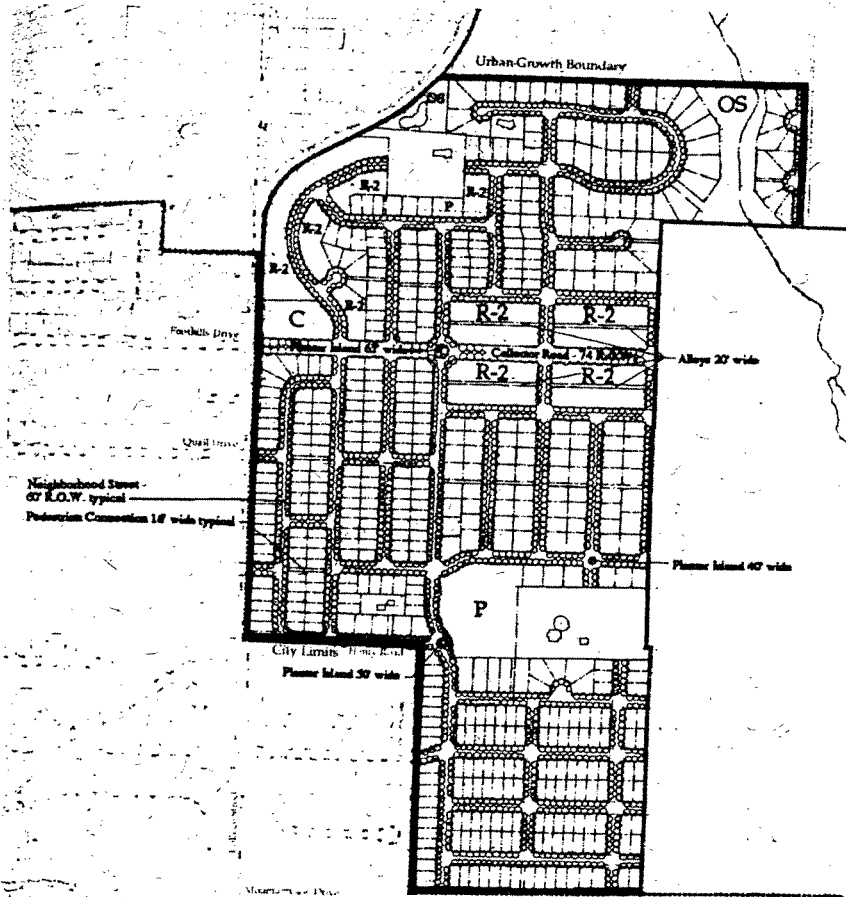


Final Report



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This project was funded in part through an Urban Growth Management demonstration grant from the Oregon Department of Land Conservation and Development

AUGUST 1993

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THE NORTHWEST NEWBERG SPECIFIC PLAN

INTRODUCTION

The Northwest Newberg Specific Plan is a blueprint for a new mixed-use neighborhood in Newberg. The Specific Plan establishes a detailed master plan for land use, streets and utilities for a 150-acre area adjacent to the city within the Newberg Urban Growth Boundary.

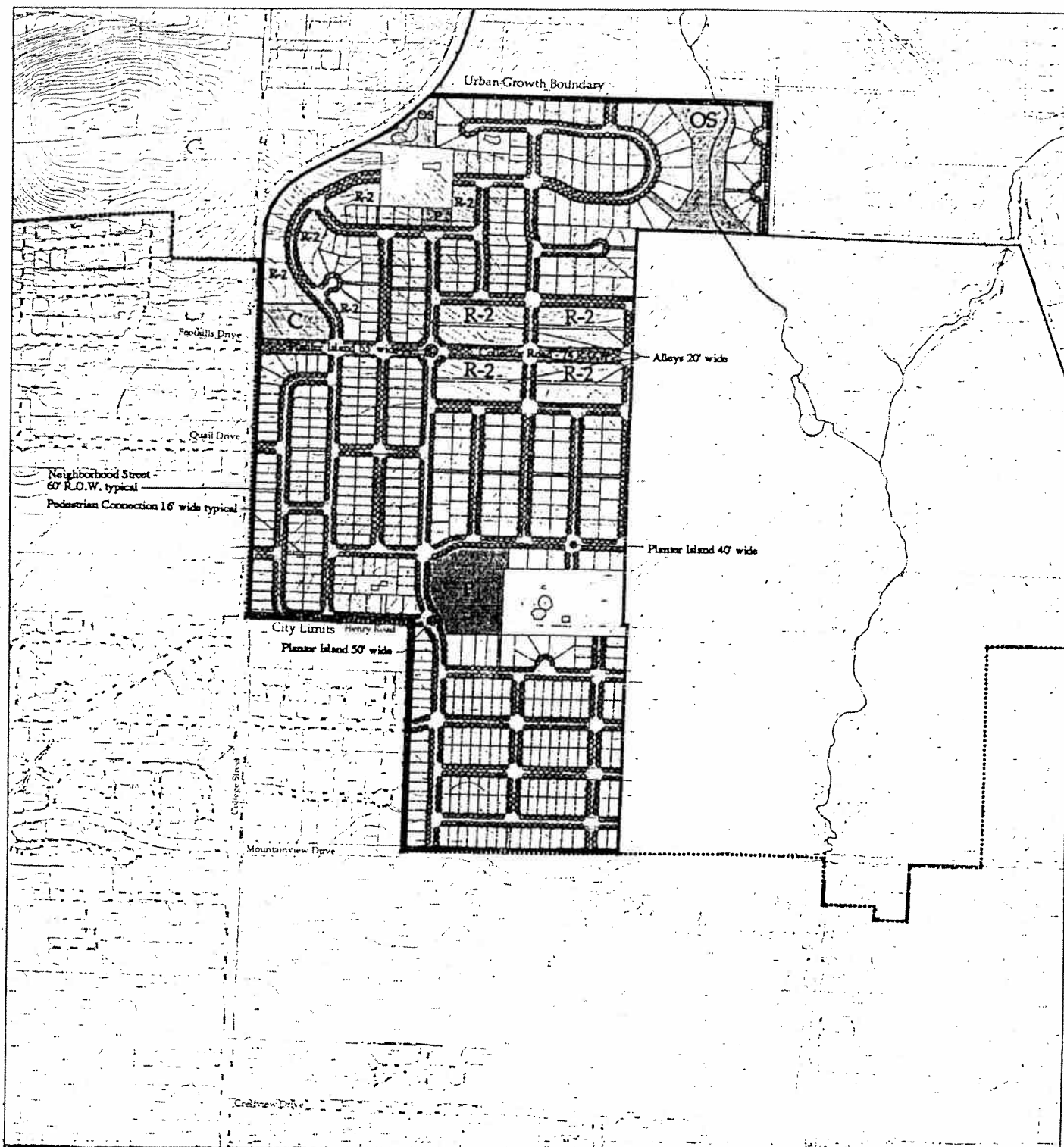
The Plan is intended to coordinate ten to twenty years of growth. Smaller lots and land for medium density attached housing are included to provide for the housing demands of today and the next twenty years. The Plan also provides key street connections, parks and a neighborhood commercial center so that incremental growth leads to a cohesive, mixed use neighborhood.

The Northwest Newberg Specific Plan is a blueprint for a new mixed-use neighborhood in Newberg.

The needs of the property owners, developers and the community have been woven into the Plan. It was developed by a broad-based Steering Committee consisting of the twelve property owners, City Council and Planning Commission members, neighborhood representatives and local real estate professionals. The Steering Committee built consensus for the Plan by constantly balancing community needs with development realities and the wishes of the owners.

In summary, the Specific Plan includes:

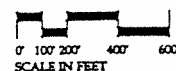
- A predominantly single-family residential neighborhood of up to 514 dwellings.
- Opportunities for up to 176 units of medium density attached housing at 8.8 units per gross acre.
- A 1.5-acre neighborhood commercial parcel.
- Two parks: a 3.8 acre multi-use neighborhood park and a 0.3 acre "tot-lot" park.
- A plan for implementation that allows administrative approval of developments that conform to the Specific Plan.



MASTER PLAN

Northwest Newberg Specific Plan

7/93 L4383.L00



LEGEND

City Limits	Project Boundary	Commercial
Urban Growth Boundary	R-2 Medium-Density Residential	Neighborhood Park
Open Space	<10,000 S.F. Lots	>10,000 S.F. Lots

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KITTELHORN & ASSOCIATES, INC.

