

CITY COUNCIL
AGENDA

March 23, 1981

1. CALL MEETING TO ORDER
2. ROLL CALL
3. APPROVE MINUTES:
 - A. February 26, 1981 meeting.
4. REQUESTS AND COMMUNICATIONS:
 - A. Communications from Fred LaBonte
 - B. Communications from Mrs. Jeanfaivre
RE: Public Works
5. REPORT FROM CITY ADMINISTRATOR
 - A. Report on New Development Procedures and Ordinance
6. NEW BUSINESS:
 - A. Report on Amendments to Comprehensive Plan

Design Review

612

Purpose.

1. This section provides for the review and administrative approval of the design of certain developments and improvements in order to promote functional, safe, innovative and attractive site development compatible with the natural and man-made environment.
2. The elements of a Design Review Plan are: The layout and design of all existing and proposed improvements, including but not limited to, buildings, structures, parking and circulation areas, outdoor storage areas, landscape areas, service and delivery areas, outdoor recreation areas, retaining walls, signs and graphics, cut and fill actions, accessways, pedestrian walkways, buffering and screening measures.

614

Design Review Plan Approval Required.

1. No building, grading, parking, land use, sign or other required permit shall be issued and no preliminary plans for a planned unit development or subdivision shall be issued for a use subject to this section, nor shall such a use be commenced, enlarged, altered or changed until a final design review plan is approved by the Design Review Committee pursuant to this ordinance.
2. The provisions of Section 612 - 628 (Design Review) shall apply to all permitted and conditional developments and/or uses in any of the following districts:
 - ✓A. All residential districts; and
 - ✓B. All commercial districts except the C-3 (Central Business) district; and
 - ✓C. All industrial districts.
3. Noncompliance with a final approved design review plan, as approved, shall be a zoning ordinance violation.
4. The Design Review Committee shall be comprised of the following members:
 - A. One member of the Newberg City Council, appointed by the Mayor;
 - B. One member of the Newberg Planning Commission, appointed by the Chairman;
 - C. The Newberg Planning Director;
 - D. The Newberg Engineering/Public Works Director;
 - E. The Newberg Building Official.

Design Review Plan.

1. Any preliminary or final design review plan shall be filed on forms provided by the Planning Director and shall be accompanied by such drawings, sketches and descriptions as are necessary to describe the proposed development. A plan shall not be deemed complete unless all information requested is provided.

Prior to filing a design review plan, the applicant shall confer with the Planning Director concerning the requisites of formal application.

Following the pre-application meeting, the applicant shall file with the Planning Director a preliminary design review plan, which shall contain the items listed in subsection 616-2.

2. Preliminary Design Review Plan:

A. Contents

- (1) Preliminary Site Development Plan;
- (2) Preliminary Site Analysis Diagram;
- (3) Preliminary Architectural Drawings, indicating floor plans and elevations;
- (4) Preliminary Landscape Plan;
- (5) Proposed minor exceptions from yard, parking and sign requirements; and
- (6) Design Review Application Fee.

B. A preliminary site analysis diagram may be in freehand form and shall generally indicate the following characteristics:

- (1) Relation to adjacent lands;
- (2) Location and species of trees greater than six inches in diameter at five feet;
- (3) Topography;
- (4) Natural drainage;
- (5) Significant wildlife habitat;
- (6) Information about significant climatic variables, including but not limited to, solar potential, wind direction and velocity; and
- (7) Natural features and structures having a visual or other significant relationship with the site.

C. A preliminary site development plan may be in freehand form and shall generally indicate the following as appropriate to the nature of the use:

- (1) Access to site from adjacent rights of way, streets and arterials;
- (2) Parking and circulation areas;
- (3) Location and design of buildings and signs;
- (4) Orientation of windows and doors;
- (5) Entrances and exits;
- (6) Private and shared outdoor recreation spaces;
- (7) Pedestrian circulation;
- (8) Outdoor play areas;

- (9) Service areas for uses such as mail delivery, trash disposal, above ground utilities, loading and delivery.
- (10) Areas to be landscaped;
- (11) Exterior lighting;
- (12) Special provisions for handicapped persons; and
- (13) Other site elements and spaces which will assist in the evaluation of site development.

D. The preliminary landscape plan shall indicate:

- (1) The size, species and approximate locations of plant materials to be retained or placed on the site; and
- (2) Proposed site contouring.

E. Action on preliminary design review plan. Within ten business days following filing of the preliminary design review plan, the Planning Director shall mail to the applicant summary findings and conclusions of the Design Review Committee indicating the relationship between the preliminary design review plan and the criteria and standards listed in subsections 612 through 628 of this ordinance.

3. Final Design Review Plan. Following receipt by the applicant of the summary findings and conclusions pursuant to subsection 616-2. E., the applicant may submit a revised preliminary design review plan or shall file with the Planning Director a final design review plan, which shall contain the following, drawn to scale:

- A. Site Development and Landscape Plans, indicating the locations and specifications of the items described in subsections 616-2. C. and 616-2. D., as appropriate.
- B. Architectural Drawings, indicating floor plans, sections and elevations; and
- C. Proposed minor exceptions from yard, parking and sign requirements.

4. Decision of Final Design Review Plan.

- A. The Planning Director may approve a final design review plan, disapprove it, or approve it with such modifications and conditions as may be consistent with intent of the preliminary approved plans. The Planning Department shall remand the plans back for review by the Design Review Committee if the proposed Final Design Plan does not substantially comply with the Preliminary Approved Plans.
- B. When the Planning Director determines that immediate execution of any feature of an approved final design review plan is impractical due to climatic conditions, unavailability of materials or other temporary condition, the Director shall, as a precondition to the issuance of a required permit pursuant to subsection 614-1., require the posting of a performance bond, cash deposit or other surety, to secure execution of the feature at a time certain.

- C. Within ten business days following receipt of the final design review plan, the Planning Director shall mail a copy of the decision to the members of the Design Review Committee, and the applicant and other persons who request the same.
- D. A decision on a final design review plan shall include written conditions, if any, and findings and conclusions. The findings shall specifically address the relationships between the plan and the Design Review Criteria and standards listed within this Ordinance.

618

Design Review Criteria.

1. Approval of a final design review plan shall be based on the following criteria:

- A. Relation of Design Review Plan Elements to Environment.
 - (1) The elements of the design review plan shall relate harmoniously to the natural environment and existing buildings and structures having a visual relationship with the site.
 - (2) The elements of the design review plan should promote energy conservation and provide adequate protection from adverse climatic conditions, noise, and air pollution.
 - (3) Each element of the design review plan shall effectively, efficiently and attractively serve its function. The elements shall be on a human scale, inter-related, and shall provide spatial variety and order.
- B. Safety and Privacy. The design review plan shall be designed to provide a safe environment, while offering appropriate opportunities for privacy and transitions from public to private spaces.
- C. Special Needs of Handicapped. Where appropriate, the design review plan shall provide for the special needs of handicapped persons, such as ramps for wheelchairs and braille signs.
- D. Preservation of Natural Landscape. The landscape and existing grade shall be preserved to the maximum practical degree, considering development constraints and suitability of the landscape or grade to serve their functions. Preserved trees and shrubs shall be protected during construction.
- E. Pedestrian and Vehicular Circulation and Parking. The location and number of points of access to the site, the interior circulation patterns, the separations between pedestrians and moving and parked vehicles, and the arrangement of parking areas in relation to buildings and structures, shall be designed to maximize safety and convenience and shall be harmonious with proposed and neighboring buildings and structures.

- F. Drainage. Surface drainage systems shall be designed so as not to adversely affect neighboring properties or streets.
- G. Buffering and Screening. Areas, structures and facilities for storage, machinery and equipment, services (mail, refuse, utility wires, and the like), loading and parking, and similar accessory areas and structures shall be designed, located, buffered or screened to minimize adverse impacts on the site and neighboring properties.
- H. Utilities. All utility installations above ground shall be located so as to minimize adverse impacts on the site and neighboring properties.
- I. Signs and Graphics. The location, texture, lighting, movement, and materials of all exterior signs, graphics or other informational or directional features shall be compatible with the other elements of the design review plan and surrounding properties.

2. Guidelines designed to assist applicants in developing design review plans may be adopted by the Planning Commission.

620

Required Minimum Standards.

1. Private and Shared Outdoor Recreation Areas in Residential Developments.

A. Private Areas. Each ground level living unit in a residential development subject to design review plan approval shall have an accessible outdoor private space of not less than 48 square feet in area. The area shall be enclosed, screened or otherwise designed to provide privacy for unit residents and their guests.

B. Shared Areas. Usable outdoor recreation space shall be provided for the shared use of residents and their guests in any apartment residential development, as follows:

- (1) One or two-bedroom units: 200 square feet per unit.
- (2) Three or more bedroom units: 300 square feet per unit.

2. Storage. Residential Developments. Convenient areas shall be provided in residential developments for the storage of articles such as bicycles, barbecues, luggage, outdoor furniture, etc. These areas shall be entirely enclosed.

3. Required Landscaped Areas. The following landscape requirements are established for developments subject to design review plan approval:

- A. A minimum of 15% of the lot area shall be landscaped; provided, however, that computation of this minimum may include areas landscaped under subpart C. of this subsection.

- B. All areas subject to the final design review plan and not otherwise improved shall be landscaped.
- C. The following landscape requirements shall apply to parking and loading areas:
 - (1) A parking or loading area providing ten or more spaces shall be improved with defined landscaped areas totaling no less than 25 square feet per parking space.
 - (2) A parking or loading area shall be separated from any lot line adjacent to a street by a landscaped strip at least ten feet in width, and any other lot line by a landscaped strip at least five feet in width.
 - (3) A landscaped strip separating a parking or loading area from a street shall contain:
 - (a) Street trees spaced as appropriate to the species, not to exceed 50 feet apart, on the average.
 - (b) Low shrubs, not to reach a height greater than 3'0", spaced no more than 5 feet apart, on the average; and
 - (c) Vegetative ground cover.
 - (4) Landscaping in a parking or loading area shall be located in defined landscaped areas which are uniformly distributed throughout the parking or loading area.
 - (5) A parking landscape area shall have a width of not less than five feet.
- D. Provision shall be made for watering planting areas where such care is required.
- E. Required landscaping shall be continuously maintained.
- F. Maximum height of tree species shall be considered when planting under overhead utility lines.
- G. "Landscaped" means the improvement of land by means such as contouring, planting, and the location of outdoor structures, furniture, walkways and similar features.

622 Minor Exceptions: Yard, Parking and Sign Requirements.

1. In conjunction with final design review plan approval, the Design Review Committee may authorize the Planning Director to grant minor exceptions from the following requirements:

- A. Dimensional standards for yard setback requirements as required in the primary district.
- B. Dimensional standards for off-street parking spaces.
- C. Standards for minimum number of off-street parking spaces; and
- D. Dimensional standards for signs as required in the primary district.

2. No minor exception shall be greater than twenty-five percent of the requirement from which the exception is granted.

3. Approval of a minor exception shall be based on written findings, as required in this subpart.

A. In the case of a minor yard exception, the Design Review Committee shall find that approval will result in:

- (1) more efficient use of the site;
- (2) preservation of natural features, where appropriate;
- (3) adequate provision of light, air and privacy to adjoining properties; and
- (4) adequate emergency access.

B. In the case of a minor exception to the dimensional standards for off-street parking spaces or the minimum required number of off-street parking spaces, the Design Review Committee shall find that approval will provide adequate off-street parking in relation to user demands. The following factors may be considered in granting such an exception:

- (1) Special characteristics of users which indicate low demand for off-street parking (e.g., low income, elderly);
- (2) Opportunities for joint use of nearby off-street parking facilities;
- (3) Availability of public transit; and
- (4) Natural features of the site (topography, vegetation, and drainage) which would be adversely affected by application of required parking standards.

C. In the case of a minor exception to the dimensional standards for signs, the Site Review Committee shall find that approval is necessary for adequate identification of the use on the property and will be compatible with the elements of the design review plan and with the character of the surrounding area.

624

Variances.

A variance to these requirements may be sought by the applicant through the procedures identified in sections 672 through 698 of the Newberg Zoning Ordinance.

626

Appeal to the Newberg Planning Commission.

A decision on a final design review plan may be appealed to the Newberg Planning Commission in the manner provided in sections 682 through 690 of the Newberg Zoning Ordinance.

Proposed for May '81 Council mtg.

3/14/81

March 19, 1980

Hi there Mayor Hall,

I hope you are doing well today. I want to thank you for giving me the opportunity to be a C.I.A. Committee person. I thoroughly enjoyed this experience. Unfortunately I must resign, why? Because there are no mobile home parks in the city, which allow children a safe and happy place to live. I hope that very soon, the City of Newberg will take steps to halt the cruel and unfair rejection of young americans from high density housing. Because I have two children and I am purchasing a mobile home, I must leave Newberg. Every day the dreams of many families are crushed because of unfair housing situations. We can take steps to rectify this situation, such as designating certian R-2 and R-3 sites be for families. If a builder or future owner wanted "adult only" then they would

have to buy a site which would be labeled Family ^{with} ~~a~~ adult only option;

Its face facts, the american family is the backbone of this country. yet with the problems of inflation, recession and denial of housing, its no wonder we see the American family crumbling under a 50 percent divorce rate. Its make Newberg the shining example of equal housing laws.

once again, thank you for this exhilarating opportunity to serve my city, which I now, sadly, must leave.

