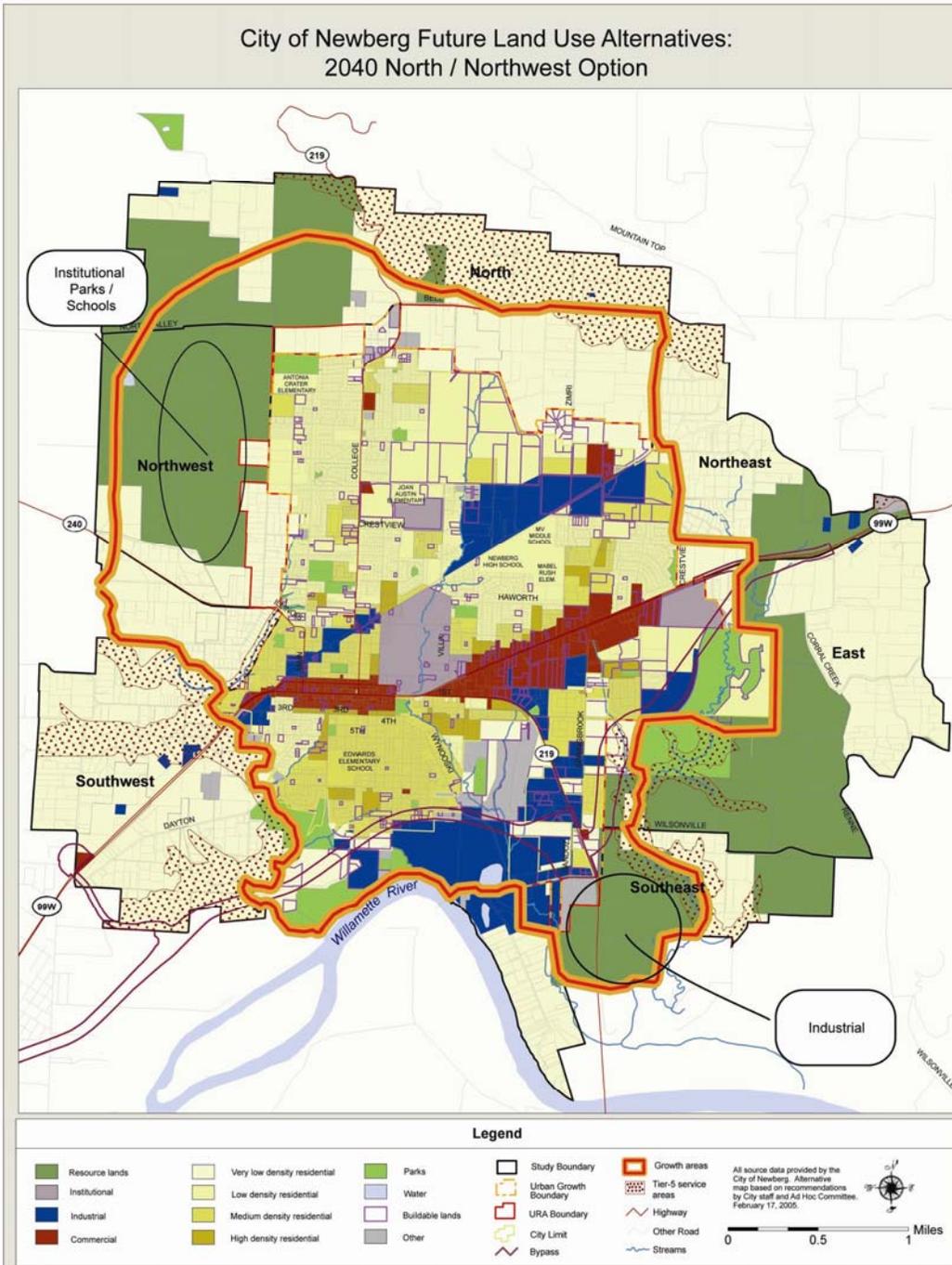
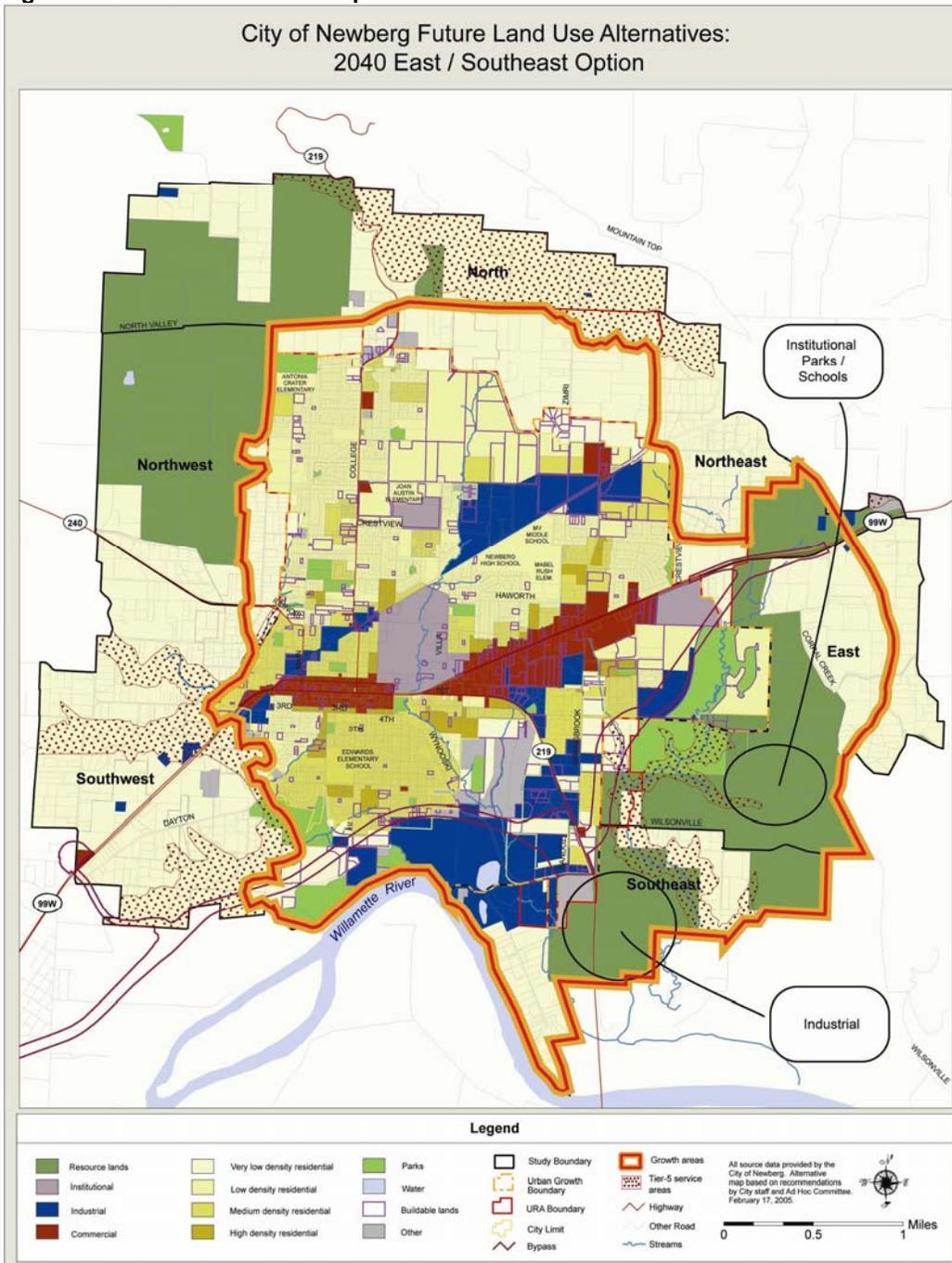