Leland Consulting Group

FIGURE 1

PLAN PURPOSE AND OBJECTIVES

The Specific Plan's primary purpose is to create a coordinated network of land uses, transportation and utilities. The Steering Committee developed nine planning objectives to guide the planning process.

The Specific Plan objectives are to create:

- A unique pedestrian-oriented neighborhood that is compatible with the larger Newberg community.
- A cohesive neighborhood that can be developed in phases.
- An equitable plan for all property owners.
- A connected street pattern that is integrated into the Newberg Transportation Plan.
- A mix of land uses, including parks.
- A variety of housing.
- Safe and convenient routes for walking and bicycling.
- A coordinated utility plan.
- Good access for fire, medical and police vehicles.

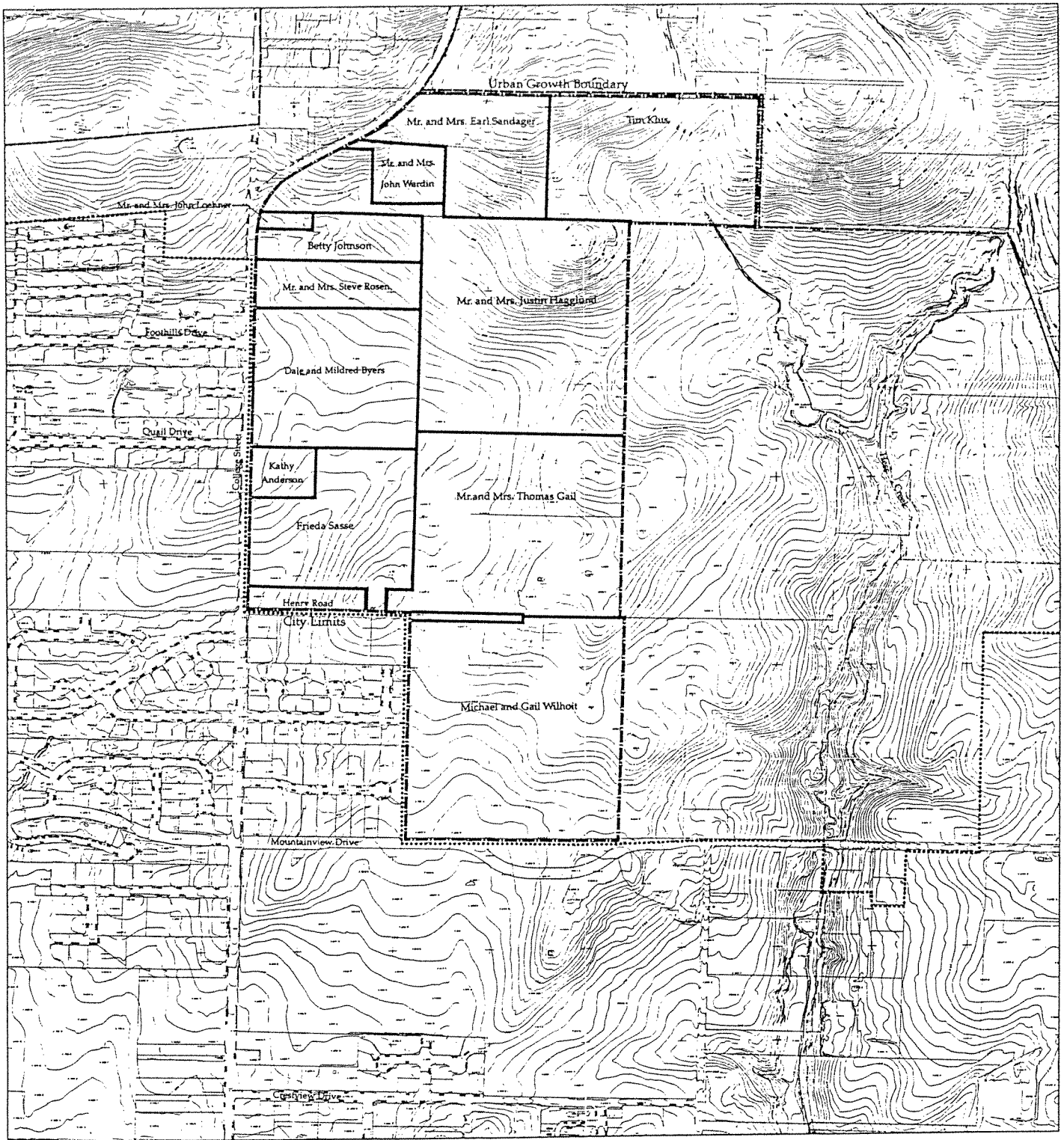
The Specific Plan's primary purpose is to create a coordinated network of land uses, transportation and utilities.

There were two recurrent themes throughout the meetings of the Steering Committee: (1) creation of a quality, lasting neighborhood; and (2) feasibility of implementing phases of the plan in the Newberg land development market.

THE SITE AND ITS CONTEXT

Specific Plan Area and Ownerships

The Specific Plan site is 150 acres. It is located at the northern edge of the city, within the Newberg Urban Growth Boundary. The twelve property ownerships are illustrated in Figure 2.



PROPERTY OWNERSHIP

Northwest Newberg Specific Plan

3/93 L4383.L00



LEGEND

..... City Limits
—— Urban Growth Boundary

—— Project Boundary

—— Property ownership boundaries

Natural Features

The southern two-thirds of the site are gently rolling filbert orchards. See Figure 3, On-Site Analysis. The northern portion of the site includes slopes which range from 10 to 20%. The high point of the site is at elevation 352', approximately 127 feet above the lowest elevation near Henry Road. The higher portions of the site offer spectacular views of the Willamette River, Oregon Coast Range and Cascade Mountains.

The higher portions of the site offer spectacular views of the Willamette River, Oregon Coast Range and Cascade Mountains.

Hess Creek runs through the Klus property in the northeast corner of the site. A wetland of approximately one-third acre is located adjacent to the "S"-curve in College Avenue. The wetland is fed by the adjacent highway drainage and groundwater seepage on site. This wetland drains south through the Wardin Property and back to the College Avenue ditches.

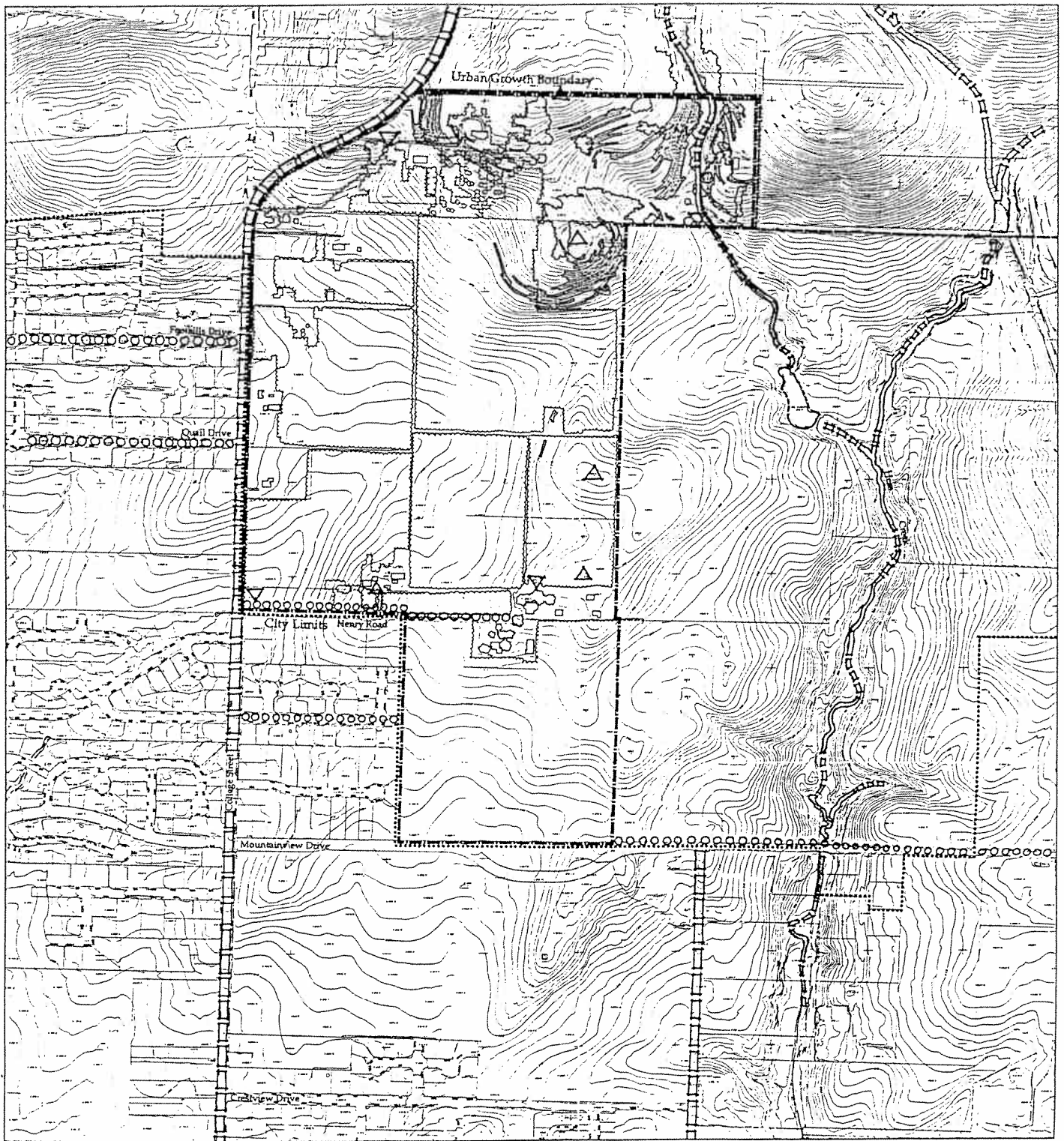
Approximately 80% of the site is covered by a mature filbert orchard. A grove of Oregon white oak covers a portion of the high knoll on the Hagglund property. Clusters of mature fir and cedar are located along the Wardin property lines and the Mountainview Road right-of-way.