God Bless
Love,

Rebecca Page

Mr. John J. Plews
712 Wynooski St.
Newberg, OR 97132
March 21, 1981

Newberg City Council
Newberg, OR 97132

Gentlemen and Ladies:

The undersigned reside on or near Wynooski Street in Newberg. We live close to the parcel of land near 8th Street, that has been before the Planning Commission and the City Council for rezoning to high density. On several occasions this parcel of land has come up before this body for the same purpose. A number of us have written letters and spoken against this proposal.

As residents and property owners, we want to go on record as being strongly opposed to any change to higher density housing along Wynooski Street. The following are some of our reasons for this opposition:

1. Wynooski Street is a sub-standard right-of-way. With increased traffic from the paper mill and the 20 unit apartment complex less than 2 blocks away, Wynooski Street is inadequate. Many nice older homes built along Wynooski Street would be ruined by widening the street the required 20 feet. There are no sidewalks or curbs in this area. These points make Wynooski Street a hazardous collector route.
2. The developer has proposed to the Planning Commission that Pacific Street would be a good entrance street. However, Access to Pacific Street can only be gained from River Street or Wynooski Street via 11th Street or 7th Street. Again, poor access!
3. At the August 18th planning commission meeting, the developer of the property in question stated that the reason for requiring higher density zoning, was in order to get financing and to make the project pay. We feel this is an inadequate reason for change. The gain of one developer?
4. The LCDC goals, brought up from time to time, infer that the city of Newberg needs a higher percentage of multiple dwelling property for the future. The fact is, this will be a self-fulfilling prophecy in that what we plan for will surely come to pass whether we, the residents of Newberg, want it or not. Again, we allow those outside our community to decide for us what kind of environment we will live in.
5. A number of other facility requirements would need to be met:

- 1) fire protection access
 - 2) storm drainage requirements that would be increased significantly by the addition of large expanses of blacktop and pavement
 - 3) sewage requirements
- These have a definite effect on nearby residents.

The above points clarify that any change to higher density dwelling would not be in the best interest of the community.

Sincerely,

John J. Flews

Please reference: Mrs. Edith M. Flews' letter to the City Council dated August 31, 1980.

<u>NAME</u>	<u>ADDRESS</u>
Mr. & Mrs. Ray Mahoney	709 Wynowski St. Newberg, Ore.
Robert J. W. W. W. W.	718 Wynowski St. Newberg.
Vicki Pocki	717 Wynowski St. Newberg
Bryan Yamooka	719 Wynowski Newberg
Renee Ann	719 Wynowski Newberg
Mary & David Wilson	721 Wynowski Newberg
Mr. & Mrs. Ken Rockwell	805 Wynowski Newberg
J. D. Wadley	900 Wynowski Newberg
Ann M. Darby	900 Wynowski, Newberg
George W. Strain	1012 Wynowski Newberg
Josephine T. Strain	1012 Wynowski Newberg
Everett R. Hubbell	1101 Wynowski St Newberg
Mr. & Mrs. Otto Kinsey	707 Wynowski St Newberg
Mr. & Mrs. Fred T. LaBonte	754 E 7th St. Newberg, Ore.
Mr. & Mrs. Viera	20 7th St 700 Wynowski
Barbara Jane Date	520 Wynowski Newberg Oregon
Union 720	518 Wynowski
John Reid	720 S PACIFIC, ST Newberg, Ore.
Twila A. Reid	720 S. Pacific Newberg, Ore.

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Sincerely,

John J. Plews
John J. Plews

Please reference: Mrs. Edith M. Plews' letter to the City Council dated August 31, 1980.

NAME

ADDRESS

Walter L. Joyce	518 Wynowski Newberg, OR.
David Joyce	518 Wynowski Newberg, OR.
Alan L. Joyce	518 Wynowski Newberg, OR.
Mr. & Mrs. Tom K. Joy	444 Wynowski Newberg, Ore
Patricia Calvert	434 Wynowski Newberg Ore.
Mr. & Mrs. Larry Seama	416 Wynowski Newberg Ore
Mr. & Mrs. Helen F. Porter	401 Wynowski Newberg-Ore.
Care R. Aho	410 Wynowski Newberg Oregon
Larry D. Thompson	501 Wynowski Newberg, Oregon
Robert Bauer	1504 E 7th Newberg Ore
Rosemary Dorley	1414 E 8th Newberg Ore
John & Martha	1415 E 7th Newberg, Ore
Danielle J. Brooks	1501 E. 7th Newberg, Or.
Larry & Josephine Gallette	704 S Willamette Newberg Ore 97132
Virginia K. Nottingham	1414 E. 9th Newberg, Or
Alpha A. Rider	1010 S Pacific Newberg
Veran Plews	708 Wynowski St apt I

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Sincerely,

John J. Plews

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NAME

ADDRESS

Joann Sherris	1008 S. Pacific, Newberg
Fred Oberst	1002 Pacific St. Newberg Ore.
Lutavia Oberst	1002 Pacific Newberg Ore.
William L. Wilkins	920 S. Pacific Newberg
Gertrude Walker	918 S " " Newberg
John C. Coxon	915 S Pacific Newberg Oregon
Walker	910 S Pacific Newberg Ore.
Robert D. Smith	619 Wywooski Newberg
Sherald J. Bullock	810 Wywooski Newberg Oregon
Everett Dulmus	507 Wywooski Newberg Ore.
Aranda J. Allen	409 " " Wywooski Newberg Ore.
Yang Lyang	1215 E. 4th Newberg, Oregon
Joe D. Ryan	1215 E 4th Newberg Ore.
Mar a. Spay	1414 E. 7th, Newberg, Ore.
Charlotte A. Look	716 S. Pacific, Newberg Ore.
Andrew D. Harding	721 S. Pacific, Newberg
Lawrence J. Smith	917 Wywooski
Edith M. Plews	712 Wywooski

Council rips planner on land-use proposal

By KEN HOOPENGARNER
Correspondent, The Oregonian

TIGARD — A proposed ordinance designed to meet state land-use planning goals of increasing housing densities was blasted at a March 16 meeting by the City Council and its writer criticized for poor planning.

Drafted by Planning Director Aldie Howard, the ordinance would have created specific "zones of adjustment" for properties outside the city limits but within the urban growth boundary in order to meet the Land Conservation and Development Commission's Goal 10.

Goal 10 requires all cities in the state to increase their housing densities to provide for a larger number of affordable housing units.

According to the proposed ordinance, all future development on parcels of five acres or more would be brought before the planning commission and the City Council as planned-unit developments. Furthermore, each parcel would be rezoned for approximately 10 units per acre, where appropriate.

The proposed ordinance follows a City Council directive that Howard prepare a plan to deal with LCDC's request that the city study its comprehensive plan regarding higher densities before submitting it for compliance review.

LCDC has asked the city to consider a 50-50 mix of single-family and multifamily units within the entire urban growth boundary.

Presently, the city has about 1,000 acres of land within the urban growth boundary zoned primarily single-family — about four units per acre — which could be developed, Howard said. The LCDC has recommended 10 units per acre.

However, Mayor Wilbur Bishop attacked the plan, saying his first reaction to it "was to tear it up."

"This is not good planning," he said. "It's like throwing darts at the comprehensive plan. If we followed your suggestion, the city would be a ghetto within 20 years."

Howard responded that the ordinance is only a method to meet the con-

cerns of LCDC and not a blanket endorsement of higher densities.

The City Council has stated publicly that it opposes LCDC's intrusion into city planning and will oppose vigorously any attempts to force the city to meet specific density requirements.

However, Howard asked the council how it expects him to handle the issue if members are going to take only an adversary position.

"You've closed your mind to this plan, and I don't know what more you want," Howard said.

Councilman Tom Brian — who praised Howard's effort in drafting the ordinance — said he would like to approach the issue from the point of view that LCDC does not exist. "I think we should make an effort to meet future housing needs within the city, but we should do it without LCDC telling us to do it," he said.

Bishop also chided Howard for drafting a plan that was based on the premise that LCDC is right and the city is wrong.

"I don't think you've followed the City Council's intentions here, and I don't think we need such a drastic ordinance," Bishop said.

The issue of meeting state land-use planning goals, however, remains unanswered, Howard said. "The city lives under state law, and I don't think the city can just say 'No' and forget about it," he added.

The city had received a postponement from LCDC on review of its plan until March 31, but Howard told the council there was no way he could make that deadline now.

The council suggested that the comprehensive plan be reviewed by the planning commission and the seven neighborhood planning associations that make up the city before the plan is sent to LCDC.

However, the council postponed until Monday, March 23, any decision on how to proceed with such a review and what, if any, changes should be made in the plan before it is submitted to LCDC.

Oregonian Sunday March 22 1981

Thursday, 6:00 P.M.

February 26, 1981

A JOINT MEETING
OF THE DUNDEE CITY COUNCIL AND NEWBERG CITY COUNCIL

Council Chambers

Newberg, Oregon

The meeting was called to order by Newberg Council President, Roger Gano.

Roll Call of the Newberg Council:

Present - Roger Gano	Richard Rementería
Alan Halstead	Tom Tucker
Fred LaBonte	
Quentin Probst	

Absent - Maybelle Demay
Eldon McIntosh

Members of Dundee Council Present:

Jack Crabtree, Mayor
Floyd Aylor, Councilman
Neil Cohen, Councilman
Al Osborne, Councilman

Staff Present - Michael Warren, Newberg City Administrator
Richard Faus, Newberg City Attorney
Arvilla Page, Newberg City Recorder
Jeanne Livengood, Dundee City Recorder
Terry Mahr, Consulting Attorney on Cable Television Ordinance

Also Present - Three representatives from Liberty Cable Television and one member of the press.

Mr. LaBonte moved and Mr. Probst seconded to read the ordinance on cable television. Carried unanimously by all those present. The ordinance was then read with insertions where applicable for the Dundee ordinance. Motion: Tucker-Halstead to replace Section 35 of the Newberg Ordinance with the emergency clause. Carried unanimously by the Newberg Council. The ordinance was then reviewed page by page for any corrections needed as noted during the reading.

Page 2D, replace which if capable with which is capable. Page 11, Section S, correct right-of-ways to read rights-of-way. Page 14, Motion: LaBonte-Halstead on Section 6 to read three business days following the day such application is received. Carried unanimously. Page 18, paragraph D, 4th line down, correct the spelling of continuously. Page 25, paragraph A, 2nd line, Motion: Gano-Halstead to change it to read and not be limited to. Carried unanimously. Page 30, 3rd line down, correct the spelling of the word guarantee. Page 34, paragraph B, next to the last line, change it to read operations or the previous instead of operations of the previous. Page 42, paragraph I, 5th line down, change to read the City Administrator in place of for City Administrator. Page 43, Section 24, on indemnifications. Change amounts of security on Dundee's ordinance to reflect the fees required by Dundee. Page 43, subsection 2, 4th line from the bottom, change to read the Administrator can immediately withdraw.

Page 47, Section A, 3rd line from the bottom, change right-of-ways to read rights-of-way. Page 51, Mr. LaBonte stated his concern of whether the Equal Employment Opportunity Commission rule numbers should be referenced. The argument was made that if they were and then the rules were changed, the ordinance would have to be amended. Section 32, on violations, was discussed extensively. Also discussed was the matter of exparte contact by Councilmembers and staff. Roll Call on the Newberg Cable Television Ordinance as amended: Ayes 6, Gano, Halstead, LaBonte, Probst, Rementeria, Tucker. Nay 0. Absent 2, DeMay, McIntosh. The Council President then declared the ordinance passed. Motion: Tucker-Halstead to request the cable television consultant to send out the request for proposals. Carried unanimously.

Motion: Tucker-Gano to adjourn.

FRED T. LA BONTE
1514 E. Seventh Street
Newberg, Oregon 97132

March 16, 1981

The Honorable Elven Hall, Major
City of Newberg
414 East First Street
Newberg, Oregon 97132

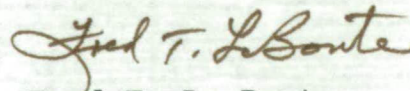
Dear Mr. Hall:

It is with sincere regret that I must tender my resignation from the position of councilman for the City of Newberg.

Increasing demands for time from my employment and other personal affairs at present and in the future will make it impossible to devote the needed attention to the needs of the city and therefore I feel the position should be filled by someone who will be able to give that necessary time.

My resignation is effective immediately as of receipt this 16th day of March 1981.