Figure 9. 2040 East/Southeast Option



## V. Committee's Recommendations

### A. 2025 and 2040 Population Forecast

Newberg's future land need is driven by future population growth. As discussed in Section III, future population projections for the City of Newberg were prepared by Barry Edmonston from the Population Research Center at Portland State University, adjusted slightly to include the population within the Urban Growth Boundary, and provided with a range by Johnson Gardner. These population forecasts were used to estimate the number of housing units, as well as future employment. Table 50 presents the 2025 and 2040 population forecasts.

**Table 50. Future Population Forecast**

	<b>2000</b>	<b>2005</b>	<b>2025</b>	<b>2040</b>
<b>Medium Growth</b>	<b>18,438</b>	<b>21,132</b>	<b>38,352</b>	<b>54,097</b>
High Growth	18,438	22,180	48,833	79,701
Low Growth	18,438	20,623	33,957	44,505

Source: Johnson Gardner, Barry Edmonston

After careful consideration, the Committee felt that the medium growth projections were the most appropriate for use in the future land needs analysis for housing and retail/office employment growth. However, for future industrial employment, 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.

### B. Residential Land Need

The Johnson Gardner Housing Needs Analysis examined the demographic, housing cost, and household income data for the City of Newberg to determine the need for specific housing types: single-family, multi-family, and manufactured homes. Two adjustments were made to the Johnson Gardner residential land need analysis:

- Development projects that were in the land use approval process during the preparation of the needs analysis were subtracted from the overall 2005-2025 need.
- 49 dwelling units displaced by the proposed Newberg-Dundee Bypass were added to the housing need.

Table 51 presents the adjusted 2025 and 2040 housing unit need by comprehensive plan designation.