Circulation

Figure 4 illustrates Newberg's Transportation System Plan. The Specific Plan site is surrounded by arterial streets (College Avenue and Mountainview Drive) and collector streets (Villa Road and Aspen Way). These streets form a grid that creates excellent connections from the site to much of the city.

The Transportation System plan includes a new collector street shown conceptually to extend west from Aspen Way through the Specific Plan site. The two other key street extensions adjacent to the site are the northern extension of Villa Road and the westward connection of Mountainview Drive.

The existing street pattern shown on Figure 4 reveals a marked contrast between older and newer parts of Newberg. The downtown area and close-in neighborhoods were platted in the late 1800's and early part of this century. They generally follow a grid pattern of 300' by 300' and larger blocks. In this area, there are many alternative routes for cars, pedestrians and bicyclists to follow.



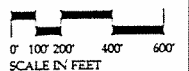
ON-SITE ANALYSIS

Northwest Newberg Specific Plan

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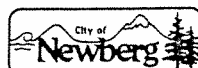


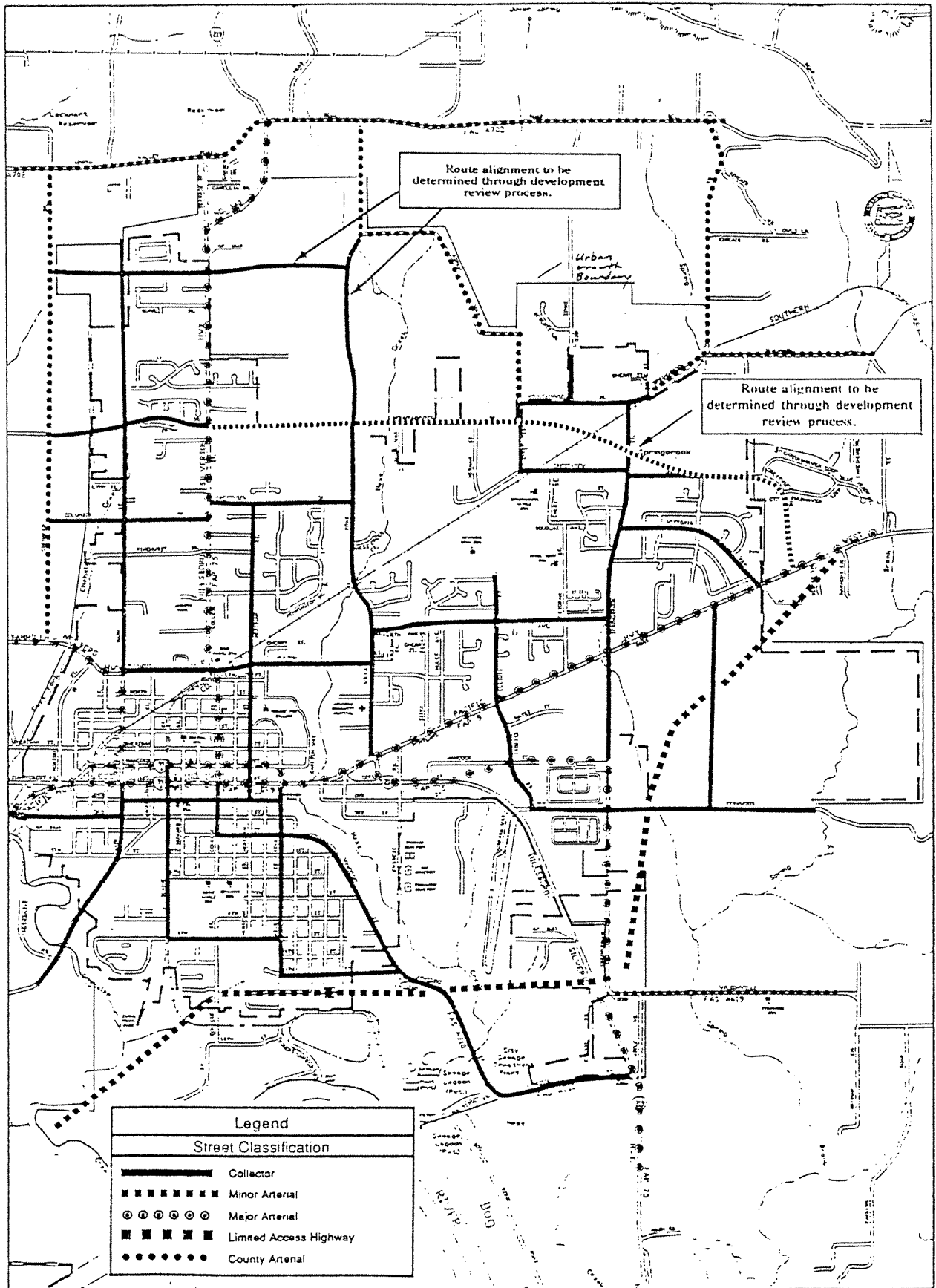
LEGEND



- | | | | |
|-----------------------------|-----------------------------|-----------------------------|-------------|
| City Limits | ooooo Secondary Circulation | Steep Slopes-20% or greater | Creek/Swale |
| ----- Urban Growth Boundary | Existing Structure | High Point | Pond/Lake |
| - - - - - Project Boundary | Orchard | Low Point | View |
| Primary Circulation | Tree Canopy | | |

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DRAFT RECOMMENDED TRANSPORTATION PLAN

7/19/93

The newer sections of Newberg display a discontinuous street pattern with many cul-de-sacs. There are relatively fewer circulation choices. Cars, pedestrians and bicyclists must all funnel to collector or arterial streets, even for short trips.

Comprehensive Plan Designations

The adjacent Comprehensive Plan and zoning designations are illustrated in Figure 5. The Specific Plan site is designated as Low Density Residential, a single-family residential district with a maximum density of 4.4 units per acre. The area north of the site is currently in rural designations under Yamhill County jurisdiction. If designated as an Urban Reserve, the area will urbanize in 20-40 years.