Yours truly,

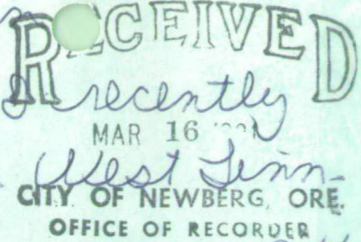


Fred T. La Bonte

FTL:js

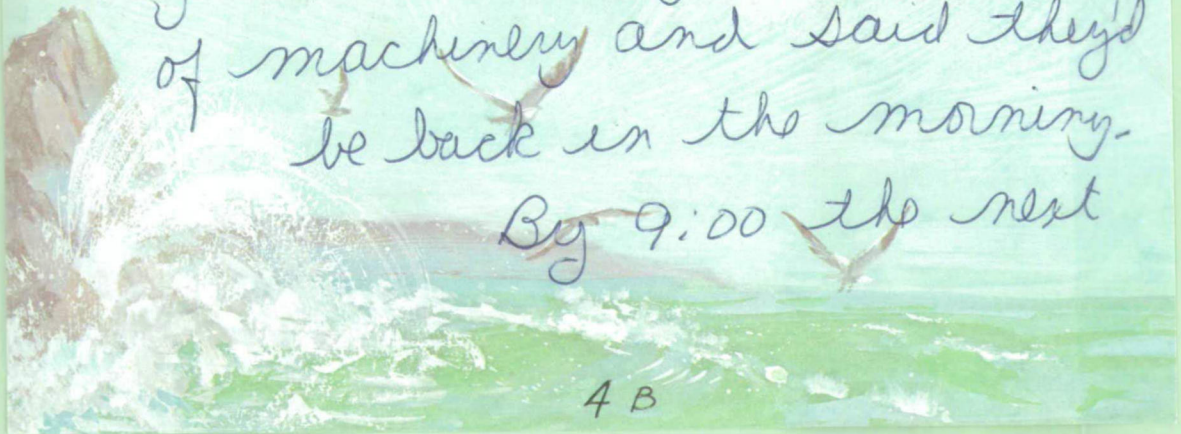
To whom it may concern

My husband and I recently moved to Newberg from West Salem.



We are buying a house on 9th St. Since we've lived here (2 weeks) we've had trouble with our water backing up. After paying a plumber close to \$50.00 dollars we consulted the city. We didn't know what to do! The city workers came out immediately to see what they could do. They needed a piece of machinery and said they'd be back in the morning.

By 9:00 the next



morning our drains were clear.
I can't thank you and the
workers enough for your fast
help. I'm sure if this had hap-
pened to us in West Tenn it
would have taken them days
and when you have a 1 year old,
diapers and dirty clothes don't
wait for days. Thank again

Sincerely
Kris Garfano



MEMO

TO: City Council
FROM: City Administrator
SUBJECT: Development

DATE: March 18, 1981

On February 13 the Public Works Director sent a letter to a developer outlining some problems with a particular development in Newberg. This letter is attached. On February 25, 1981 I wrote a memo to the City Council outlining what had happened after the February 13 letter was sent. This is also attached. On March 13, 1981 the Building Inspector had a conversation with a property owner in this particular development who is very unhappy with what the developer has done and the appearance of the junk around some of the Mobile Homes. Apparently there are several others with the same feelings. Also around March 13, 1981 the Public Works Director informed me that there was still problems within this particular development and the developer has taken it upon himself to move people into Mobile Homes without occupancy permits and compliance with State Building Codes.

I point all this out to you so that you will see the situations that the Staff is faced with. I also point it out to you knowing full well that the City Council is in agreement that something needs to be done to insure the proper types of development in the City of Newberg. Admittedly, this is probably the worst case that we have dealt with. However, to a lesser degree the same thing is going on throughout the City.

The timing for presentation of things like Site Review and other new ideas that I will mention later on, is not the best. Developers are having very difficult times finding jobs and building affordable homes; the Realtors will not be overly enthusiastic about some of the things that Staff is proposing. However, I cannot emphasize enough the fact that the City should be looking toward the future as to what they want and not only looking at the times or the needs of today. No matter how much a developer cares about his project and wants to do a good job he will eventually be done with the development and it will be sold to a future citizen of Newberg. At that point it is the City - the Public Works Department, the Planning Department, the Administrator's office, the Police Department, the Fire Department, etc. - that must deal with dissatisfactions, functional problems and social unrest. If we are to continue developing in the same fashion that we have been in the past then we must do so deliberately and be cognizant of the fact that there will be traffic problems, Newberg will continue to have the lowest assessed value on a per capita basis in the area and we will not change the community too dramatically from what it is at this time.

Development

On the other hand, if we do decide to implement some or all of the proposals that will be before the City Council in the next few months we can expect an eventual change in the community, a rise in our assessed value and alleviating some of the problems that now exist. We may also have a slower building progress but certainly a more deliberate and planned one.

The City Council has a fairly good understanding of where I stand on this issue. I have listened to many citizens and merchants talk about a need for a change and more attractive developments. I have listened also to the City Staff and their feelings coincide with the citizens, i.e., there should be consistency and there should be written procedures for whatever policies that are to be enforced. The consistency must be at the City Council level as well as at the Administrative level, although we can occasionally be flexible, we must keep in mind that the policies that are eventually adopted not only have got to be enforced by the Staff but supported by the Council.

POLICIES

A few weeks ago the Public Works Director, the Planning Director and the Building Inspector were given the assignment of writing up some changes in ordinances, refinement in policies or some new ideas for implementation that would cleanup problems that exist in Newberg in a development area. While it might not be comprehensive, I told them that it should at least cover 80-90% of the problems. The only stipulation I mentioned was that they be reasonable and done by other communities in the State. In other words, I told them not to go to the extreme and get themselves out in left field. Through a series of meetings, we discussed each one of the proposals and hammered it out for presentation to developers and realtors at a March 13, 1981 meeting. Many realtors and developers were asked to come and only about a quarter of them decided to show up. They were:

1. Veryl Owens, Newberg School District
2. Tom Hailey, 710 Elliott Road
3. Jeanette Donnally, Donnally Homes Company
4. Stan Christensen, Westridge Construction Co.
5. Jim DeYoung, Star Construction
6. Dick Daughterty, DeYoung Enterprises
7. Maybelle DeMay, City Council
8. Joe Brugato, Brugato and Sons, Inc.

Also in attendance was the Building Inspector, the Planning Director, City Attorney, Public Works Director and the City Administrator. We handed out the proposals ranging from wording right out of the State Building Code that would be applicable to Newberg, but has not been enforced consistently in the past, to design review, a new concept.

Development

It was generally agreed in the meeting that things needed to be changed. Each one of the realtors and developers found disagreement with some of the proposals. But, each one also indicated that there were problems and something needed to be done about them. They also like the fact that the Administration included them in the discussion process for eventual presentation to the City Council.

I would like to have the whole thing resolved at tonight's meeting and get it out of the way. Yet, unfortunately, although expedient it is not the best and fairest way to go about it.

In this regard the City Staff will be meeting department by department with the developers and realtors in an effort to explain and workout any details that may cause some difficulties later on. In this manner the City Council will only hear those issues where there is a philosophical difference rather than having to handle all of the detail work in a public session. These meetings will have dates attached that I will mention at the City Council meeting and most assuredly let the realtors and the developers know.

In an effort to inform the Council of the specific areas that we will be looking at, I have done so by Department.

BUILDING INSPECTION

1. Plans and permit at job site.
2. No occupancy prior to finishing and final inspection.
3. Short form citation.

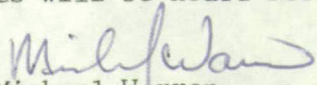
PUBLIC WORKS

1. Review of Engineering fees.
2. Policies incorporated into existing Ordinances.
3. Bonding of public improvements.
4. Damage to public improvements.
5. Development fees.
6. Street tree ordinance.

PLANNING DEPARTMENT

1. Application fees for planning applications relating to annexations/zone changes, subdivisions, etc.
2. Design Review Ordinance for residential.
3. Design Review Ordinance for development of older commercial downtown area.

The draft Design Ordinance is scheduled for a public hearing process before the Planning Commission on April 21, which may be presented for consideration and adoption to the City Council on May 4. This is ambitious but we will attempt for these dates. Also within the meetings with the developers and the realtors we will let them know when the proposed policies or ordinances will be heard before the City Council, so that they may appear.


Michael Warren
City Administrator

MW/bjm
Enc.

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MEMORANDUM
25 February 1981

TO: Mike Warren, City Administrator
FROM: Clay Moorhead, Planning Director
RE: Site Design Review of New Developments

As you have also indicated, site design review for development within the community can be utilized as an important tool for increasing the general livability and appearance of future developments. A wide range of alternative procedures exist for the development of a site design review procedure. The site plan review can be used as a major tool to implement the objectives of the Newberg Comprehensive Plan, and it offers a direct opportunity for tailoring development proposals to community objectives.

The site design review process looks at two major elements.

1. Natural Resources
 - A. Land - geology, land forms, soil, slope
 - B. Water - surface and ground water drainage conditions
 - C. Vegetative and Wildlife - vegetation types and condition, wildlife habitat and proposed landscape or vegetative land covers
 - D. Unique Locations, Views or Amenities
2. Improvements
 - A. Buildings
 - B. Transportation - road network, transit systems
 - C. Land Use - historic patterns, adjacent architectural styles, and existing and proposed land use and intensity
 - D. Public Services - sewerage, water, supplies and other utilities

A very important part of this process will be the review of an overall site plan for the development. This plan would incorporate those items listed above. In a pre-application conference or through the development of specific standards within an ordinance, the City will help to familiarize the developers with this type of process. The developers in turn become informed upon the community goals, objectives and ideas. Through presentation of a site plan the developer will have the opportunity to discuss his particular proposal based upon its relationship with site review standards and the community objectives. Through this type of process the City can encourage innovative forms of housing styles while increasing the unity and livability of a street or neighborhood. This form of technique can also be used effectively on commercial and industrial developments and should be considered an important tool when mixing various types of developments together, as the process can be used to soften or eliminate potential conflicts associated with this form of clustering. The Newberg Comprehensive Plan also discusses the need for establishing a design review for all developments more intensive than a duplex which would also include commercial and industrial development.

The Plan sets forth certain policies and factors which should be considered in a design review process. These factors should be used in designing a site review plan process for development within the community.

The overall impact of this process will significantly upgrade the quality of development within the Newberg urban area. The process will also have a tendency to increase the amount of land found in private or public open space which will raise the general livability and community appearance. By achieving these effects, the social awareness of the community by its citizens should also be strengthened. The City will also have a tendency of attracting a better quality of development.

It is proposed that the current site design review process established within the Newberg Zoning Ordinance be modified to reflect the current desires and goals of the community. An amendment to this ordinance will also require review and recommendation from the Planning Commission and should also be circulated among various groups within the City for their comments. It is anticipated that initial drafts for amending the site review process can reach the public hearing process before the Planning Commission by April and the Newberg City Council by the regular meeting on May 4, 1981. In providing modifications to this ordinance the staff will review ordinances found within other cities which relate to site design review in order to improve the quality and performance of this process within the City of Newberg.

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MEMO

TO: City Council
FROM: City Administrator
SUBJECT: Jeffrey Park

DATE: February 25, 1981

As you know the Public Works Director sent a rather strong letter to the developer of Jeffrey Park, Stu Lindquist. The letter outlined some of the major concerns that the City has with that particular project. In essence it explained the dissatisfaction of the Public Works Director, Planning Director, Building Inspector, City Administrator, etc. I feel that it is important that the City Council also know what has happened since that letter and generally have an update of Jeffrey Park situation.

The following is a representation of some of things that have gone on since the letter:

1. Two of the five unoccupied units have now been occupied. Both of these units did not have occupancy permits and are in violation.
2. There are various aspects of inspections that are required to be inspected prior to anything being done. The developer has taken it upon himself to continue work without any inspection being made prior to the development. Some examples are:
 - a. Sidewalks.
 - b. Driveways.
 - c. Final gradings.
 - d. Foundation setups.

To summarize the situation, the same continues to persist: That is people are moved into units without having an occupancy permit and it becomes a real problem because the City has not issued a final acceptance of the building. The sidewalk could be not up to par or non-existent. The grading (which is a major problem in that area) is off, causing a drainage problem. The foundation may not be set right. Generally, there could be many things wrong with the unit or the area, that the people will find out when they move in. They in turn will then contact the City and it will then become our problem, because they are in the units and are dealing with the City rather than a problem just for the developer before the people get involved. The people in the units naturally assume that the City is satisfied with what has been developed and have a false sense of security.

In giving Mr. Lindquist the benefit of the doubt, we assume that all these things listed above occurred prior to him receiving the letter and that he has not really ignored our wishes or the letter. But I feel that it is important that the City Council realize what we are dealing with here and why the letter was written in such

Page 2

Memo on Jeffrey Park

strong language. The pattern that has existed in the past has got to be broken or stopped, so that the people who live in the projects are satisfied with their units and the City involvement is at a minimum rather than the way it has been for so long, which has been very time consuming.

No action is necessary on this matter, but I will continue to attempt to keep the City Council informed of this project, the developer and any other projects that may be controversial in the future.