**Table 51. Adjusted Housing Unit Need**

<b>Plan Designation</b>	<b>2005-2025</b>	<b>2026-2040</b>
LDR	2,691	3,234
MDR	1,556	1,719
HDR	1,473	1,467
<b>TOTAL</b>	<b>5,700</b>	<b>6,406</b>

### Preferred Residential Densities

Future residential land need is further determined by the development density (dwelling units per acre) for the needed housing units. The Committee reviewed the land requirements for various types of housing and residential densities, studied examples of development at various densities, considered the public input that they had received at the two open houses, and reflected on their values and visions for the City of Newberg. The Committee noted that recent residential development has occurred at densities much less than those planned, particularly in the R-2 district. This trend does not use land as efficiently as desired, nor does it meet the needs for housing at the expected income levels. The Committee recommends encouraging development to occur closer to planned densities in each of the residential zoning districts and has assumed a 27% increase in overall residential densities.

The Committee considered a range of measures to increase actual developed densities, including requiring minimum density standards or restricting detached single-family houses in the R-2 (MDR) or R-3(HDR) zones. The Committee rejected the approaches based on requirements or restrictions, preferring to encourage development to occur closer to permitted densities through incentives such as lot size averaging. Under lot size averaging, the overall number of lots would be set by the density standard, but the actual lot sizes could vary from that standard. For example, if the density standard were based on 8,000sf lots, actual lots sizes could vary from 10,000sf to 6,000sf. The Committee viewed lot size averaging as one example of the methods that the City could use to encourage actual development densities to come closer to the planned densities, but they felt that it would be more appropriate for the Planning Commission and City Council to determine the specific methods to accomplish that goal.

Therefore, the Committee used the following densities as the basis for determining future residential land needs (Table 52).

**Table 52. Recommended Planned Residential Densities**

		Recent Trends	Planned Density
Single-Family	Units/Acre	3.6	4.4
	Avg Lot Size	9,800 sf	8,000 sf
Med Density Multi-Family	Units/Acre	5.8	9
	Type	Duplexes	Townhouses 3,900 sf lots
High Density Multi-Family	Units/Acre	15.4	16.5
	Type	2 story apts with surface parking	2-3 story apts with surface parking
Average	Units/Acre	6.8	8.3

## Buildable Land Inventory

The buildable land inventory includes vacant and redevelopable land in the existing UGB that is designated as residential in the Newberg Comprehensive Plan. This land base is the starting point for determining how much future residential growth can be accommodated inside the existing UGB and the size of the unmet housing need that must be accommodated through zone changes or UGB expansion. 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 accounts for land located in the future right-of-way of the proposed Newberg-Dundee Bypass. Currently, the Newberg UGB has approximately 514 acres of buildable residential land inside the existing UGB (Table 53).

**Table 53. Newberg UGB Residential Buildable Land Inventory**

Plan Designation	
LDR	359 ac
MDR	142 ac
HDR	13 ac
<b>TOTAL</b>	<b>514 ac</b>

The Austin family is Newberg's largest owner of undeveloped property and is currently developing a master plan for their properties. In general, the Committee has based its assumptions on existing zoning and plan designations. However, with respect to the Austin properties, the Committee has based its recommendations on the draft development plan prepared by Austin family's consultant. The Committee has not taken a position with regard to the master plan for the Austin Properties. It appears, however, that not all of the sites with industrial zoning in the area are well situated for industrial development due to the lack of highway access and compatibility with surrounding neighborhoods. The draft development plan proposes a mixed-use area that could provide commercial retail, office space, and high density residential development. This preliminary plan assumes approximately 1,300 low density residential units, along with a mixed use commercial center that will provide another 100 high-density residential units. These estimates are used as the future build-out for the Austin properties.

## Recommended Zone Changes

The most pressing land need is for high density residential (HDR/R-3) uses. The current buildable land inventory has only 13 acres zoned R-3. The Committee considered a number of different areas for upzoning to HDR/R-3. In the end, the Committee recommended five areas, totaling about 54 acres, for upzoning to allow high density residential uses (Figure 10):

- 1. Springbrook Road (South):** There are two buildable parcels (10 acres) of MDR land along the east side of Springbrook Road (between Fernwood and Wilsonville Road). The Committee recommends changing these parcels from MDR to HDR.
- 2. Brutscher Road Industrial:** There is a large parcel at the end of Hayes Street (near the hospital) that is split zoned between M-1 industrial (south along Brutscher Road) and R-P residential-professional (north at the end of Hayes Street). This parcel is impacted by the corridor for the Newberg-Dundee Bypass, which, along with the impact of the adjoining residential development, does not leave adequate area for

appropriate industrial uses. The Committee recommends changing the southern portion of this parcel from IND to HDR (approximately 20 acres).