LAND USE PLAN

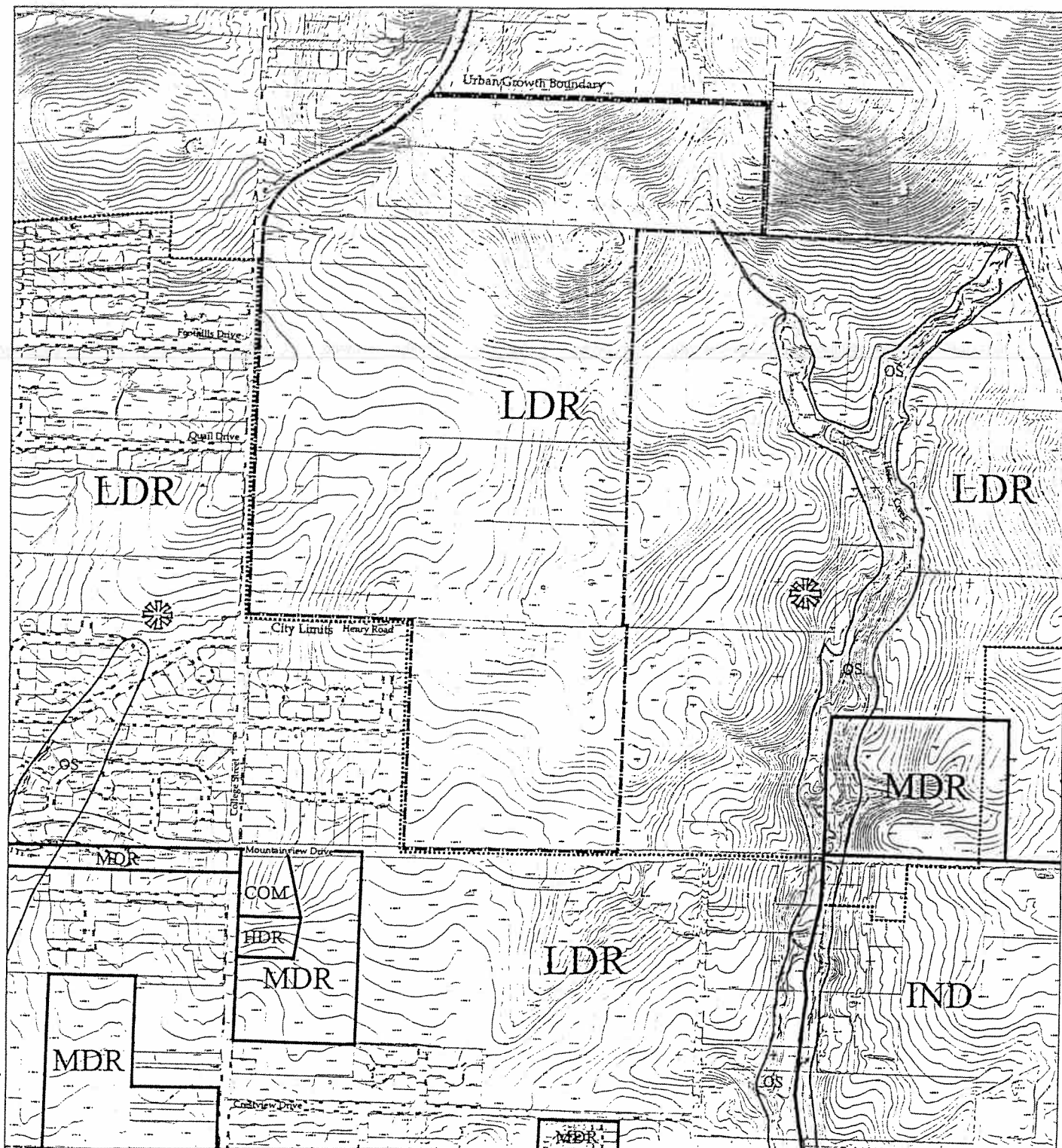
Without the Specific Plan, the site would probably develop in exclusively single family residential use. The pattern of development would likely be a collection of individual subdivisions with lot sizes ranging from 7500 square feet to 15,000 square feet. At the maximum permitted density of 4.4 units per acre, the 150 acre site could support 660 dwellings.

The Specific Plan allows for a mix of uses: detached homes, townhomes, a neighborhood commercial center and parks.

The Specific Plan allows for a mix of uses. The Plan anticipates detached homes (minimum lot size of 5000 square feet), townhomes or duplexes (maximum density of 8.8 units per gross acre), a neighborhood commercial center and parks. Figure 6 illustrates the Land Use Plan and areas of each use.

The maximum density of the Specific Plan is 690 dwellings on 142 acres, or 4.9 units per acre. This density does not include the Wardin property (2.9 acres) and Gail out-parcel (5 acres).

The use of smaller lots and medium density residential (R-2) acres results in the Specific Plan having greater overall density than the existing Comprehensive Plan. This is achieved while providing 4.1 acres of parkland and 1.5 acres of commercial land. The maximum density for R-2 land noted in Figure 6 is based on 1 dwelling unit plus 3750 net square feet, as allowed by the Newberg zoning ordinance. The amount and type of each use is illustrated in Figure 6. The following sections describe the key points about the uses.



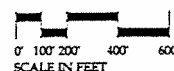
COMPREHENSIVE PLAN

Northwest Newberg Specific Plan

3/93 L4383.L00



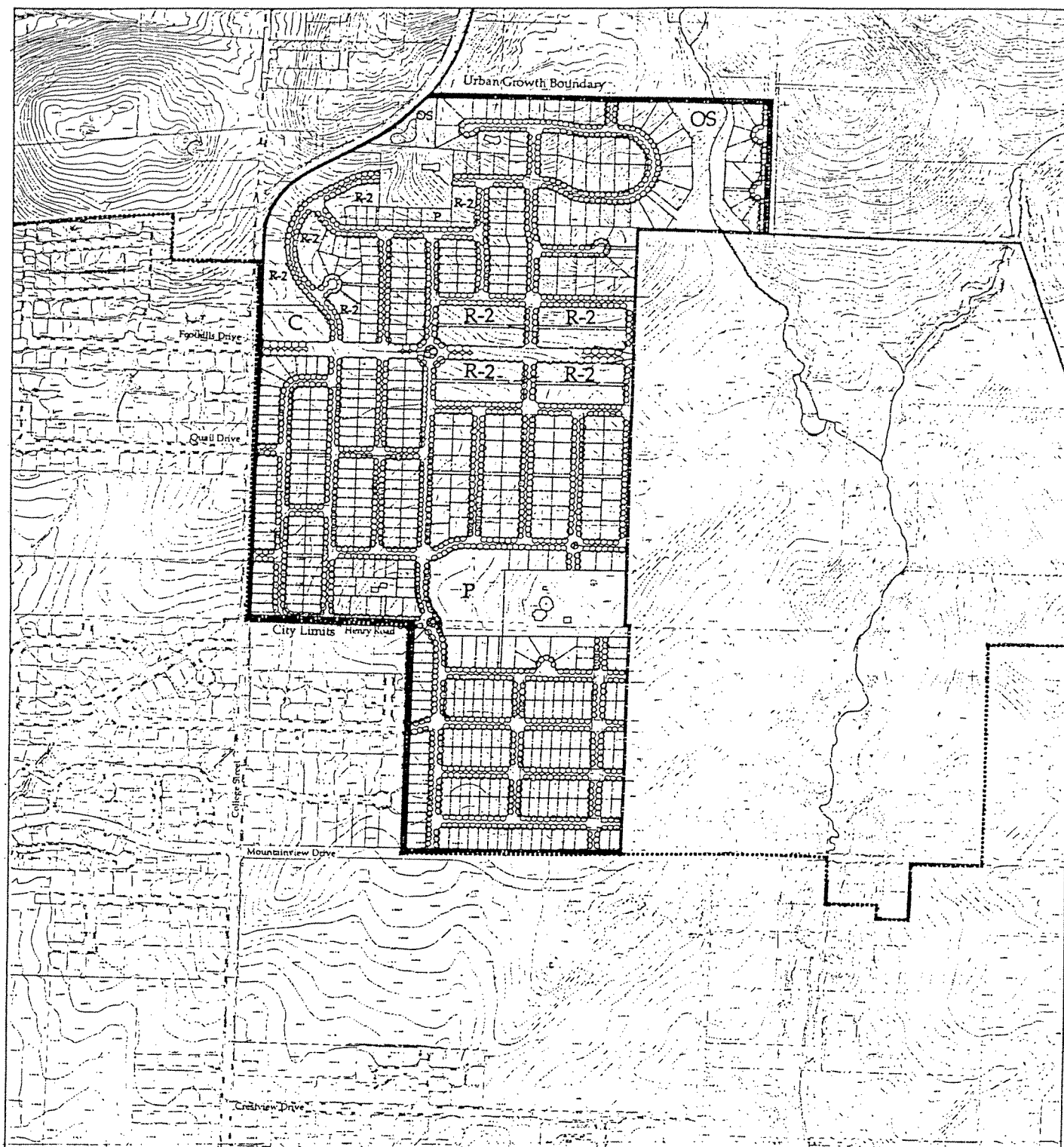
LEGEND



----- City Limits
 ——— Urban Growth Boundary
 - - - - - Project Boundary
 LDR Low Density Residential