Michael Warren
City Administrator

MW/bjm



CITY OF

Mike

NEWBERG

414 E. First Street

Newberg, OR 97132

13 February 1981

Stuart Lindquist
702 S. E. Powell Blvd.
Portland, OR 97202

RE: Jeffrey Park Mobile Home Subdivision

Dear Mr. Lindquist,

This is to advise you that the improvements in Jeffrey Park Subdivision have not been accepted for maintenance as of this date and there are still some items which need to be corrected prior to the City's acceptance.

The following items must be corrected prior to acceptance of the public improvements:

1. Correct trench settlement--
 - a. On either side of sanitary sewer manhole #3 at Dartmouth and Meridian
 - b. Over sanitary sewer line just south of the north manhole on Meridian
 - c. Near sanitary sewer manhole #5 in the cul-de-sac on Zoe Court
 - d. Over water line near the inlet in the N.W. corner of Zoe Court and Dartmouth
2. Adjust all water meter boxes to grade and align perpendicular to the back of the sidewalk.
3. Remove fill material 6 feet away from the fire hydrant at Jeffrey Court and Dartmouth and/or adjust hydrant to final grade.
4. Clean up construction debris on all streets weekly until subdivision is accepted for routine City sweeping.
5. Remove remaining berm material around the perimeter of the project left from the street construction.
6. Remove tree at the N. W. corner of Zoe and Dartmouth which is in the vision clearance triangle.

7. Remove all uprooted tree stumps and limb debris.
8. Remove all construction materials and trailer from the right-of-way.
9. Construct wood post and rail barricades at the east end of Dartmouth and the north end of Meridian.
10. Clean construction debris out of sewer lines and inlets.
11. Patch broken and chipped curbs through out the subdivision.
12. Repair damaged AC pavement in the N. E. corner of Meridian and Dartmouth adjacent to the gutter.

The following items must be corrected prior to issuance of additional building permits and occupancy permits on the five mobile units currently being set up.

1. Trim all expansion joint material in the sidewalk flush with the surface of the concrete.
2. Fill trench settlements in front yards within the entire subdivision.
3. Grade all lots to provide adequate lot drainage away from the mobile units and out to the street by the use of valley drainage ways between each unit. This will entail regrading some lots which have already been seeded.
4. Clean construction debris from vacant lots which will not be developed within the immediate future.

In addition to the above items which need immediate attention, I want to apprise you of the Administrative Staff's dis-satisfaction with the end product you are presenting to the Community.

Your recorded Declaration of Restrictions, Conditions, Covenants, Changes and Agreements (DRCCCA) outlines a product which is intended to be comparable in appearance and function to a standard "stick built" house. However, the package you have completed is not an equal comparison.

Item 1 in the DRCCCA relating to the land use and building type restricts each lot to no more than one single family mobile unit with attached or detached garage. Reference is made in several other items about a garage, however, garages were not provided with the mobile units which is contrary to a standard "stick built" house. Since garages were not provided, most unit owners have cluttered the driveways with an assortment of belongings, trash cans and junk to the point

Page 3

Jeffrey Park M.H. Subdivision

nuisance abatement will be an immediate concern to the City. Many owners have commenced construction or completed storage shacks and garage structures which violate city ordinances, were built without building permits and which are eye sores constituting nuisances.

Item 12 in the DRCCCA states that all units shall be recessed to eliminate the need for steps, high porches and rails, however, those units which have entrances facing the street are elevated with no means of access. Each owner is left to build his own make-shift porch or utilize concrete blocks until a permanent porch can be built. Some owners may never build an acceptable porch. This is also contrary to the concept of a standard "stick built" home.

Item 13, landscaping, requires each lot to be landscaped within one year of the erection of the dwelling. This condition should be properly disclosed to each owner at the time of the sale. Be advised that the City interprets landscaping to be more than a crop of weeds and two trees.

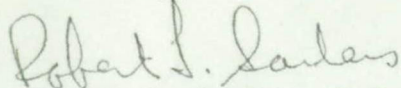
It is the opinion of the City administrative staff that in requesting the conversion of this subdivision to a mobile home subdivision, you indeed represented to the City through contractual, verbal and the DRCCCA a concept comparable to a standard subdivision with "stick built" homes.

The City is now faced with the reality of your end product which will require immediate action in processing building violations for garage and storage shacks; processing nuisance abatements; dealing with citizen and developer complaints regarding the quality of the development; and dealing with site drainage problems. These items should not exist in a new development for many years.

I trust by this point you are cognizant of the staff dis-satisfaction with the appearance of Jeffrey Park and realize that we will make every effort to see that this type of development will never happen again in Newberg.

Undoubtedly you will have many questions about various portions of this letter. I suggest we discuss them at our February 17, 1980 meeting at 3:00 P.M. in the City Administrator's office.

Sincerely,



Robert L. Sanders, P.E.
Director of Public Works
City Engineer

RES:bym

cc: Mike Warren, Administrator
Rick Faus, City Attorney
Clay Moorhead, Planning Director
City Council members

MEMO

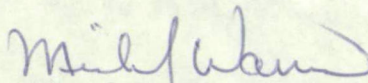
TO: City Council
FROM: City Administrator
SUBJECT: Comprehensive Plan

DATE: March 18, 1981

Tonight's City Council meeting was scheduled to hear and hopefully adopt amendments to the Newberg Comprehensive Plan. These amendments are an attempt to achieve acknowledgement of the Comprehensive Plan by LCDC. The CIAC and the Planning Commission have been meeting to not only suggest the changes but to hear the Citizens input.

As you will note from the Planning Director's memo to the City Administrator, the CIAC and the Planning Commission have not fully approved the plan and approval by the Council at this time would be premature.

I suggest that the City Council hear those that wish to speak tonight on this subject matter, discuss it thoroughly and schedule this matter to be heard again at the regular City Council meeting in April. By dispersing with some of the comments tonight the April meeting should be that much shorter.


Michael Warren
City Administrator

MW/bjm

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MEMORANDUM
16 March 1981

TO: Mike Warren, City Administrator

FROM: Clay W. Moorhead, Planning Director

RE: Newberg Comprehensive Plan Proposed Amendments for Acknowledgement

Attached are the draft amendments to the Newberg Comprehensive Plan. The City Staff has been coordinating its efforts to achieve acknowledgement of the Comprehensive Plan. Coordination in designing the amendments have been made with the Department of Land Conservation and Development staff, Yamhill County, the Yamhill County Coordinator, the Oregon State Housing Division, the Department of Economic Development, the Oregon Business Planning Council, and Richard Benner, attorney for 1000 Friends of Oregon. It appears through the negotiations that have occurred thus far that the Plan as proposed for amendment is very near reaching acknowledgement by the Land Conservation and Development Commission. In addition, the Newberg Planning Commission has painstakingly made great efforts in an attempt to allow and provide for citizen involvement through this process. Over the last six week period the Citizen Involvement Advisory Committee and the Newberg Planning Commission have met weekly through a public hearing process to review matters relating to the acknowledgement of Newberg's Plan. As of this date it appears that the Planning Commission will need one additional hearing in order to complete their review of the Comprehensive Plan.

In that the Citizen Involvement Advisory Committee and the Planning Commission have not fully approved the Plan at this date, then final approval of the amendments by the Newberg City Council would be premature. Therefore, the hearing scheduled before the Newberg City Council on March 23, 1981 should be used as an informational session and a question and answer period relating to the proposed amendments and the processing schedule for acknowledgement of the plan. Some additional minor corrections or additions may be proposed by the coordinating agencies prior to submission to the Council for final approval. It is not anticipated that any proposed amendments would significantly alter the general intent of the proposed amendments as attached.

The first two pages of the document relate to the General Hazard and Flood Hazard Sub-District overlays found on the Comprehensive Plan. Primary changes within this sub-district ordinance would be to essentially eliminate development beyond a 20% break in slope line associated with the top banks of the drainageways, with the exception that a daylight basement may be placed within this area. The purpose for these amendments is to insure the preservation of adequate wildlife habitat and to maintain the drainageways in a largely open character. The second two pages are titled "For Compliance With Goal 6". Goal 6 relates to air, water and land resource quality. The State LCDC found that the City had not completed a noise pollution inventory and required a change in policy which is identified as Policy No. 1 on said pages to indicate that the City shall (Rather than Should) meet State and Federal environmental standards. The Inventory essentially identifies that all areas associated with commercial and industrial zones can be expected to have some noise pollution potential subject to the requirements and controls of the Oregon Department of Environmental Quality.

Page 2

Comp. Plan Amendments

The next six pages, which include a map, are an attempt to identify why the Urban Growth Boundary line was placed where it was. The next page identifies the criteria used for establishing vacant buildable lands within the Urban Growth Boundary. The pages numbered 29 - 37 are replacement pages to the summary of the Newberg Comprehensive Plan. These replacement pages include the population projection of 27,000 people and the general analysis of the land use designations within the Plan. The remaining pages are replacements to the Inventory of Natural and Cultural Resources (the big blue book). The pages are numbered for replacement and the items listed within this material relate to a general summary, housing, economy, parks, schools, industry and the general land use conclusions and acreage needs for the community.

2

General Provisions: Special Permit Requirements
For General Hazard Sub-District

562 Purpose. These provisions are designed to implement the intent and purpose of the Newberg Comprehensive Plan; to promote the preservation and protection of those lands identified by the Plan under the classification of "Open Space"; and to provide for the proper and appropriate development requirements immediately adjacent to these areas.

564 Procedure Established. In addition to the building permit requirements and operating procedures established and approved by the City, no building permitted in the General Hazard sub-district shall hereafter be located, moved, erected or constructed in any General Hazard sub-district until a special building permit therefore has been obtained from the designated City official.

566 Requirements for Permit Issuance.

1. In order to ensure that adequate and appropriate lands are left in permanent open space, development of a structure must be located at a higher elevation than a line identified as the 20% break in slope, with the exception of a daylight basement. The 20% break in slope line is determined by identifying that point at which the slope into the drainage ways equals 20% at its highest elevation within the General Hazard boundaries.
2. Special building permits shall be issued by the City when the City has determined that:
 - A. Such development is in conformance with Subsection 1 above.
 - B. The proposed building site is not within the flood-way or flood-way fringe as determined by U.S. Army Corp. of Engineer maps. When such maps are not available, The City shall not authorize development within these areas without substantial evidence identifying the site as not being within a potential flood-way fringe as may be approved by the Newberg Engineering and Planning Departments.
 - C. The proposed building site will not, during a potential earthquake or landslide, result in serious danger or injury to property or the health, safety or welfare of residents or future residents of the immediate area.
 - D. No improvements are proposed that will have the tendency to increase the danger of erosion or landslide activity, or later the course and/or height of the water generated during a flood.
 - E. An engineering study shall be required when any development of a building is to take place at an elevation which is lower than the 20% slope line or in any other area which will affect the banks of the drainageway.
 - F. Special requirements are attached to the building permits to assure that the conditions and purpose of this section will be met.

2

General Provisions: Flood Hazard Sub-Districts

552 Purpose. The purpose of this subdistrict is to ensure that no development occurs within those areas identified as lying within the 100 year flood-way or the flood-way fringe, and to insure the public health, safety and general welfare of the residents or future residents of the community. The parameters of the Flood Hazard sub-district would include all areas identified as a flood-way or a flood-way fringe on U. S. Army Corp. of Engineers flood map data. Where such data is not available, the Flood Hazard sub-district shall include all lands within a 10 foot elevation to the normal mean high water level of any water-way.

554 Special Conditions.

1. No improvements shall take place within the Flood Hazard sub-district that will have a tendency to change the flow of surface water during future flooding so as to endanger the health, safety and welfare of residents or property in the area.
2. No residential, commercial or industrial structure shall be located within the Flood Hazard sub-district.
3. No sub-surface sewage disposal system for a proposed building will be permitted which may cause a general hazard to the health, safety and welfare of residents or future residents of an area during times of flooding.
4. The finished floor elevation of any structure designed for occupancy shall be at least 1 foot above that elevation established as the flood-way fringe.
5. Dead-end access shall not be permitted within the Flood Hazard sub-district where such access is used as the principle means for getting to or from a place of occupancy.

FOR COMPLIANCE WITH GOAL #6
(Amendment to the General Policies under the Urban
Design Section, P. 16 of the Newberg Comprehensive Plan.)

Policies.

1. The City shall meet State and Federal environmental standards.
2. The threat of excessive noise will be considered when reviewing land use requests. In addition, any new commercial and industrial developments shall conform to DEQ noise pollution standards.

Noise Pollution.

Noise pollution is not considered to be a substantial problem within the Newberg Urban Area. Very few complaints are received annually regarding noise problems. Complaints about noise pollution problems can be directed to the City Planning Department, City or County Police Department or to the State Department of Environmental Quality. Excessive noise pollution problems are enforceable through the State Department of Environmental Quality noise pollution standards.

Noise Pollution Inventory.

A noise pollution inventory was prepared as part of the Newberg Comprehensive Plan. The inventory of noise pollution sources is necessary in order to identify the locations of noise pollution sources within the Urban Growth Boundary.