3. **West of Sportsman's Airpark:** There are two parcels of MDR land west of the creek on the west side of Sportsman's Airpark with approximately 30 acres of buildable land. The Committee recommends changing parcels to allow for 20 acres of HDR and 10 acres of MDR.
4. **Riverfront:** There is a large LDR parcel adjacent to the Riverfront Park and commercial area that is split by the right-of-way for the Newberg-Dundee Bypass. The Committee recommends changing the southern portion of this parcel (approximately 10 acres) to HDR.
5. **Illinois and College Street:** There is a cluster of three buildable parcels (approximately 4 acres) that the Committee identified as appropriate for high-density infill development. The Committee recommends changing this area from MDR to HDR.

### 2025 Residential Land Adjusted Supply and Need

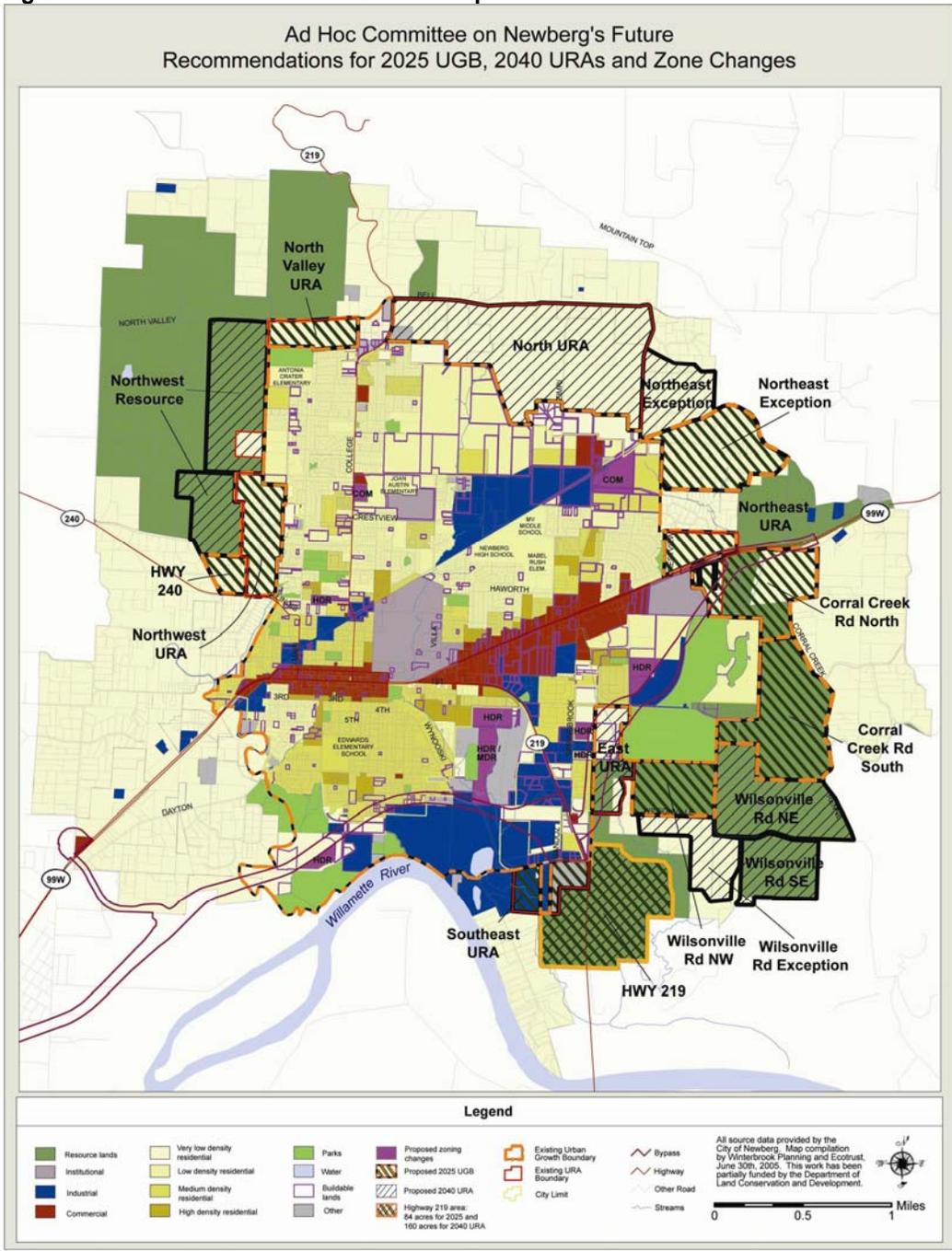
The Committee chose to adjust the buildable land inventory inside the current Newberg UGB by applying the assumptions and recommended zone changes that are being planned for the Austin properties. The Committee also assumed that some institutional uses (parks, schools, churches) would be located on LDR land inside the UGB. The development capacity was then calculated using the Committee's recommended planned densities. Given these assumptions, Newberg will need to locate 4,420 housing units by 2025, and can accommodate 1,790 of those units within the existing UGB (Table 54)<sup>14</sup>. To accommodate the remaining 2630 housing units, Newberg will need to add approximately 430 acres of residential land the UGB.

