

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

**December 2003 through March 2007**

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## **Public Involvement and County Coordination Process**

### ***1. City/County Coordination***

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

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

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

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

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

### ***2. The Ad Hoc Committee on Newberg’s Future***

By 2003, the land available for new development had become very limited, and the City was experiencing considerable growth pressure. In December 2003, the Newberg City Council established an Ad-Hoc Committee on Newberg's Future to provide citizen involvement in planning for Newberg's future land use patterns. The Committee's task was to make a recommendation that would help the Council in making future amendments to the Comprehensive Plan. This included recommendations on 1) how the City should provide for its future land needs; 2) whether the City should change its existing boundaries, including the Urban Growth Boundary (UGB) and Urban Reserve Areas (URAs), and if so, what general areas should receive the highest consideration for change; and 3) whether the City should consider changing the comprehensive plan/zoning district designations within the existing UGB to accommodate different growth patterns. Positions on the Committee were advertised, and Newberg City Council appointed 11 members<sup>25</sup> representing various areas, professions and institutions. To support the Committee's work, the City undertook population, employment, housing and buildable lands studies.

The Committee members began their work by considering their own values and reviewing community vision statements and comprehensive plan policies. They reviewed the population projections provided by consultant Barry Edmonston, Director of Portland State University's Population Research Center. Mr. Edmonston prepared two alternative forecasts: one using the ratio method and based on Yamhill County forecasts, and the other using the cohort-component method.<sup>26</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 recommendation, and requested low and high forecasts to bracket the cohort-component method forecasts. They proposed making the high forecast 1% higher than the medium, and the low forecast 0.5% lower, since a single large development can spike growth in a small town, while economic downturns are more gradual. Johnson Gardner prepared the three growth projections requested. The Committee selected the medium rate of population growth, which mirrored Barry Edmonston's projections.

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

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<sup>25</sup> Two members subsequently resigned from the Committee due to personal or professional responsibilities that prevented regular attendance at meetings.

<sup>26</sup> Edmonston, Barry. Population Projection for Newberg, Yamhill County, Oregon: 2000 to 2040. Population Research Center, Portland State University, Portland, Oregon. March 25, 2004.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

<sup>27</sup> Extra meetings were needed for the Southeast areas to address transportation planning issues. The Committee’s recommendation for this area stated a transportation master plan would be needed in conjunction with including it in the UGB, and that development should be allowed to occur only concurrently with the provision of the needed transportation facilities.

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

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

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

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

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

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

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

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

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

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

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

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

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

**4. Ongoing Public Participation and Outreach Efforts**

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

Other outreach efforts include

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

**5. Legislative Plan Map Amendment Process**

Adoption of the 2007 URA is the second phase of a three-step process that began with the adoption of a new Urban Growth Boundary northwest of the City. After adoption of the 2007 URA, the third step will be to select areas within the URA to satisfy the need for a 20-year land supply within the UGB.

Throughout this process, the City has maintained close contact with state and Yamhill County staff, as well as the public. The City has sought assistance from both ODOT and DLCD in developing the proposed URA, and both agencies have been consulted and asked to comment on proposals in their early stages. Throughout the entire process, starting from the work of the Ad Hoc Committee on Newberg's Future, we have also sought to involve community groups such as Friends of Yamhill County and Thousand Friends of Oregon, as well as other interested members of the public. Because our plan amendment process is cumulative, we have also treated our public involvement and coordination process as cumulative, as described above for the *News of Newberg's Future* mailing list. People who express interest in any part of the process are invited to receive future newsletter mailings.

#### **6. Northwest Urban Growth Boundary Amendment**

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

#### **7. Urban Reserve Area Expansion**

Public participation for the 2007 URA began with the neighborhood meetings in spring of 2006 and the NUAMC workshop of May 30, 2006. On November 30, 2006, NUAMC heard a brief presentation on the proposed Urban Reserve Area. On January 31, 2007, NUAMC held a well-attended workshop on the Newberg Southeast Land Use and Transportation Plan. The workshop was advertised in *News of Newberg's Future*. On March 7, 2007, the City's application for expanding the URA was delivered to Yamhill County and mailed to DLCD with a Notice of Proposed Amendment (Form 1). Notice of the Southeast Land Use and Transportation Plan hearing on April 11, 2007 will be posted in four locations on March 8, 2007 and published in the *Newberg Graphic* on March 10, 2007. Notices for the April 11, 2007 hearing will be mailed to property owners in or within 500 feet of the plan area. Notices will be sent to all owners of property within the proposed 2007 URA, and notice of the NUAMC hearing on the 2007 URA will be sent to owners of property in the proposed 2007 URA or within 500 feet of it. In addition, an issue of *News of Newberg's Future* is planned for late March, 2007, and the meeting will be noted on the City's web site.