MDR Medium Density Residential
 HDR High Density Residential
 COM Commercial

IND Industrial
 Future Park Site
 OS Open Space



LAND-USE PLAN

Northwest Newberg Specific Plan

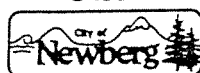
Development Summary

USE	AREA	% OF SITE	MAX. DWELLING UNITS
Low-Density Residential (R-1)	118 Acres	78.6	514*
Medium-Density Residential (R-2)	20 Acres	13.3	176
Commercial (C)	2 Acres	1.3	
Parks (P)	5 Acres	3.3	
Open Space (OS)	5 Acres	3.3	
Total	150		690

Note: Acreages include adjacent right-of-way.

*This number includes the Wardin and Gail parcels each counted as 1 dwelling unit.

otak



Detached single family homes will define the primary character of the neighborhood.

Low-Density Residential

Detached single family homes will define the primary character of the neighborhood. The smallest lots are approximately 5000 square feet, located mainly in the flatter portions of the site and near College Avenue and Mountainview Drive.

These smaller lots provide for affordable housing and a choice for the growing segment of the market that doesn't want a large lot to care for. Portions of the plan include lots in the 10,000 square foot range in response to slope conditions and view potential. In a few locations, larger lots than initially recommended by the consultant team were included at the request of individual property owners.

Medium Density Residential

Four blocks and a linear area adjacent to College Avenue are planned for duplexes, townhomes and other attached housing types. The maximum density is 8.8 units per gross acre (1 unit per 3750 net square feet), corresponding to the City's R-2 zone. These areas are intended to provide an affordable housing choice. The maximum density is relatively low to attract owner-occupied housing or low density rental housing.

The location of the Medium Density parcels were specifically selected in internal areas of the site. The intent is to provide time for the attached housing market in Newberg to grow, as it is currently in Portland and adjacent cities. The R-2 zoning that will be applied to the Medium Density areas provides flexibility for either attached or detached housing. Therefore, if the market is suitable for attached housing, the plan allows it. If the market favors single family detached housing, the plan also allows it.

Parks

Two parks are planned: a neighborhood park and a "tot-lot" park. The neighborhood park is 3.8-acres and intended as a multi-use park. It will have a soft-surface playground, basketball court, and large grass field. No ballfields or parking are planned because organized sports will occur at a new park to be developed adjacent to Crater Elementary School. This park provides an opportunity to preserve some remnant of the existing orchards if the City wishes.

The small tot-lot park will have a small soft-surface play area, benches and landscaping. It is intended as an open space and view point for the northern portion of the Specific Plan area.

Commercial

This parcel is intended for a neighborhood commercial uses such as a convenience store or day care center. The commercial parcel is 1.5 acres in area. This size will accommodate up to 19,000 square feet of building area. The Steering Committee was very interested in seeing a public plaza or small open space included with the commercial use.

CIRCULATION PLAN

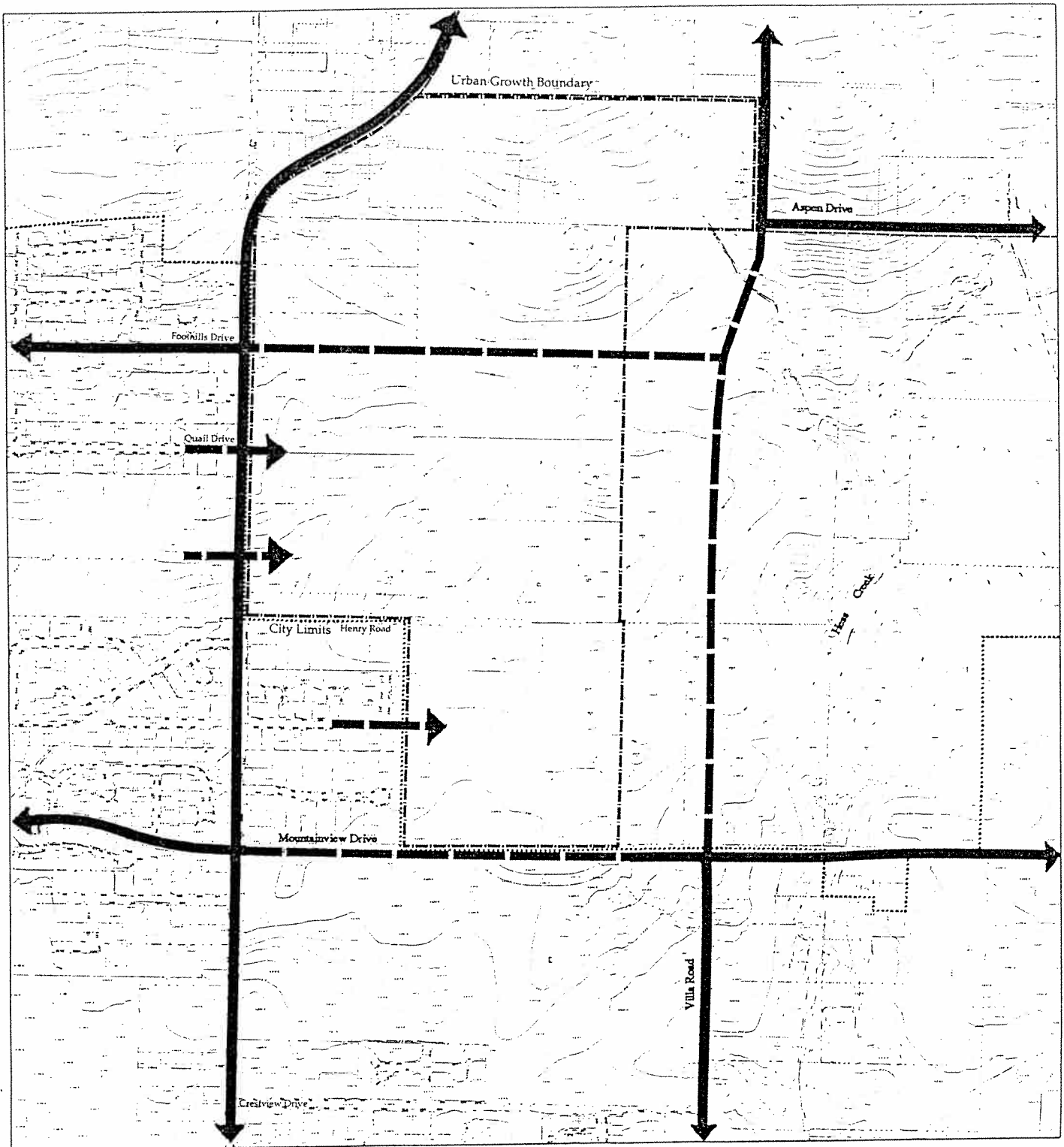
College Avenue, the Villa Road extension, the Mountainview Road extension, and Aspen Drive provide excellent connections from the site to the remainder of the city. The circulation plan in Figure 7 illustrates the connections from the site to these streets.

The extension of Foothills Road through the site is a key component of the circulation plan.

The extension of Foothills Road as a collector street through the site is a key component of the circulation plan. The Newberg Transportation Plan requires a new east-west collector street to connect Aspen Way to the area of Crater Elementary School and the new district park that will be north of the school.

Foothills Drive was selected as the route for the east-west connection because it is the most feasible location to cross College Avenue. Foothills Drive is a logical connection to the Specific Plan area because it will be the most direct route to the new Elementary School. For pedestrian safety, a signal will be placed at the Foothills Drive/College Avenue intersection.