**Table 54. 2025 Residential Land Supply and Need**

Plan Designation	Adjusted Buildable Acres (now in UGB)	Density (du/ac.)	Potential Units		Needed Units	Unit surplus or (deficit)	Acres surplus or (deficit)
LDR	28 ac	4.4	123		1,391	(1,268)	(288 ac)
MDR	44 ac	9.0	396		1,556	(1,160)	(129 ac)
HDR	77 ac	16.5	1,271		1,473	(202)	(12 ac)
<b>Total</b>	<b>149 ac</b>		<b>1,790</b>		<b>4,420</b>	<b>(2,630)</b>	<b>(429 ac)</b>

<sup>14</sup> These figures do not include the buildable land or planned housing units for the Austin properties.

Figure 10. Committee Recommendations Map



## 2040 Residential Land Need

Newberg needs to add approximately 1,000 acres of residential land to the URAs to meet the 2040 housing needs (Table 55).

**Table 55. 2040 Residential Land Need**

Plan Designation	Needed Units	Density (du/ac.)	Needed Land
LDR	3,234	4.4	735 ac
MDR	1,719	9	191ac
HDR	1,367	16.5	83 ac
<b>TOTAL</b>	<b>6,320</b>		<b>1,009 ac</b>

### C. Commercial Land Need and Supply

Johnson-Gardner prepared separate forecasts for office and retail commercial land. The office land need is a function of employment growth based on long-range forecasts by the Oregon Employment Department. The retail land need is a function of household growth and typical household spending patterns. The commercial land need is based on the medium population growth forecast selected by the Committee (Table 56).

**Table 56. Commercial Land Need**

Type	2025	2040
Office	15 ac	27 ac
Retail	96 ac	82 ac
<b>Total</b>	<b>111 ac</b>	<b>109 ac</b>

Source: Johnson Gardner

In addition, Newberg will need to ensure that large parcels are available for shopping centers. The Urban Land Institute has identified three types of shopping centers that potentially could be developed in communities such as Newberg: neighborhood centers, community centers and regional centers. The Committee considered the pros and cons of a large, regional shopping center, as opposed to smaller community shopping centers and neighborhood commercial centers. Based on their own vision of Newberg and what they had heard from the public, the Committee felt that a regional shopping center was not consistent with the desire to maintain a small town feeling and have a complete community rather than a bedroom suburb, and that smaller shopping centers were preferred. Therefore, in addition to 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 characteristics for this type of commercial development in terms of size, access, and location. Under this approach, the Committee looked to include land for 2-3 community centers (10-15 acres each) and 2-3 smaller neighborhood centers (3-5 acres) for 2025 and 2040.

## Community Commercial Centers

The Committee focused on two locations for community commercial centers that would help meet both the 2025 and 2040 needs for commercial land. The first site was the existing commercial zoning at Mountainview and Zimri, which is an assemblage of parcels totaling 24 acres. These parcels are part of the Austin properties. As a general concept, the Austin family has indicated a desire for a mixed use community commercial center along Springbrook Road near the railroad (the historic Springbrook community). This includes a large site (25 acres) for that is currently zoned industrial. The Committee felt that the site's proximity to residential neighborhoods and distance to a state highway (0.80 miles) made it unattractive for industrial use. Therefore, these parcels are included in the commercial land inventory, consistent with the Austin's preliminary concept (Figure 10).

The other location for a new community commercial center is four parcels on the north side of Highway 99W across from the new hospital in the Northeast URA. This site would be attractive for commercial development in terms of visibility, but is more complicated due to the proximity of the future Newberg Dundee Bypass interchange. The Committee has recommended a mix of community shopping center uses for both the short-term (2025) and long-term (2040) needs as well as low density residential development along the north side of the URA to buffer the adjacent residential neighborhood.

In addition to the larger community commercial centers, the Committee considered 3-5 smaller neighborhood commercial centers that would 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. One area considered would be the expansion of existing commercial zoning at the southeast corner of College and Mountainview. Expanded commercial development on this site would be consistent with the initial concept plan for the Austin properties. The other sites are assumed to be integrated into the future growth areas in the southeast.

## 2025 Commercial Land Adjusted Supply and Need

The commercial buildable land inventory inside the current Newberg UGB has approximately 105 acres, but consists mostly of small, scattered sites, with only 3 parcels larger than 5 acres. This land supply was adjusted by applying the Austin properties assumptions and recommendations for other specific sites (Table 57). These adjustments result in a surplus of 26 acres of commercial land for 2025. This surplus will be carried over to meet the 2040 commercial land need. In addition, there is still a need for one additional community center site (Northeast URA) and two neighborhood commercial sites close to the future residential growth areas in order to create complete communities.