The inventory was prepared with data assistance from the Department of Environmental Quality and was developed utilizing the following criteria:

1. It is expected that all areas within Industrial Designations will have noise levels within those limits permitted by the Department of Environmental Quality. These areas are considered to be desirable locations for the type of activities associated with industrial uses. Although these areas may emit noise pollution, they are not considered to be undesirable provided the noise levels stay within those limits permitted by the Department of Environmental Quality. For these reasons, all areas identified by the Comprehensive Plan as industrial can be considered as potential noise pollution sources, even though no noise pollution conflict has been determined to exist at the present time.
2. All major transportation arterial streets and railroad right-of-ways were considered sources of noise pollution because of heavy commuting traffic, truck traffic or railway traffic. For these reasons, the following areas are considered sources of noise pollution:

- (1) Highway 99W
- (2) College Street (Hillsboro Highway)
- (3) St. Paul Highway
- (4) Southern Pacific Railroad
- (5) Industrial Railroad spur located on Blaine Street.

3. All non-conforming uses and structures were reviewed to determine if complaints had been registered through the City or the Department of Environmental Quality. It was found that no formal complaints had been received regarding these uses and thereby determined that no noise pollution conflicts exist.

4. The Sportsman Airport, which is a small airport designed to accommodate private propeller-driven aircraft and Western Helicopters Heliport was also reviewed for potential noise pollution. It was determined that the lands surrounding these uses are not considered to be noise sensitive areas, as the airport and heliport are located adjacent to the St. Paul Highway, industrially designated vacant lands and a riparian vegetative cover which corresponds to the City's Open Space overlay designation. Further, the approach zones for these two uses are predominantly over commercial or industrial areas which are considered to have a compatible noise pollution potential. No significant noise pollution conflict has been determined to exist relating to these uses.

The regulation of noise pollution sources is implemented by the Department of Environmental Quality.

URBAN GROWTH BOUNDARY LOCATIONAL FACTORS

The purpose of this section is to provide a detailed physical description and analysis of the location of the Newberg Urban Growth Boundary (UGB) as these factors influenced conclusions to include or exclude specific areas within the Boundary as drawn. A primary factor in the location of the UGB is recognition of prime agricultural lands as an important resource in the Newberg area. However, because nearly all areas available for urbanization are located on Class II soils, which are relatively flat, stable, well-drained and having few development limitations, it is unavoidable that some Class II acreages will necessarily be converted to urban uses. The remaining areas consist of Class III through Class VI soils and are found either along waterways where drainage is a major problem, or on terrace escarpments where excessive slopes and unstable soils pose erosion and slide hazards. Consequently, the agricultural potential of available land in the Newberg urban area is not as useful a factor in proposing locations for the UGB as might be the case in other cities.

Instead, a number of other locational factors were applied in order to determine appropriate locations for Newberg's UGB. Among these were topographical features such as waterways that pose natural barriers to urban expansion, contour lines that limit feasible extensions of sewer and water facilities, areas already annexed or otherwise committed to urban development, size of parcels of land, presence of health hazards such as septic failures that should be corrected by sewer extensions, open space and scenic/recreational resources, requests of property owners to be excluded from the urban area, and efficiency of providing City services to surrounding areas. The following information, therefore, describes the detailed characteristics of particular areas adjacent to identified segments of the UGB in terms of existing land use and the above factors. The information provided pretains only to portions of the boundary in order to explain in greater detail the logic of the boundary's location in specific areas. A more general analysis of the need for total amounts of land needed in the urban expansion is found in other parts of the Newberg Comprehensive Plan document. The information is presented according to numbered boundary segments corresponding to those shown in clockwise order on the accompanying map.

Boundary Segment No. 1 begins at a point near the old Wyooski Street Bridge and follows the Yamhill County side of the Willamette River west to its conjunction with Chehalem Creek, thence northwest along Chehalem Creek to a point which touches the incorporated City Limits. The Willamette River/Chehalem Creek boundary segment coincides with the natural barrier presented by the two waterways, and further provides a limitation of the extension of municipal sewer and water lines. The incorporated City Limits are very close to Chehalem Creek

so all lands between the City Limits and the drainageway were incorporated into the Urban Growth Boundary. In addition, much of the land within the drainageway and also adjacent to the Willamette River are within a General Hazard or Flood Hazard district which has restricted building requirements. The area between the Willamette River and the City Limits consists of industrially zoned areas some of which lie partly within Flood Hazard areas and the Willamette River Greenway. The Newberg landfill, the municipal sewage treatment plant, boat ramp, water treatment facility, and Publisher's Paper manufacturing plant all lie within this area. The lands which lie between the City Limits and the Willamette River which are zoned industrial are for the most part developed, as can be indicated by noting the number of industrial uses found within the area, and was therefore considered to be committed to urban development or developed lands which were thus included into the Urban Growth Boundary.

Boundary Segment No. 2 coincides with the Newberg City Limits and lies along the crest of a tributary feeding to Chehalem Creek. This portion of the boundary segment would extend to the Yamhill Highway No. 151. The City chose to consider no further expansions of the boundary in this location as the drainageway includes relatively steep slopes which constitute a natural barrier and preclude expansion of urban development to the west.

Boundary Segment No. 3 coincides with property boundaries which bisect an area lying between Main Street and Chehalem Drive, to a point where it intersects Crater Lane. The boundary then follows Crater Lane to a point near its terminus. The City found that those areas lying within the boundary at that location were in an in-fill type of development process. The City had recently installed a main line sewer system within the area through a local improvement district and development was rapidly taking place. The line that was ultimately drawn at this location divides those areas which were expected to be developed through in-fill processes relating to the sewer from rural tracts of land which gain their primary access from Chehalem Drive. The boundary will also establish a line which will provide a clear identification of the City in this location. The Urban Growth Boundary at this location does intersect with the Newberg City Limits in several areas. All lands within the area can be served by municipal services which are currently developed or are located within reasonably close proximity to those lands expected for further in-filling. These lands which are within the in-fill development are predominantly low density residential in character.

Boundary Segment No. 4 includes two parcels; one containing approximately 5 acres, the other containing approximately 19 acres. Both of these properties were included upon request of the property owners or purchasers. The smaller parcel was included primarily because sewer and water services were available and were developed abutting the subject property. The larger parcel was included specifically for the purpose of providing a site location for an elementary school. The specific site underwent extensive discussion relating to its location and it is found by the City that the site is an appropriate location to provide generalized district needs for serving student populations within eastern Yamhill County locations.

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Boundary Segment No. 5 includes property which all lie within an area which can and is being served by a main line municipal sewer system. The sewer system currently extends to this tract of land and is designed to adequately accommodate any anticipated development thereon. A developing urban density residential development is currently taking place abutting this tract of land. Those lands lying between the established Urban Growth Boundary and Chehalem Drive to the west and North Valley Road to the north were excluded during the initial review of the Urban Growth Boundary, by request of the property owners.

Boundary Segment No. 6 follows North Valley Road northeasterly to the intersection of Highway 140, thence south for a distance of approximately 1300 ft. to a point on Highway 140. This segment of the boundary includes an area which was developed in the County many years ago and consists of a platted subdivision and other tracts of land which provide locations for residential homes. The tracts of land in this area vary in size from approximately $\frac{1}{2}$ acre to $2\frac{1}{2}$ acres. This area is currently served with City water. Sewer disposal is by septic tanks. Septic tank failures within the Newberg area have been relatively high; this tract of land was therefore included to the Urban Growth Boundary anticipating that municipal sewer may be necessary to alleviate a potential health hazard at some later date. The boundary was drawn along existing major roadways which provide a natural barrier for the extension of services and urban development.

Boundary Segment No. 7 begins at a point on Highway 140 and follows a property line east to County Road 57, the boundary then follows the county road southeasterly to a point where the road turns directly south. This section of the boundary for the most part follows a 300 ft. contour elevation which was picked as an elevation which can be adequately served by municipal water. The City water storage facilities are located north of this area at an elevation of approximately 350 ft. Therefore, all lands within reasonably close proximity lying below a 300 ft. elevation can be supplied municipal water without pumping. In addition, the boundary segment primarily follows a County roadway. By following a County roadway, access may easily be provided when development occurs in this area which will guarantee good east-west traffic flow. It will be necessary to provide access from County Road 57 as this will interconnect the transportation network within this area and provide for adequate emergency vehicular service to proposed residential developments which are anticipated to occur within this area over the next 20 year period. Lands lying within the boundary at this location range from relatively flat to rolling hillsides that vary in slope from 0 to approximately 15% in certain locations. Lands lying to the north of this portion of the boundary segment are characterized by rolling to steep topography. The line is considered to be located near the base of the foothills to Chehalem Mountain. In this location, County Road 57 was found to be the most predominant feature which could generally be used for dividing urban and urbanizable lands from rural and agricultural tracts.

Boundary Segment No. 8 continues north and east to a point on Zimri Road and includes an area already committed for low density residential uses. This area was platted through development within the County as a subdivision known as Bryce Acres which contains residential housing tracts ranging in size from approximately $\frac{1}{2}$ to 2 acres. Most of these parcels currently have residences located thereon and for those reasons the City found that these lands were committed to urban development because of the close proximity to existing urban areas and because of the densities of development occurring at that location.

Boundary Segment No. 9 begins at a point on Zimri Road and follows property lines easterly to County Road 55 near its intersection with the Southern Pacific railroad tracks. The boundary was drawn in this location as those lands lying within the boundary again fall within the 300 foot contour elevation and can be serviced reasonably with municipal water. In addition, the boundary was specifically being directed toward the intersection of County Road 55 and the Southern Pacific railroad tracks in order to stay within a general water drainage basin. A tributary to Springbrook Creek is located near that location. The City was attempting to maintain the boundary locations within centralized drainage basins wherever possible.

Boundary Segment No. 10 continues from the intersection of County Road 55 with the Southern Pacific railroad tracks along County Road 54 which runs easterly for approximately 600 feet and thence southerly for a distance of approximately 1600 feet. From that location the boundary follows property lines southerly across State Highway 99W and thence around a large parcel containing over 300 acres under a single ownership to a point being approximately 600 feet east of the intersection of Springbrook Street. With the exception of two parcels containing a total acreage of approximately 7 acres, all lands lying within this boundary segment are currently within the Newberg City Limits. These lands are committed to urban development as they currently lie within the Newberg City Limits and are located within areas which have been designed or are expected to be served by municipal services.

Boundary Segment No. 11 runs from a point being 600 feet east of Springbrook Street on Fernwood Road to the intersection of the St. Paul Highway and County Road 48. The boundary was drawn in this location rather than along Springbrook Street in order to allow for development to occur on both sides of Springbrook Street. The UGB was drawn 600 feet east of Springbrook Street in order to provide reasonable flexibility for utilizing design and development standards within the area. By locating the boundary in this location, it will allow development to occur on both sides of Springbrook Street which will facilitate the development of the currently sub-standard road system. Springbrook Street now serves as a truck route serving the industrial area and also provides a by-pass of the Newberg area when traveling from St. Paul toward the Portland area. This roadway is proposed to be developed to a minor arterial status some time in the future. By allowing development to occur on both sides it is expected that the City will require developers, through individual development processes, to either construct portions of the roadway, or participate in the development of that roadway through a local

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improvement district. It would otherwise be very difficult for the City of Newberg to develop this roadway to a minor arterial standard without property owner participation because of the cost involved. Additional lands in this location were not included into the Urban Growth Boundary as a need was not demonstrated at the time the boundary was initially drawn.

Boundary Segment No. 12 extends from the intersection of County Road 48 in the St. Paul Highway along County Road 47 to the point of beginning which is located at the old Wynooski Street Bridge. Again, the boundary line follows a natural roadway system currently developed within the area. Lands lying north of the roadway are designated industrial and vary in size. The Newberg Sportsman Airpark, a private facility is located within the immediate vicinity north of this boundary. In addition, the boundary incorporates most of the property currently under the ownership of Publisher's Paper which is an industrial paper processing plant and considered to be a major employer to the Newberg area residents. Much of the lands within this portion of the boundary are currently committed or developed in industrial uses. Sewer and water facilities are either developed or expected to be extended to these lands within the next 20 year period. A major water transmission line is proposed to be developed along Boundary Segment No. 12 and then following Springbrook Road to its intersection with a main line water system located near the intersection of Springbrook and Fernwood Road. This water system will provide a major circulation network and will greatly increase the efficiency of the City's water system once developed. Again, additional lands lying to the south were not included into the boundary as a need had not been identified for such lands at the time the boundary was initially drawn. In addition, those properties lying south of this boundary segment are more conducive to rural development as the Hess Creek drainage system with its tributaries meanders in and about this area to a large degree making development more difficult.