The local street network is highly connected in order to promote direct and convenient routes for pedestrians and bicyclists. See Figure 1. Several mid-block pedestrian paths are provided to reduce walking and biking distances. The mid-block pedestrian paths will be public right-of-way maintained by either the City or the Parks District.



CIRCULATION PLAN

Northwest Newberg Specific Plan

7/93 L4383.L00



LEGEND

0' 100' 200' 400' 600'
SCALE IN FEET

Existing Road

Proposed Road

Proposed Access

Traffic circles will slow traffic and provide focal points in the neighborhood.

The four blocks planned for Medium Density (R-2) development include alleys. The alleys provide access without an excessive number of curb cuts that would not comply with the city's driveway spacing standard of 100' on collector streets. Three traffic circles are included to slow traffic through the neighborhood. The circles also provide visual focal points within the neighborhood.

The proposed street cross-sections are illustrated in Figure 8. The Foothills Drive cross-section does not include a center turn lane because the volumes of traffic expected do not warrant it. The proposed 36' section for Foothills Drive is wide enough for two travel lanes and two bike lanes, yet narrow enough to retain the character of a local neighborhood street. A 75-foot left-turn storage lane is recommended on Foothills Drive at the intersection of College Avenue.

UTILITIES

A preliminary utility plan was prepared by the Newberg engineering department. The plan identifies preliminary routing for water, sanitary sewer and storm drainage. Water and sewer lines are available and of adequate capacity to serve the site. The preliminary utility plan will be kept on file at the City. It will be available to property owners and developers to use in preparing subdivision plans.

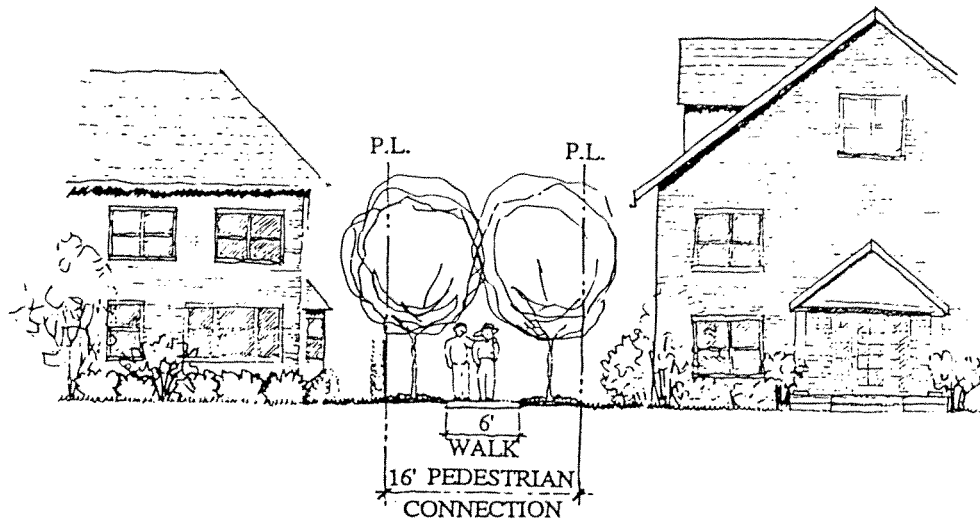
All sanitary sewers can be gravity lines - an option exists for a pump station and force main in the northern portion of the site. A storm water retention pond may be required in the southwest corner of the site. All final decision regarding utility improvements will be made by the City Engineer, as authorized by the Newberg Subdivision Ordinance.

DEVELOPMENT STANDARDS

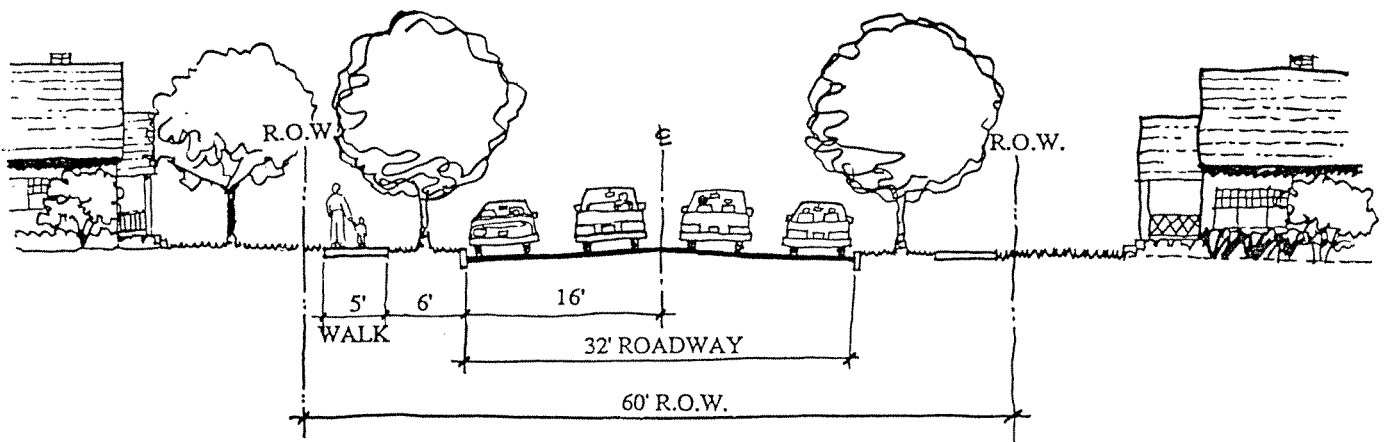
This Specific Plan recommends development standards for structure setbacks and street trees.

Setbacks

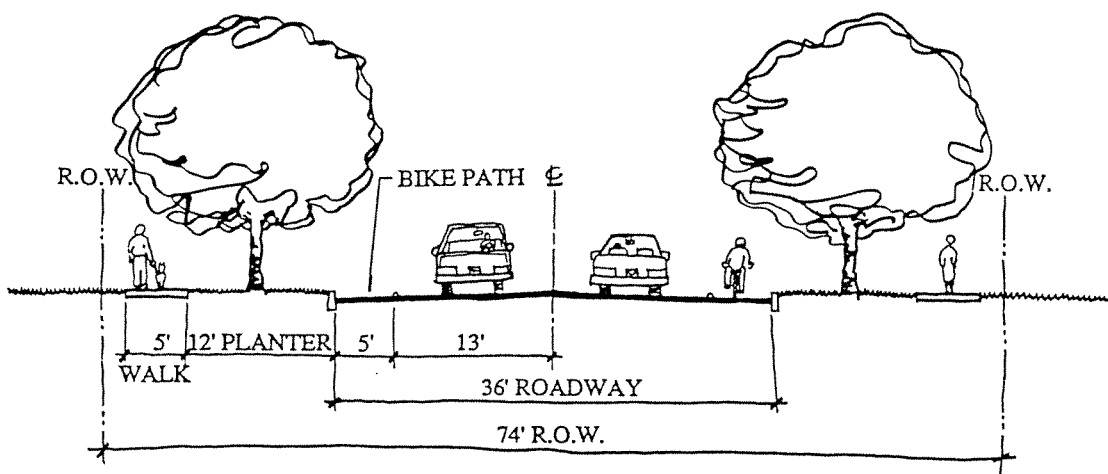
Two types of setback standards apply to the Specific Plan, as described below and illustrated in Figures 9 & 10.