**Table 57. 2025 Commercial Land Supply and Need**

2025 Need	Adjusted Supply	Surplus
111 ac	137 ac	26 ac

### **D. Industrial Land Need and Supply**

Johnson-Gardner prepared future industrial land forecasts based on long-range employment forecasts and converted the new jobs to space needs for each employment sector (Table 58). The Committee selected the high employment growth scenario because they felt it 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.

**Table 58. Industrial Land Need**

	<b>2025</b>	<b>2040</b>
Industrial	87 acres	75 acres

In addition to an overall supply of buildable land, Newberg needs to have sites available that meet the specific needs of potential industrial users, so-called "target industries". A variety of parcel sizes, building types, and land use designations are required to attract target industries and provide market choice. The Committee found there was general lack of suitable large industrial sites with (a) access to Highway 219 and (b) physical separation or transitional buffering from residential neighborhoods. Therefore, the Committee has concluded that Newberg will need 4-5 large (20+ acre) industrial sites for the period 2005-2025 and an additional 5-6 sites for the period 2026-2040. The Johnson Gardner land supply did not distinguish between small and large industrial employers, therefore the assumption is that approximately 50 per cent of the future industrial employment will take place on large parcels. Also, the 2025 land need is adjusted to account for existing industrial uses that are displaced by the Newberg Dundee Bypass.

### **Large Industrial Sites**

The Committee considered a number of different sites as potential locations for large industrial uses. The open house survey results indicated strong support for expanding existing industrial areas along South Springbrook Road and near Sportsman's Airpark, with less support for the Brutscher Road and Mountainview Road areas. The Committee identified three locations:

1. **Sportsman's Airpark:** Pending the outcome of the Airport Master Plan, the airpark should include a large, 20-acre site for new industrial uses.
2. **Southeast URA:** This area includes 37 acres of buildable land that is zoned for industrial development. This area has some existing uses and stream corridors, so is only suitable for small to medium sized industrial uses.
3. **Highway 219 Area:** The area southeast of the existing UGB along Highway 219 could meet the need for larger sites (20+ acres) with specific site needs (services, access to a state highway, topography, land use compatibility). The area has a total of 240 acres on 13 parcels, which are located on either side of the highway. The City of Newberg should adopt a new industrial zone (M-4) to maintain large sites for industrial uses.

## 2025 Industrial Land Adjusted Supply and Need

The industrial buildable land inventory inside the current Newberg UGB has approximately 159 acres, but consists mostly of small, scattered sites, with only 8 parcels larger than 5 acres and only 3 parcels that are 20 acres or larger. This land supply was reduced by applying the Austin properties assumptions and the Committee's recommendations for other zone changes (Table 59).

**Table 59. 2025 Industrial Land Supply and Need**

Industrial Site Size	2025 Need	Adjusted Supply	Surplus/(Deficit)
Small/Medium sites (< 20 ac)	50 ac	90 ac	40 ac
Large sites (20+ ac)	100 ac	20 ac	(80) ac

The surplus of small and medium sites inside the UGB will continue to be available to meet the needs for small and medium industrial users beyond the year 2025. However, there is only one large site (20 acres) at the Sportsman's Airpark. The Committee recommends adding approximately 84 acres along Highway 219 currently outside the urban areas to meet the need for the additional four large industrial sites (20 acres), along with 4 acres of commercial land to meet the specific commercial needs of employees in the industrial area.

## *E. Institutional Land Supply and Need*

### Institutional Lands Needs

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. For this study, it would be unreasonable to designate 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. In order to provide an adequate supply of land, some of the institutional uses are assumed to locate on infill sites within the UGB and are counted against the residential land supply. The unmet need will have to be satisfied in the future growth areas.

**Table 60. 2025 Institutional Land Supply and Need**

2025 Need	Adjusted Supply	Deficit
249 ac	87 ac	(162) ac

### ***F. 2025 Land Supply and Need***

The Committee's recommendations show there is still a need for additional land outside the existing UGB to meet the 2025 needs for residential, institutional, commercial (community center), and large site industrial uses (Table 61). The 2025 commercial and industrial surpluses are primarily small parcels that will help meet the 2040 land needs.

**Table 61. Summary of 2025 Land Needs Outside Existing UGB**

<b>Plan Designation</b>	<b>2025 Need</b>	<b>Comment</b>
LDR	288 ac	Community Center, Neighborhood Centers
MDR	129 ac	
HDR	12 ac	
COM	22 ac	
IND (Small Site)	0 ac	
IND (Large Site)	80 ac	
PUB	162 ac	
<b>Total</b>	<b>700 ac</b>	

### ***G. Future Growth Areas***

The Committee recommendations are divided into two categories: 1) areas to be added to the UGB to meet 2025 land needs; and 2) additional URAs to meet the 2040 land needs.