VACANT LAND INVENTORY

A vacant land inventory was prepared as part of the Newberg Comprehensive Plan. An inventory of vacant land was necessary in order to determine whether adequate amounts of suitable vacant land was provided in each identified land use to accomodate projected needs to the year 2000. The following factors were utilized in determining what lands were not suitable, available and vacant:

1. All lands above 20% slope
2. All street and railroad right-of-ways
3. Public land
4. Watercourses
5. Parcels with less than twice the minimum lot size, having generally sound structures situated thereon
6. Parcels that, because of odd shape, topography, irregular placement of buildings or limited accessability, could not be readily developed if urban services were available
7. Cemeteries
8. Developed portions of the Sportsman Airport
9. Parking lots

The vacant land inventory is plotted on 1974 Aerial Survey Topographical maps. Most of the maps used are quarter section maps at a scale of 1" = 200'. The vacant land inventory was prepared utilizing the above referenced criteria, then checked in the field for accuracy. By verifying the inventory through a visual land survey of all properties within the Urban Growth Boundary, it was possible to ensure that the vacant lands identified were actually vacant and suitable for building.

PLAN DESCRIPTION

INTRODUCTION

In addition to the overall goals and policies listed within this Comprehensive Plan, there is included a land use map which ties uses and densities to more specific locations. The Land Use Plan is designed to provide adequate land for residential, commercial, industrial and other uses for a projected population of 27,000 people by the year 2000. As can be noted in the Inventory of Natural and Cultural Resources, a deficiency currently exists within the Comprehensive Plan of approximately 200 acres. This land, when incorporated, will be designated low density residential and will accommodate residential, parks and school facility needs. The deficiency is not projected to affect the availability of vacant developable lands until 1995. With this exception, the adopted Urban Growth Boundary defines the plan area and is intended to accommodate future urban land use needs over the 20 year period. The deficiencies noted in the low density residential designation are intended to be incorporated in the first Comprehensive Plan update scheduled by the City of Newberg. With the availability of the 1980 Census data, the City of Newberg will begin reviewing material related to an update of this Comprehensive Plan.

URBAN GROWTH BOUNDARY

The Urban Growth Boundary was established to separate urban and urbanizable areas from lands which are to remain in rural uses through the year 2000. In the Comprehensive Plan, the Boundary contains approximately 3,952 acres as compared with the current City area of approximately 2,450 acres. 1,622 acres have been identified as being vacant and buildable. These lands will satisfy the anticipated development needs of the City through the year 2000.

The Boundary was adopted based on anticipated needs for housing, employment and livability. In accordance with Statewide planning goals, the Boundary is designed to accommodate the projected population of 27,000 people, to allow for the orderly and economic provision of public facilities and services, and to provide for maximum efficiency of land uses both within and on the fringe of the existing urban area. The Boundary also considered environmental, energy, economic and social consequences as well as compatibility of proposed urban uses with nearby agricultural activities.

Overall, the Boundary was based primarily upon a service area concept. While providing adequate space for anticipated land use needs, nearly all of the land within the adopted Boundary is within the drainage basin of the existing sewer treatment plant. Expansion in areas to the east or west of the adopted Boundary would require pumping facilities, unless an alternate sewage treatment facility were designed within another drainage basin.

LAND USE NEEDS

Probably the most important consideration in the design of the Boundary was the provision of adequate land to meet future land use needs. Needs in Newberg were determined by using various methods. Residential land use needs were projected using existing densities and trending the housing mix ratios. The housing mix ratios used reflect the trending showing a decrease in single family housing and an increase in the proportion of multi-family and mobile home units. Industrial and commercial land use needs were based primarily upon percent of economic growth as it relates to employees per acre. The acres supplied for industrial and commercial uses will be adequate to implement the City's long-range policy of encouraging industrial development and economic independence. Park land needs were calculated using suggested park guidelines from the Chehalem Park and Recreation District and the National Recreation and Park Association. These guidelines suggest standards for providing recreational acreages based upon population. Public/Quasi-Public land use needs were determined without the use of ratios. Instead, additionally needed school site acreages were added to existing public/quasi-public lands.

Based upon an expected population of 27,000 by the year 2000, the land use needs for this planning period were generally calculated as follows:

CITY OF NEWBERG YEAR 2000 LAND USE NEEDS

<u>Use</u>	<u>Land Use Needs</u>	<u>Land Available in UGB</u>
Residential	2,275	2,194
Commercial	324	324
Industrial	709	709
Public	288	218
Parks	100	45
Unbuildable	462	462
Total	4,158	3,952

The above table shows that by the year 2000, 4,158 acres may be required for urban uses. Since 3,952 acres are presently included within the Newberg Urban Growth Boundary, about 200 acres may be needed to be added at some future time, depending upon trends of urban growth. Based upon the projections identified within the Plan, the deficiency of low density residential designated land should not affect the land use needs for the Newberg urban area until sometime after 1995.

It should be noted that there are approximately 462 acres of land which are considered unbuildable due to steep slopes, unstable soils, flood hazards, or other natural conditions. These lands are most suitable for light agricultural or open space uses and are implemented by the General Hazard or Flood Hazard sub-district zoning designations.

PLAN CONCEPT

The Land Use Plan map relates closely to goals, policies and projected needs. Also, carefully considered were existing land uses as well as land use designations under the 1973 Comprehensive Plan. The resulting Plan is based on the concept of maintaining a strong central core while providing smaller neighborhood commercial centers. In general, high and medium density residential areas are clustered around these commercial areas and along arterials. Lower density residential areas are generally to the north and in peripheral locations.

The floodplains and drainageways provide a basic framework for Newberg's open space. Parks and future sites have been located at scattered locations throughout the planning area. In this way all residential areas can be adequately served by neighborhood parks. Other future park locations will be defined as the need arises.

PLAN CLASSIFICATIONS

For the purpose of evaluating and eventually implementing the proposed Land Use Plan, descriptions of land use classifications are essential. Explanations of the various map designations are as follows:

Mixed Use

The objective of this land use designation is to provide a compatible mixture of commercial, office-employment and higher density residential uses. Commercial uses in the mixed use area are intended to include neighborhood convenience types of uses. Such uses may include convenience retail businesses, retail food establishments, personal service establishments, institutional uses and professional offices. Office employment uses may include office buildings, banks, theaters, and other similar types of facilities. Residential uses will be primarily multi-plexes and low or medium rise multi-family dwellings. Light industrial uses which are compatible with the general character of the area may also be permitted.

Due to the unique location of this area, development should not be limited to a single type of use. Instead, this designation provides flexibility for the development of the area and recognizes that certain commercial, residential and industrial activities can be located together without conflicts. Proposals for the mixed use area should be consistent with the availability of services and should not adversely impact existing or potential development of adjacent lands.

Residential Land Use

Residential land is divided into three separate categories. Density rather than housing type is the most important development criteria which is used to classify different types of residential areas on the Plan. Generally, housing types are not limited in any area provided the proper density is maintained by adequate open area. At this time, mobile home parks and mobile home subdivisions are permitted outright in the medium density residential zoning designation. They are also permitted in the community commercial district under a conditional use permit. As needs can be further defined, mobile homes as well as other innovative types of housing may be permitted in other designations provided proper design controls and standards can be made to reduce any potential conflicts.

The following is a summary of the three residential land use categories.

Low Density Residential

The objective of this land use designation is to provide a wide range of housing types and styles, while allowing for up to an overall density of 4.4 units to the acre:

Typical housing types will include single-family attached and detached housing. Cluster areas within Planned Unit Developments or condominiums will include adequate open areas to maintain the low overall density of this classification.

Services shall include improved streets, underground utilities*, street lighting, sidewalks, and in some cases, bikeways.

Medium Density Residential

The objective of this land use designation is to provide a wide range of housing types and styles while maintaining an overall density of 8.8 units to the acre.

* Except electrical transmission lines.

Typical housing types will include single-family housing on small lots, attached or detached single-family or duplex units and tri- or four-plexes where adequate open areas exist and where the overall density is maintained. Cluster developments will be permitted when consistent with surrounding development patterns and where the density is within the limits of this classification.

Service shall include improved streets, underground utilities*, street lighting, sidewalks and, in some cases, bikeways.

High Density Residential

The objective of this land use designation is to provide multi-family housing of different types while maintaining an overall density of 21.8 units to the acre.

Typical housing types will include apartments, townhouses, and a variety of cluster developments. Density may vary within this classification depending on lot sizes, off-street parking and other site constraints.

Services shall include improved streets, underground utilities*, street lighting, sidewalks, and in some cases, bikeways.

Commercial Land Use

The objective of this land use designation is to provide for a wide variety of commercial activities including offices, retail sales, and services.

There are several areas designated for commercial use. The downtown core area is recognized as the Central Business District of Newberg. This area should remain as a stable commercial area and a primary location for offices and retail sales.

The area along Highway 99W east of the Central Business District is recognized as a potential commercial growth area. This area will serve primarily as a service type commercial area providing for shopping centers, restaurants, motels and other services.

Some neighborhood commercial areas are proposed on the Land Use Plan. These areas should provide convenience sales or services to the neighborhood in which they are located. The services provided should be at a scale consistent with the needs of the neighborhood and should be so designed as to be compatible with the general character of the area.

*Except electrical transmission lines.

Open Space

Open space lands are primarily areas in floodplains and drainageways which, due to natural limitations, are to be preserved in a largely open character. These lands form the basic open space framework for the community and may be augmented over time with other parcels of land possessing desirable natural and locational qualities. Boundaries of designated open space areas are defined as those lands below a 20% break in slope along the drainageways found within the Newberg urban area as well as some lands which have been identified as being generally hazardous due to geologic or soil conditions. Ownership of these lands may be public, private or a combination of these two.

Parks

Park lands are publicly-owned or leased open areas which provide recreational or other types of leisure-oriented opportunities. Boundaries of these areas are specifically defined on the Plan map. These areas shall be located throughout the planning area in order to minimize travel distances to recreation opportunities.

Future Park Site

The purpose of this designation is to provide the Parks District and/or the City of Newberg with a first option to buy part or all of the indicated areas.

Approximate Future Park and School Sites

The approximate future park and school site symbols indicate general locations of needed new facilities. Specific sites are not delineated due to financial constraints and, in some cases, to the lack of immediacy in the need for the facilities. As these projects become more feasible, symbols may be removed and specific future park or school sites may be added to the Land Use Plan map as needs become apparent.

Wherever possible, future school sites should be located adjacent to existing or future park sites.

Public/Quasi-Public

The public/quasi-public designation may be used to indicate the location of schools, public and private; airports; hospitals; cemeteries; government centers and other non-park facilities serving major community functions.

Except in cases where specific new sites are known, only existing public/quasi-public uses shall be shown on the Land Use Plan map.* In general, these areas will expand into adjacent areas of other uses when the need arises.

Industrial Use Areas

The objective of this land use designation is to provide land for a variety of light industrial, heavy industrial and industrial park areas.

Heavy industrial users should be located in the area near Publisher's Paper, an existing pulp and paper mill. Other designated areas should be developed to light industry or industrial park type uses.

In industrial areas, uses other than industrial may be permitted by conditional use permit only.

Commercial/Medium-High Density Center At Mountainview Road and College Street

Although specific boundaries for uses in this center are indicated on the Land Use Plan map, designations in the area are intended to indicate approximate acreages rather than exact locations of these areas. Accordingly, the center is meant to include approximately 2.3 acres of commercial land, two acres of high density residential land, and ten acres of medium density land in any type of well-designed land use pattern. Commercial uses in this area shall be limited to neighborhood convenience types of activities and commercial development shall not be permitted until transportation provisions are adequate. Such

* A Comprehensive Plan amendment to designate the civic center site shall be heard in conjunction with a review of the consultant's report on site selection.

provisions shall include the completion of the Mountainview arterial from Springbrook to College Street and the installation of proper traffic controls.

Commercial/Industrial/Medium Density Area
South of 99W and East of Springbrook
(Tax Lots 3221-100 and 3216-2000)

The unusually large size of these parcels provides a special opportunity for a flexible development pattern. As a result, the location of designated uses in this area are not intended to be specific. Percentages of indicated land uses, however, should remain the same. These percentages should be approximately as follows:

Industrial	52%
Commercial	8%
Medium Density Residential	14%
Single Family	26%

PROVISION FOR FUTURE NEEDS

For all types of land uses, including unbuildable land, land use requirements have been projected and summarized according to five-year intervals for comparison with current population projections and for further monitoring of development trends and population growth.

LAND USE REQUIREMENTS
1985 - 2000

Use	1980	1985	1990	1995	2000	Available
Residential	1,208	1,415	1,658	1,942	2,275	2,194
Commercial	207	232	259	290	324	324
Industrial	264	338	433	554	709	709
Public	172	196	223	253	288	218
Parks	19	29	44	66	100	45
Unbuildable	<u>462</u>	<u>462</u>	<u>462</u>	<u>462</u>	<u>462</u>	<u>462</u>
TOTAL	2,332	2,672	3,079	3,567	4,158	3,952

The above table shows that by the year 2000, 4,158 acres may be required for urban uses. Since 3,952 acres are presently included within the Newberg urban growth boundary, about 200 acres may need to be added at some future time, depending on trends of urban growth.

In the Comprehensive Plan, less park and public quasi-public lands have been provided than are needed. In both cases, the acreage provided consists largely of areas already in these uses.

Additional lands are intended to be transferred from residential areas as needs for specific sites become apparent.