PEDESTRIAN CONNECTIONS



NEIGHBORHOOD STREET

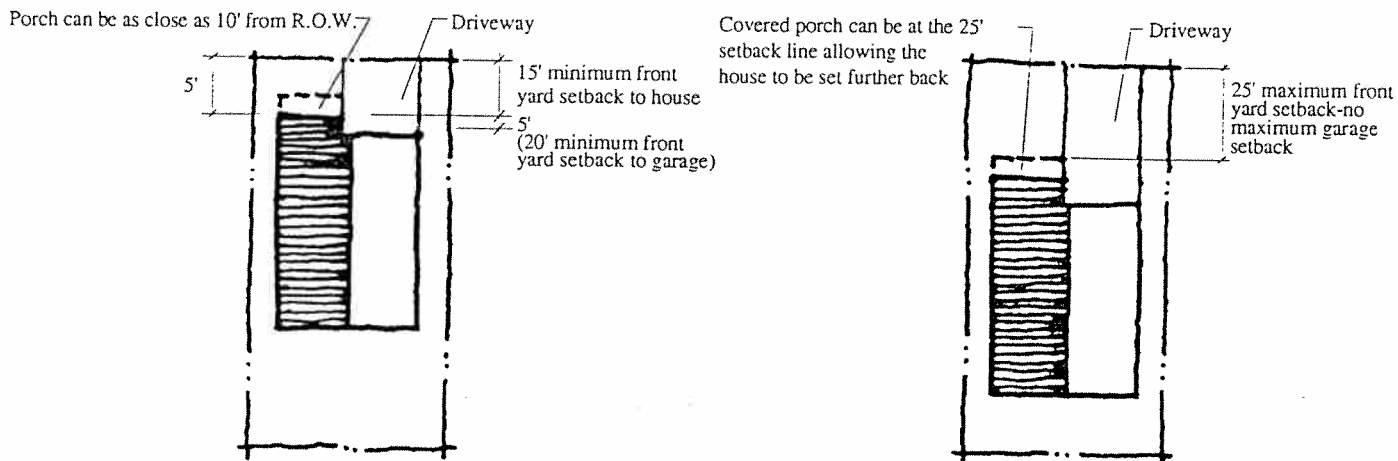


COLLECTOR STREET

CROSS-SECTIONS

Northwest Newberg Specific Plan

Standard #1



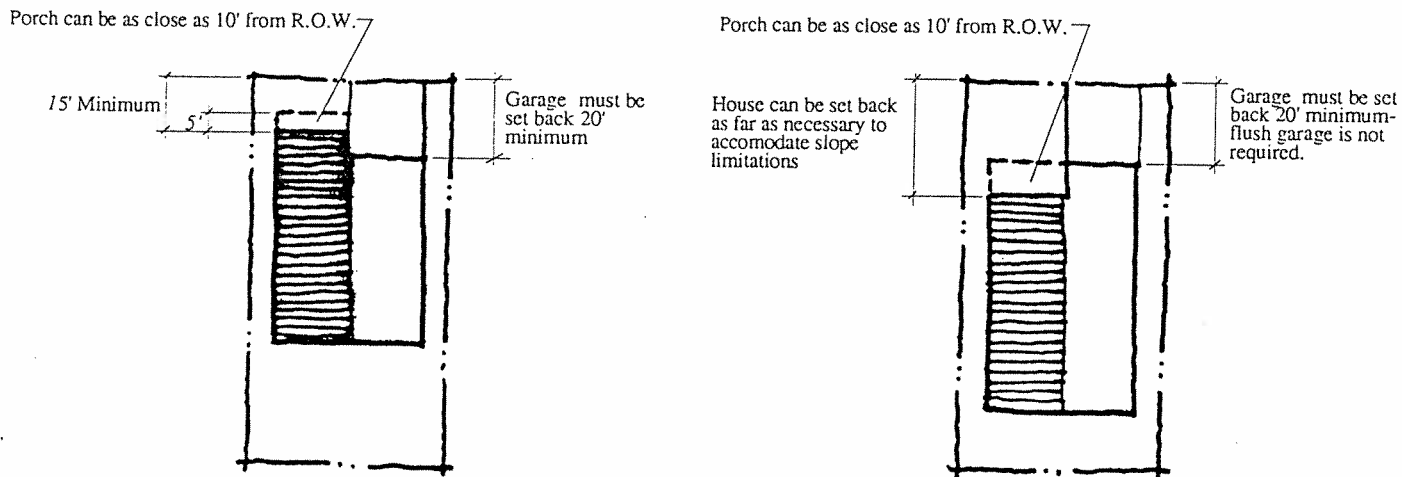
Minimum Front Setbacks

10'-Porch
15'-House
20"-Garage
Garage may not be closer to the front property line than the front of the house.

Maximum Front Setbacks

25'-Porch
25'-House (without porch)
None-Garage
Garage may not be closer to the front property line than the front of the house.

Standard #2



Minimum Front Setbacks

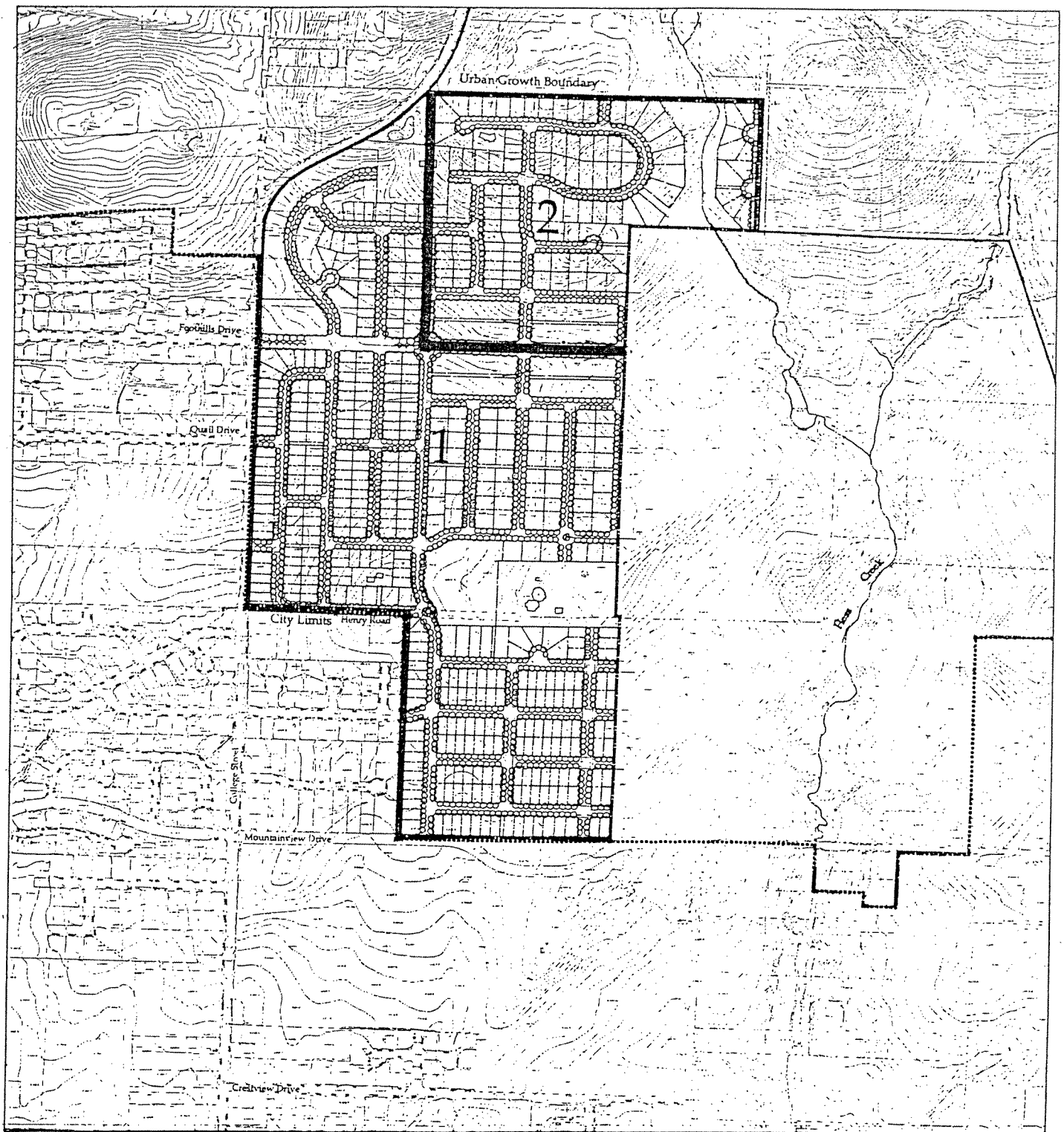
10'-Porch
15'-House
20"-Garage

Maximum Front Setbacks

None

SETBACK STANDARDS

Northwest Newberg Specific Plan



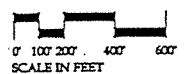
WHERE SETBACK STANDARDS APPLY

Northwest Newberg Specific Plan

7/93 L4383.L00



LEGEND



1

Area where Setback Standard #1 applies

2

Area where Setback Standard #2 applies

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Standard #1 establishes "build-to" lines and a requirement for flush or recessed garages. This standard requires the home (or front porch) to be sited no further than 25' from the front property line. The 25' distance is a maximum setback or "build-to" line. The purpose of this standard is to create a character like that of the older neighborhoods in Newberg, where the proximity of the front of the house to the sidewalk encourages interaction between neighbors.