#### **2025 UGB Additions**

The Committee recommends that the City expand the UGB to meet land use needs from 2005 to 2025, giving highest priority to the general areas shown on Figure 10 and listed in Table 62. The Committee has tried to provide general direction for the City's growth, rather than a parcel-specific recommendation. The proposed additions to the UGB total 795 acres, which exceeds the identified land needs for 2025, and will need to be refined through a public process.

Generally, the Committee recommends extending the UGB to the existing urban reserve areas (URAs) in the North (along North Valley Road), Northwest (Chehalem Drive), Southeast (Wynoski Street), and Northeast (Highway 99W), with two notable exceptions. First, the North URA (near Aspen Way, Zimri Drive, and Springbrook Drive) should remain as an urban reserve, since water service, including a new reservoir, and sewer service are not likely to reach this area until adjacent land inside the existing UGB is developed, which is not expected to occur for 15 to 20 years. The second exception is the East URA (Springbrook Road), which is within the Newberg-Dundee Bypass study corridor.

After very careful consideration, the Committee recommends expanding the UGB to areas to the east and southeast of Newberg generally west of Corral Creek Road, along Fernwood Road, along part of Wilsonville Road, and south along Highway 219. These areas provide a number larger, flat properties that are appropriate for development of a complete community including

housing at various densities, parks, schools, a community commercial center, and employment uses. Utility services can be extended to serve this area far more readily than many other areas considered. Considering many other options, the City and State goals, and community preferences, the Committee recommends this area as the most appropriate for expansion of the UGB.

One significant deficiency in this area is adequate transportation facilities. The area is currently served by a limited network of winding, rural roads. A master plan will be needed for this area in conjunction with including it in the UGB. The master plan should specify what street improvements and new streets should be constructed to serve this area. Development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

Two other areas should be included in the 2025 UGB. One is the rural residential area northeast of the existing UGB near Benjamin Road and Putnam Road. This area contains several larger residential lots that could be suitable for infill and redevelopment. Likewise, some rural residential areas along Highway 240 west of Newberg should be included in the UGB. A small area west of Chehalem Drive that could also be served with the same utility services that would serve the Chehalem Drive area in the Northwest URA.

**Table 62. 2025 UGB Additions**

<b>UGB AMENDMENTS</b>	<b>LDR</b>	<b>MDR</b>	<b>HDR</b>	<b>COM</b>	<b>IND</b>	<b>PUB</b>
North Valley URA	47 ac					
Northwest URA	45 ac	40 ac				
HWY 240 Area	27 ac					
Southeast URA					37 ac	
HWY 219				4 ac	80 ac	
Wilsonville Rd	30 ac	20 ac				30 ac
Corral Creek Rd South	85 ac	51 ac	11 ac	6 ac		
Corral Creek Rd North	111 ac					
Northeast URA	15 ac			12 ac		
Northeast Exception Area	144 ac					
<b>TOTAL</b>	<b>504 ac</b>	<b>111 ac</b>	<b>11 ac</b>	<b>22 ac</b>	<b>117 ac</b>	<b>30 ac</b>

If all of this land were to be added to the UGB, it would exceed the land need (Table 63). The Committee recognized that its task was to identify general areas for highest consideration, and leave the specific details of exact property identification to the City Council. Some of the residential land will be used for institutional uses, leaving about 65 acres as surplus to meet the 2040 needs

**Table 63. 2025 UGB Land Need and Supply**

Land Use Type	Surplus/Deficit after Proposed Zoning Changes	Recommended UGB Additions	Supply Surplus/Deficit
Residential	(429) ac	626 ac	197 ac
Commercial	26 ac	22 ac	48 ac
Industrial (Small Site)	40 ac	37 ac	77 ac
Industrial (Large Site)	(80) ac	80 ac	0 ac
Institutional	(162) ac	30 ac	(132) ac

### 2040 URA Additions

The Committee also recommends that the City expand the Urban Reserve Areas (URAs) to meet land use needs from 2026 to 2040, giving highest priority to the general areas shown on Figure 10 and listed in Table 64. As with the UGB, the Committee has tried to provide general direction for the City's growth, rather than a parcel-specific recommendation, and the Committee's proposal will need to be refined through a public process. The proposed additions to the URA total approximately 1,200 acres.

These areas are located in the northwest and southeast, plus additional areas east of the existing North URA. Development of these areas will help maintain Newberg as a single, complete community located on both sides of the Newberg-Dundee Bypass. The balance of the Highway 219 area should be preserved as large parcels of land for future industrial uses requiring large flat parcels.

The northwest area should be included in the urban reserve area to maintain the larger parcels for future residential and institutional growth. This area is relatively easy to serve with utilities, and can be provided with adequate transportation facilities.