Overall the Newberg Comprehensive Plan is well balanced in the lands that are provided for all land use categories with the exception of the deficiency found in the low density residential designation. It is expected that this deficiency will not have an adverse affect upon the statewide planning goals or development utilizing the Newberg Comprehensive Plan until after 1995. Well in advance of 1995 several Comprehensive Plan updates are scheduled, the first of which will incorporate the deficiencies noted herein.

SUMMARY

The Comprehensive Plan provides the basis for making land use related decisions through the year 2000. The goals included in the Plan describe long-range community objectives, while related policies clarify in greater detail the intent of the Plan and directions for future planning decisions and activities. The Plan map with its related text indicates the geographic locations of different land uses and densities. Given current projections, the mapped land use pattern should be adequate to provide for land use needs through the year 2000. In order for the Comprehensive Plan to continue to provide reliable guidance, the Plan, its subsections and the implementing ordinances will be reviewed continually and revised as needed. Every three years a major review will take place, examining local concerns and other planning information, to determine whether revisions of the Plan, its subsections, the Urban Growth Boundary or the implementing ordinances will be necessary.

The Comprehensive Plan is intended to be flexible enough to meet changing needs. At the same time, it must be stable enough to provide reliable guidance. Overall, the Plan will provide for the continued development of Newberg as a healthy, well-balanced community offering a high quality of life.

SUMMARY

The following general summary capsulizes the major findings of the Natural and Cultural Resources Inventory. Details and additional information relative to each topic can be found in the balance of this report.

CITIZEN INVOLVEMENT

In Newberg, the Citizen Involvement Advisory Committee makes recommendations to the Planning Commission and City Council on long-range planning concerns. The Committee also annually evaluates the effectiveness of citizen participation in the planning process.

Other methods for encouraging citizen representation in planning decisions include publicity of planning issues and proposals; the holding of well-advertised public meetings and the distributions of community questionnaires.

AGRICULTURAL LANDS

The City of Newberg is generally situated on Class II agricultural land.

Currently, 20% of the land within the City is being used for agricultural purposes.

Future growth of the City will, out of necessity, occur on prime agricultural soils within the designated Urban Growth Boundary. Wasteful land use practices, however, should be discouraged.

FOREST LANDS

Within the planning area, there are approximately 108 acres of wooded area. This is 3% of the planning area.

Currently, there are no areas of commercially harvestable timber within the planning area. At the same time, wooded areas provide open space, serve as habitats for wildlife, help buffer incompatible uses, and protect the watershed area.

MINERAL AND AGGREGATE RESOURCES

There are no mineral or aggregate resource deposits identified within the Newberg planning area.

Regionally, aggregate resource deposits are located near Dundee, in the Chehalem Mountains, and in portions of the Willamette River in Yamhill County.

FISH AND WILDLIFE

The Newberg planning area is the habitat for a variety of mammals, birds, amphibians and reptiles.

There are no known fish or wildlife on the threatened or endangered species list in the area. There are, however, nine species of undetermined or possibly endangered status.

The Hess Creek drainageway, Chehalem Creek drainageway, and the floodplains of the Willamette River have been identified as fish and wildlife habitats.

WATER RESOURCES

Within the planning area no wetlands have been identified.

City of Newberg water comes primarily from springs on the southwest flank of the Chehalem Mountains from the Columbia River Basalt formation. Wells in young alluvium formations on the other side of the Willamette River serve as additional water sources.

Local water quality is currently within acceptable limits established by EPA and DEQ.

Major drainageways of the Newberg area are Hess, Chehalem and Springbrook Creeks.

AREAS SUBJECT TO HAZARDS AND NATURAL DISASTERS

The 100-year flood for the Willamette River in the Newberg area is projected at a flow of 285,000 cubic feet per second and an elevation of 90 to 92 feet.

Erosion and landslide activity in the planning area is primarily associated with the banks of the Willamette River and with drainageway escarpment lands where the slopes are 20% or greater.

A small geological fault area exists along the eastern edge of the planning area.

OPEN SPACE, NATURAL, SCENIC, HISTORIC AND RECREATIONAL RESOURCES

Fifty-seven percent of the land area within the Urban Growth Boundary is currently in an open space/vacant category.

Approximately 11% of the area within the Urban Growth Boundary can be classified as non-buildable because of flood hazards, severe slope, wet or unstable soil.

One site and ten structures in Newberg have been designated by the State Historical Society as having historic significance.

Within the Newberg area there are six developed recreation facilities ranging in size from 2.1 acres to 12.4 acres. In addition, there are a number of undeveloped park sites and regional facilities available.

Park service areas are becoming increasingly over-extended in the north portion of the planning area. Also, by 1985 existing park space will be inadequate.

THE ECONOMY

Population within the Newberg planning area is projected to reach 27,000 by the year 2000.

Future growth in the Newberg area is projected to increase the percentage of people in their 20's and 30's.

Incomes in the Newberg area have ranged slightly below the state median through 1970.

Newberg's economy is expected to continue its steady growth.

In the past eight years, industrial employment has more than tripled.

It is projected that retail sales will continue to increase as growth occurs in the community.

HOUSING

From 1973 to 1977 the percentage of single-family dwelling units in the area declined while mobile homes and multi-family units showed a gain.

A projected 6,450 dwelling units will have to be added to the area's housing inventory by the year 2000 to accommodate projected new households.

TRANSPORTATION

The modes of travel available to and from Newberg include a U. S. Highway, rail, river travel and an airport. Present travel is primarily by motor vehicles.

Within Newberg, automobiles and trucks are again the main modes of transportation. At the same time, bicycles, pedestrians, vans and taxis provide local mobility and may become increasingly important in coming years.

PUBLIC FACILITIES AND SERVICES

Schools

In 1976, the Newberg School District operated seven schools with an enrollment of 3,345 students.

Assuming that the community grows as projected, there will be a need for three new grade schools and a new junior/senior high school by the year 2000.

Water System

The City currently uses two water storage facilities with a total water storage capacity of 8 million gallons. The well fields found across the Willamette River provide an excellent source for additional water to meet the City's increasing demands.

Sewage Disposal

It is projected with improvements, Newberg's treatment plant will be able to serve a population of 16,000 to 20,000. The City will need to expand the sewer treatment facilities in order to meet expected needs.

Solid Waste Disposal

The City currently utilizes a privately-owned 42-acre site.

The site is estimated to have a life span of at least 42 more years.

Other Services

The City provides police and fire protection services. Both services will be requiring additional facilities before the year 2000.

The City has a range of additional services which include a library, a 53-bed hospital, and a human resources center.

ENERGY

By making much more efficient use of energy resources, it is estimated that energy consumption in Newberg could be reduced as much as 50% without noticeably changing the standard of living.

OVERALL LAND USE NEEDS

For all types of land uses, including unbuildable land, land use requirements have been projected and summarized according to five-year intervals for comparison with current population projections and for further monitoring of development trends and population growth.

LAND USE REQUIREMENTS 1985 - 2000

Use	1980	1985	1990	1995	2000	Available
Residential	1,208	1,415	1,658	1,942	2,275	2,194
Commercial	207	232	259	290	324	324
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Parks	19	29	44	66	100	45
Unbuildable	462	462	462	462	462	462
TOTAL	2,332	2,672	3,079	3,567	4,158	3,952

The above table shows that by the year 2000, 4,158 acres may be required for urban uses. Since 3,952 acres are presently included within the Newberg urban growth boundary, about 200 acres may need to be added at some future time, depending on trends of urban growth.

Looking to the future, the adequacy of the existing and planned parks can be compared with the projected population, and future park needs estimated. Regional parks, for which NRPA standards suggest 20 acres per 1,000 population may also be examined.

TABLE 10

Comparison of Park Acreages with Projected Population

Park Type	Existing Acreage	Standard*	1980 10,351	1990 18,200	2000 27,000	Needed Acreage
Neighborhood	21.3	2.5	2.1	1.2	0.8	46.2
Community	28.0	2.5	2.7	1.5	1.0	39.5
Regional	625.4	20.0	60.4	34.4	23.2	0
TOTAL						85.7

* In acres per 1,000 population, from NRPA's "National Park Recreation and Open Space Standards"

According to the table, Newberg's park lands of all types generally meet NRPA standards at the present time. By the year 1990, however, increasing population would render existing space in both neighborhood and community parks inadequate. By that year 24.2 additional acres of neighborhood parks and 17.5 acres of community parks would be needed to meet the standards. By the year 2000, these figures would rise to 46.2 and 39.5 acres, respectively, or 85.7 acres total.

The Comprehensive Plan Map currently designates 26.7 acres for future parks. Therefore, 11 additional total acres would be needed by the year 1990, and between 1990 and 2000, an additional 42 total acres would be needed for park uses. A total of 55 additional acres of park lands would be needed by the year 2000.

TABLE 11

POPULATION GROWTH RATES FOR SELECTED AREAS, 1950 - 1980

Area	1950	1960	%change	1970	%change	1980	%change
Newberg	3,946	4,204	6.5	6,507	54.8	10,351	59.1
Yamhill County	33,484	32,478	-3.1	40,213	23.8	55,230	37.3
Portland SMSA ^{1/}	704,829	821,897	16.7	1,009,129	22.8	1,290,062	27.9
State	1,521,341	1,768,687	16.3	2,091,385	18.2	2,632,663	25.9

1/ Standard Metropolitan Statistical Area

Source: U.S. Bureau of Census

Since 1960 the rates for Yamhill County and Newberg substantially increased while the rates of growth in the State and Portland SMSA remained somewhat constant. Between 1960 and 1970, Newberg grew by nearly 55 percent, which was more than double the growth rate of Yamhill County, and triple that of the State as a whole.

Between 1970 and 1980, the population of Newberg increased by over 59 percent, while other areas experienced corresponding increases in their rates of growth. The increase in the 1980 growth rate of the Portland SMSA, however, is due to the addition of Yamhill County to the area included in the SMSA in 1980.

Steadily increasing rates of growth in Newberg, Yamhill County, and Oregon have established trends of population change in these areas during the past twenty years. Projections of these trends are shown in the following table.

Future Growth Expectations

Projections of population growth in Newberg depend on historic trends of growth in the City as well as its share in the growth of the region as a whole. Unlike a prediction, a projection is an extension of identified trends which in turn is based on past experience. The above figures show that the population of both Newberg and Yamhill County has not only been growing substantially over the past twenty years, but at rates which have been increasing over time. For example, between 1960 and 1970, the population of Yamhill County increased at an average rate of nearly 2.2 percent per year, but between 1970 and 1980 this rate of growth increased to over 3.2 percent per year. The corresponding figures for Newberg are 4.5 and 4.7 percent, respectively. At the same time, Newberg has accounted for an increasing share of the total population in the County. In 1960, the population of Newberg was 12.9 percent of the County total. By 1970 Newberg's share increased to 16.2 percent, and by 1980 it was 18.7 percent. These trends are presumed to be well established and are expected to continue for the next twenty year period as shown by the following table:

TABLE 12
POPULATION PROJECTIONS, 1980 - 2000

Area	1980	1985	1990	1995	2000
Newberg	11,000	14,500	18,200	22,500	27,000
Dundee	1,230	1,480	1,720	1,970	2,215
McMinnville	14,800	17,900	21,600	26,000	31,500
Yamhill Co.	53,570	61,740	70,640	80,940	92,910

Source: Mid-Willamette Valley Council of Governments
Section "208" Water Quality Projections

The above projections are adopted as part of the regional master sewerage plan, and are used to estimate the capacity of waste water treatment facilities. The data indicates that the population of Newberg is expected to continue to grow at an average rate of 4.6 percent per year over the next twenty years, and account for about 29 percent of the total population in the County by the year 2000. The actual 1980 population of Newberg differs from the projection by 649, which is within 5.9 percent of the projected population. The 1980 census data for Dundee and McMinnville are 1,231 and 14,044 respectively. The 1980 County total differs from the projection by 1,660, which was only 3 percent of the projected population.

The findings presented in Table 21 anticipate that the population of Newberg will increase by about $2\frac{1}{2}$ times over the next 20 years. This is the same amount by which Newberg's population grew between 1960 and 1980. Consequently, the implication of such growth is that the necessary expansion of public facilities, services, housing, and economic activities, will be comparable to the changes that have occurred in Newberg's physical and economic environment since 1960.

There are three factors which could affect the growth patterns in Newberg. The first is an increase in employment opportunities in Newberg. While there is a strong desire in the community to see such an expansion, it is not anticipated that this will occur on a major scale. The second factor is the tendency of many Portland residents to move out of the metropolitan area. This factor has been one of the primary reasons for Newberg's growth and should continue to be important as the region develops. As more industries locate on the suburban fringes of Portland, commuting from Newberg will become increasingly desirable. On the other hand, the third factor is a gasoline shortage. It is anticipated that commuting will, in the long run, become more difficult and costly. Therefore, living in the outlying communities may eventually not be as attractive as it has been in the past.