Standard #1 also requires the garage to be no closer than the front of the house and a minimum of 20 feet from the front property line. The purpose of this standard is to avoid the "row-of-garages" look that results from many homes on a street having garages which extend beyond the front of the home. Standard #1 applies to the area illustrated in Figure 10.

Standard #2 is Newberg's normal R-1 setbacks with additional flexibility to build a front porch within 10' of the front property line. The "build-to" and flush garage standards described above are not applied because they are not practical on steeper lots. Standard #2 applies to the area shown on Figure 9.

Street Trees

Street trees are an essential part of livable neighborhoods. They provide greenery, shade, habitat for birds, limbs for hanging swings and many other small contributions to life in a neighborhood. They are an integral part of the traditional American town. This Specific Plan recommends that street trees be required in all subdivisions and development within the site.

Street trees are an essential part of livable neighborhoods. They are recommended for all development within the site.

The following street tree list designates Homestead Elm for Foothills Drive and Yellowwood for the main north-south street that connects to Foothills at the traffic circle. The intent is to create an identity for each of these important streets. The local streets have a list of street trees to choose from in order to encourage a variety of trees. The recommended trees are common yet do not include certain trees which homeowners are likely to plant (e.g. Sunset maple). The traffic circles have native trees to evoke the regional character of the Pacific Northwest.

Specific Plan Street Trees

Foothills Drive:

Ulmus 'Homestead'/Homestead Elm*

Main north-south local street:

Cladrastis lutea/Yellowwood*

Large island in Foothills Drive:

Acer macrophyllum/Oregon Maple

Pseudotsuga menziesii/Douglas Fir

Tsuga heterophylla/Western Hemlock

Other islands:

Amelanchier alnifolia/Western Serviceberry

Thuja plicata/Western Red Cedar

Alnus rubra/Red Alder

Local street tree options:

Fraxinus oxycarpa/Ash (excluding 'Golden Desert')

Fraxinus pennsylvanica/Green Ash

Gleditsia triacanthos/Honey Locust (Use seedless, thornless variety and not 'Sunburst' or other gold varieties.)

Prunus avium 'Plena'/Double-Flowering Mazzard Cherry

Sophora japonica/Japanese Pagodatree

Tilia cordata/Little-Leaf Linden

Tilia tomentosa/Silver Linden

Zelkova serrata/Japanese Zelkova

*Administrative review
is recommended for
processing land
development
applications that
comply with the
Specific Plan.*

*Note - It will be wise for developers/contractors to place orders in advance for Homestead Elm and Yellowwood. They are commercially available, but may not be in the quantity and size necessary at the time unless some effort is made in advance. The City planning department may wish to be proponents of this advance tree-shopping in order to ensure that the important streets have the character desired.

IMPLEMENTATION

One of the advantages of Specific Plans is that they provide predictability of future development. Land owners and developers benefit from knowing the development potential of their land. Neighbors and the community benefit from the assurance that needed streets and parks will be provided. The "risk" associated with land development and community change is reduced for all parties.

To capitalize on the level of specificity built into this Plan, administrative review is the recommended method for processing land development applications that comply with the plan. The approach is straightforward: If the proposal complies with the Specific Plan and the city's development standards, it must be approved by the staff. No hearings are required.

The following concepts are proposed to implement the Specific Plan. The Comprehensive Plan and Zoning Ordinance text amendments required to execute these concepts will be developed by the City.

The Comprehensive Plan

New Plan policies should be adopted to authorize the Specific Plan and describe its purpose. General enabling policies may also be adopted to allow development of future Specific Plans.

Two options exist for the Plan Map. The first is to show each designation included on the Specific Plan (Low Density Residential, Medium Density Residential, Parks, Commercial). The second option is to map a Northwest Newberg Specific Plan overlay designation for the site and adopt the applicable zoning designations as each parcel is annexed. The second option is recommended so that amendment of the Specific Plan does not require re-examination of compliance with the Statewide Planning Goals.

The number of lots shown on the plan is the maximum allowed density.

The Zoning Map

The Zoning Map should include each use (R-1, R-2, Parks, Commercial). A Specific Plan Overlay District should be created as the mechanism to implement the special standards and procedures of the Specific Plan. The overlay district should be illustrated on the Zoning Map.

Allowed Density

The number of lots shown on the Specific Plan is the maximum allowed density. The R-2 areas allow 8.8 units per acre.

Less density than is illustrated on the plan is allowed under two circumstances:

- Lots on the plan which are smaller than 7500 square feet may be increased to 7500 square feet, at the choice of the property owner.
- Lots may be increased above 7500 square feet as long as the overall density of the Specific Plan area remains at or above 80% of the original planned density. In other words, each owner is allowed to build to 80% of the planned density. For a given property, less than 80% build-out is allowed if other built or platted parcels have developed at greater than 80% of their density. For this calculation, the maximum density for R-2 areas is calculated at 4.4 units per acre to recognize that single-family development is allowed in R-2.

Permitted and Conditional Uses

These uses will be the same as those listed in the Zoning Ordinance for the respective zone district.

Approval of Subdivisions

No Planning Commission hearing is required if the proposed subdivision complies with the Specific Plan. Approval criteria adopted for administrative reviews must be clear and objective. The City may attach conditions as currently authorized by the Subdivision Ordinance.

How to Amend the Specific Plan

A change of use or major change of the street pattern should require an amendment to the Specific Plan. The definition of a "major change" of the street pattern will need to be clear and objective.

Applications for amendments must meet the approval criteria for a Comprehensive Plan Amendment and/or Zone Map Amendment, depending on which map is used during initial adoption of the Specific Plan. Regardless, applicants should be required to show that the area of the Specific Plan not being amended still "works", i.e. that the purpose, objectives, and functioning of the Specific Plan are not significantly and adversely changed.

In reviewing Specific Plan amendments, the City should assure that the land use and transportation network remain consistent with the original purpose and objectives.

SUMMARY

The Northwest Newberg Specific Plan represents a new planning process and regulatory framework for coordinating land use, transportation and utilities. The City of Newberg has shown both initiative and vision in getting twelve property owners together to agree on a master plan for their properties.

Some refinements will be needed to the Specific Plan. In reviewing those refinements, the City should guard the original purpose and objectives of the Specific Plan. In particular, the City should adhere to the concepts of mixed use and a pedestrian-oriented neighborhood that has a highly coordinated and connected street pattern. These elements of the plan will result in a neighborhood that is highly desired by home buyers and cited as a model in the community.

APPENDIX A

PROJECT PARTICIPANTS

Steering Committee Members:

Kathy Anderson, Property Owner
Dale and Mildred Byers, Property Owners
 Mart Storm, representing Dale & Mildred Byers
Ann and Tom Gail, Property Owners
Justin and Marianne Hagglund, Property Owner
Betty Johnson, Property Owner
Tim Klus, Property Owner
Mr. and Mrs. John Loehner, Property Owner
Steve Rosen, Property Owner
Earl Sandager, Property Owner
Frieda Sasse, Property Owner
 Mike Herring, representing Frieda Sasse
Mr. and Mrs. John Wardin, Property Owners
Mike and Gail Wilhoit, Property Owners

Dan Findley, Neighboring Property Owner
Sonja Haugen, Austin Industries
George Howard, Neighboring Property Owner
Donna McCain, City Council Member
Rob Molzahn, At-Large
Steve Roberts, Planning Commission Member

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Joe Dills, Project Manager, OTAK
Patty Freeman, Site Planner, OTAK
David Leland, Real Estate Economist, Leland Consulting Group
Andy Mortensen, Transportation Planner, Kittelson & Associates

Technical Advisors:

Dennis Egner, Project Manager, Planning Director
Duane Cole, City Manager
Larry Anderson, Engineering Manager
Sara King, Associate Planner
Barb Mingay, Planning Secretary
Michael Shurman, Fire Chief
Bert Teitzel, Public Works Director
Don Clements, Chehalem Park and Recreation District
Lainie Smith, Oregon Department of Land Conservation and Development