In addition, the rural residential areas east of Springbrook Road and north of the railroad tracks can help meet future residential needs with some infill development.

**Table 64. 2040 URA Additions**

Area	Plan Designation					
	LDR	MDR	HDR	COM	IND	PUB
Wilsonville Rd NE Resource	42 ac	50 ac	20 ac	15 ac		44 ac
Wilsonville Rd SE Resource	60 ac	25 ac	10 ac			
Wilsonville Rd Exception	32 ac	20 ac	22 ac			
NE URA				12 ac		
NE Exception	85 ac					
North URA	265 ac	50 ac		8 ac		
NW Resource	194 ac	40 ac	30 ac			
HWY 219					120 ac	
<b>Total</b>	<b>678 ac</b>	<b>185 ac</b>	<b>82 ac</b>	<b>35 ac</b>	<b>120 ac</b>	<b>44 ac</b>

The additions to the 2040 URA will create a surplus of residential land, some of which could be used to meet the institutional land need (Table 65). The commercial land deficit should be through mixed-use development in the future growth areas and zone changes from the surplus of small industrial parcels. An additional 303 acres of land will be needed for institutional uses.

**Table 65. Summary of 2040 Buildable Land Need and Supply**

Land Use Type	2025 <sup>15</sup> Land Supply	2025-2040 Land Need	2040 URA Additions	Surplus/Deficit
Residential	197 ac	1,009 ac	945 ac	133 ac
Commercial	48 ac	109 ac	35 ac	-26 ac
Industrial (Small)	77 ac	37 ac	0 ac	40 ac
Industrial (Large)	0 ac	120 ac	120 ac	0 ac
Institutional	-132 ac	348 ac	44 ac	-436 ac

15. Projected land supply after 2025 UGB additions.

### **H. Comprehensive Plan Policy Amendments**

The Committee recommends that the City consider adopting the following new or revised Newberg Comprehensive Plan goals and policies (**bolded**):

#### C. AGRICULTURAL LANDS

GOAL: To provide for the orderly and efficient transition from rural to urban land uses.

POLICIES:

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. (Policy C.2., revised)**

#### D. WOODED AREAS

1. **The City will encourage the preservation of wooded areas for wildlife habitat and limited recreational uses. (revised)**

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

1. Open Space & Natural Resources Policies
  - a. **The City shall ensure that, as development continues, adequate land shall be retained in permanent open space use. (revised)**

H. THE ECONOMY

GOAL: To develop a diverse and stable economic base.

POLICIES:

1. General Policies

- a. **In order to lessen the percentage of persons who live in Newberg but must work elsewhere, the City shall encourage a diverse and stable economic base through tax incentive programs, land use controls, preferential assessments and capital improvement programs. (revised)**

2. Industrial Areas Policies

- d. **The City shall undertake specific activities to encourage the growth of existing businesses and to attract new businesses to the community in industries that will provide local employment opportunities consistent with community needs and goals. (Revised from Policy H.2.d)**
- x. **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. (Revised from NCP Policy H.2.d)**
- xx. **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. (new)**
- xxx. **Industrial land shall be reserved for industrial uses. . (new)**

I. HOUSING:

POLICIES:

1. Density Policies

- b. Density classifications shall be as follows:

Classification	Units Per Gross Acre*
Urban Low Density	4.4
Urban Medium Density	9
Urban High Density	22

\*Includes a 25 percent allowance for streets

**The City will encourage development to occur at or near these planed densities by providing positive incentives, such as lot size averaging. (revised)**

3. Mix Policies

- i. The City shall encourage assisted housing for low income people. (revised)**
- x. The City will encourage incentive-based affordable housing in the R-2 and R-3 zones. (new)**

J. URBAN DESIGN:

**GOAL 2: To develop and maintain the physical context needed to support the liveability and unique character of Newberg. (new)**

**POLICIES:**

- a. Maintain Newberg's individuality as a rural community with a proud agricultural heritage. (new)**
- b. Provide for a sense of small, local neighborhoods, while also providing for commerce and industry. (new)**
- c. Neighborhoods should be designed to promote safety and interaction with neighbors. (new)**
- d. Community commercial centers are preferred to a large, regional shopping center. (new)**
- 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. (new)**

L. PUBLIC FACILITIES AND SERVICES

**POLICIES:**

5. Schools Policies

- x. Plans for future growth will provide adequate land to meet the needs of the area's schools. (new)**

### ***I. Next Steps***

The Ad Hoc Committee on Newberg's Future has completed its assignment based on substantial public input, and prepared a broad brush vision of Newberg's preferred future. On August 1, 2005, the Newberg City Council will decide what to do with the Committee's recommendation, and what the next steps should be. The Committee recommends that City Council consider 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.