Review and study of the past growth history of Newberg and the above factors has led to the conclusion that the projections are suitable for purposes of planning for adequate land use and public facilities needed to accomodate growth of the community over the next twenty years. Therefore, the expected future growth of the Newberg area is projected as follows:

1980	11,000
1985	14,500
1990	18,200
1995	22,500
2000	27,000

Age Characteristics

Agewise, Newberg's population has relatively low percentages of persons in the middle 30-59 working-aged brackets. In 1970, 33.4% of the State's population was between the ages of 30 and 59, while the comparable figure for Newberg was only 27.6%. Likewise, Newberg has a significantly higher percentage of elderly persons. In 1970, 7.2% of the statewide population was seventy or over, while 13.7% of the Newberg population was in this higher age category. Despite the high percentage of elderly persons in Newberg, however, the figure is quite comparable to other communities such as McMinnville and Dayton.

In terms of per capita as opposed to household incomes, the trend has also been a rapid increase. As indicated below, Newberg per capita or per person incomes rose 47.5% from 1969 to 1974.

ESTIMATED PER CAPITA MONEY INCOME
(Dollars)

	<u>1974</u>	<u>1972</u>	<u>1969</u>	<u>Percent Change 1969 to 1974</u>
Newberg	4,132	3,468	2,801	47.5

Source: U. S. Department of Commerce, Survey of Current Business

This increase is somewhat exaggerated in that it is not adjusted for inflated consumer prices. In terms of real per capita income or the actual increase in purchasing power per person, the growth in Oregon was 3.4% annually from 1970 to 1974. In the future, real per capita income is expected to initially increase by 4% annually from 1975 to 1980 due to the recovery from the 1974-75 recession. Thereafter, the growth rates are expected to fall to 2% from 1980 to 1985, to 1.7% from 1985 to 1990, and then rise to 1.8% from 1990 to 1995. ^{1/} Real income in Newberg then, can be expected to continue to increase but after 1980 at a slower rate than previously.

Employment

Originally, the Newberg economy was based primarily on agriculture. Eventually, the economy diversified to include forest products, food processing and, more recently, durable goods industries such as medical and electronic equipment and has more than tripled, rising from 315 employees in 1968 to 1,035 in 1978. These industries, combined with agricultural operations in Newberg, make up what is known as the "basic" or

^{1/} Oregon Department of Energy, Demographic and Economic Forecasts for Oregon, February 1977, pp 9 - 12.

exporting sector of the economy. Industries bringing new income into an economic area are considered basic industries, while non-basic industries largely recirculate money already there. Non-basic industries produce goods and services that are largely paid for and consumed within the local area, but basic industries export goods and services in exchange for cash from outside the area. Basic industries are therefore the key to an areas economic strength and vitality, and their expansion usually stimulates additional growth in commercial, service and construction industries which result in new jobs, and hence the growth of the entire community. Generally, a ratio of basic to non-basic employment reveals how the growth or loss of jobs in industry and agriculture will affect total employment. In 1978, of a total number of employees working at places of employment in the Newberg area, 1,035 were employed in manufacturing activities, while 2,215 were employed in commercial and services occupations. The basic to non-basic ratio at that time was about 2 to 1, which means that for every new job in manufacturing industries, corresponding growth in commercial and service activities would result in two additional jobs.

While this ratio is useful in analyzing the existing and future employment situations, several important qualifications limit its predictive quality in Newberg. First of all, in the last few years, Newberg has increasingly become a bedroom community with residents living in Newberg, but working elsewhere. Estimates of Newberg commuters range from 35 - 45 percent of the work force.^{1/} At the same time, at least 10% of those people working in Newberg live in Dundee or other areas outside of the City.^{2/} In isolated communities, the effects of basic or non-basic industries are easier to predict.

In a community like Newberg, the City's economy is inextricably mixed with the economies of Portland and the surrounding area. To some extent, Newberg's base to non-base ratio may currently be higher because Newberg's commuters work elsewhere but do much of their shopping where they live. Also, in smaller communities like Newberg, major changes in the ratio may occur rapidly with the addition of new employment or shopping opportunities either within the City boundaries or in other parts of the region.

1/ Informal surveys of the State Employment Office.

2/ Telephone interview of August 11, 1977 with Andrew Anderson of Publishers Paper.

One other important qualification of the basic to non-basic ratio is that the service sector is also somewhat inflated by the classification of George Fox College. The College, one of the largest employers in the City, is counted as a non-basic industry. At the same time, it brings in students from other areas who require and purchase goods and services in Newberg. This raises the service ratio independently of the basic industrial/agricultural sector.

Overall, Newberg's economy is quite healthy. Over the past several years, the Newberg economy has experienced a gradual but steady growth. This pace of growth is expected to continue.

The economy does experience some seasonal fluctuations in Newberg. During the summer months, overall employment generally rises due to increased activities in agriculture, construction and the food processing industries. In addition, some of the major employers in the area hire additional summer assistance. George Fox College also has a seasonal employment pattern but it runs counter to the general trend with employment rising during the winter and falling during the summer. This tends to further stabilize the economy.

Newberg is still vulnerable to changes in wood products activities, in agriculture, and in the food processing industries. For its size, however, Newberg's economy is slightly more diversified than those in many other communities of like size and is continuing to become more stable and diverse as it grows. A-Dec, a manufacturer of dental equipment and currently Newberg's largest employer, has had an increasingly stabilizing effect on the local economy since it entered the area over 10 years ago. Publishers Paper has also helped to make the economy more stable by switching to the manufacture of pulp and newsprint from the more variable production of other wood products.

Since 1968, 10 new industrial operations, or about one a year, have located in Newberg. All generally have between 2 and 50 employees.^{1/} In the future, more industries in the same

^{1/} Directory of Manufacturers - 1968 and 1976.

range may be expected to locate in the City. There is not likely to be a rapid influx of firms, however. Numerous industrial sites of adequate sizes still exist closer to Portland and it is generally advantageous for industries to minimize transportation costs. Newberg also offers no particular advantages in terms of raw materials. At the same time, some industries prefer to locate in smaller cities like Newberg because output per worker is sometimes higher, labor is often of a better quality, and both labor and land tend to cost less.

The following table provides detailed data on employment by industry in Newberg.

TABLE 17

EMPLOYMENT BY INDUSTRY IN NEWBERG AND
YAMHILL COUNTY, BY PLACE OF WORK, IN 1978

<u>Industry</u>	<u>Newberg</u>	<u>Yamhill County</u>	<u>Percent of County</u>
Total	3,250	15,020	21.6
<u>Manufacturing</u>	1,035	4,930	21.0
Durable Goods	917	3,700	24.8
Lumber & Wood	35	1,940	1.8
Other Durables	882	1,760	50.1
Non-Durable Goods	119	1,230	9.7
Food Products		620	0.0
Other Non-Durables	119	610	19.5
<u>Non-Manufacturing</u>	2,215	10,090	22.0
Construction	258	750	34.4
Transp., Comm. &			
Public Utilities	87	370	23.5
Wholesale-Retail Trade	610	3,010	20.3
Finance, Ins. & Real Estate	25	820	30.5
Services	816	2,700	30.2
Government	419	2,490	17.2

Source: Mid-Willamette Valley Council of Governments,
Oregon Employment Division

The above information presents an economic profile of Newberg in comparison with the larger economic region of Yamhill County. While both Newberg and Yamhill County have about the same proportion of basic and non-basic employment, the composition of each areas manufacturing employment base reveal significant differences. First of all, Newberg's manufacturing industries are dominated by the fast-growing (with the exception of lumber and wood products) durable goods industries. More than 85% of all employment in manufacturing in Newberg is in "other durables", such as medical and electronic equipment, and machinery. The rate of growth of employment in these industries has been at an average rate of 10½% annually. At the same time, nearly 52% of total manufacturing employment in the county is concentrated in the more slow-growing and recently declining resource-based forest products and food products industries. The annual average rate of growth of employment in these industries has been 5.7% since 1965. Even more significant is the concentration of the county's "other durable" goods manufacturing activities in Newberg. Slightly more than half of all "other durable" goods manufacturing employment in Yamhill County is situated in the Newberg area. This fact, coupled with the high rate of growth of these industries, makes Newberg the center for this type of basic industry in the county. The implication of this conclusion is that Newberg may expect to accomodate an increasing share of growth in the county's durable goods manufacturing industries and consequently their requirements for appropriately zoned land and public facilities.

Employment in commercial and service industries in Newberg has been growing at a rate of about five percent, annual average basis, which is close to the rate of growth in Newberg's population. The percent share of Newberg commercial and service employment of county totals is also about 20%, which is approximately equal to the proportion of Newberg's population to that of Yamhill County. This is to be expected, since such economic activities are generally oriented to serving the needs of the resident population of their market areas. Enterprises such as construction, finance, and services, (which include hotels and motels; personal, business, and professional services; auto service centers; and theaters) are more concentrated in Newberg because it is a market center for a wider area. Employment in wholesale-retail trade, transportation, communications, and public utilities, and government (which includes public education), is more related to the needs of the immediate population in the Newberg area. The conclusion of this information is that Newberg should expect to provide for increased commercial and service industries consistent with their rates of growth and resulting demand for land and public facilities and services necessary to support anticipated levels of growth.

Besides employment, retail sales figures are an important indicator of Newberg's commercial and economic well-being. In Newberg, these figures are increasing as both the population and per capita income rise. At the same time, it is important to compare the retail sales growth in the City with other areas to see how well it is succeeding in capturing the commercial sales of the community.

TABLE 18

TOTAL RETAIL SALES (In \$1,000)

	<u>1963</u>	<u>1967</u>	<u>1972</u>
Newberg	6,446	7,913	17,668
McMinnville	21,693	26,147	48,826
Yamhill County	40,659	45,906	71,158

Source: 1967 - 1972 Censuses of Business - Retail Trade.

Currently, Newberg serves as a marketing center for eastern Yamhill County. It is also, however, in direct competition with McMinnville. Apparently, judging from its higher per capita sales figures, McMinnville is still capturing significantly more of Yamhill County's retail sales. Newberg's percentage of county sales has increased faster than McMinnville's (7.6% to 3.2%) but McMinnville clearly remains the dominant market center for the County.

HOUSING

Introduction

Housing in Newberg is a resource very closely related to population, lifestyle and the economy. As the population expands, the housing supply must also increase to accommodate new households. Also, as lifestyles and economic conditions change, the types of housing which will be demanded will vary. Currently, low density, single-family housing is the predominant form of dwelling unit in Newberg. Increasing numbers of multiple units are being constructed, but, based on the existing numbers of units and on present housing demands, it seems likely that single-family dwelling units will continue as the dominant form of housing in the future.

In Newberg, as elsewhere, housing has a major effect on the health and welfare of its citizens. It also very much affects the overall appearance of neighborhoods and of the community as a whole. Further, the numbers, types and densities of housing supplies will determine land use needs for residential uses. For these reasons then, the following section examines current housing conditions and project needs for future housing resources.

Current Housing

The composition and number of housing units in Newberg are presented in Table 21. Types of units are broken down by number and percent in years since 1970 to indicate trends in Newberg's housing.

TABLE 21

HOUSING TRENDS, 1960 - 1980

Type of Unit	1960		1970		1975		1979	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Single Family	1,451	91.5	1,662	74.2	1,956	67.1	2,129	60.0
Multi Family	135	8.5	474	21.2	738	25.3	1,056	29.8
Mobile Homes	*		103	4.6	221	7.6	361	10.2
TOTAL	1,586		2,239		2,915		3,546	

* In 1960, Mobile Homes were counted as single family units

Source: U.S. Bureau of the Census, Center for Population Research and Census

The above table reveals significant changes in both the number and composition of Newberg's housing stock. Although single-family units have increased at a rate of 2.3 percent annually, the proportion of this type of housing has declined by over 14 percent from 74.2 percent in 1960 to 60 percent in 1979. During the same period the number of multi-family units increased by 9.3 percent annually, and increased by 8.6 percent proportion to the total number of units, from 21.2 percent in 1970 to 29.8 percent in 1979. The number of mobile homes in Newberg more than tripled in number at an annual average growth rate of 14.9 percent. Clearly, the fastest-growing type of housing unit is the mobile home, although the single-family unit is presently the predominant type of housing in Newberg. Total growth in housing took place at an average rate of 5.2 percent per year since 1970, and at 3.5 percent between 1960 and 1970. Overall, housing has increased by 58 percent since 1970, and by 124 percent since 1960.

Although they have not been added into the above totals for single, multiple, and mobile home units, Newberg also has two other special categories of housing. In conjunction with George Fox College and Friendsview Manor, Newberg has a significant amount of group quarter or institutional housing: 707 units in 1976, increasing to 744 units in 1977. Also, in 1976, there were approximately 391 housing units outside the city limits but within the Urban Growth Boundary.^{1/} Total population in group quarters in 1979 was 986, while in 1970 it was 473. In 1960, group quartered population was 109. This was an increase of 8.5 percent per year since 1970, and 15.8 percent per year between 1960 and 1970.

1/ Fred Webber, Portland General Electric, Economic Development and Research Department.

Currently, almost no homes are sold for under \$25,000. The average selling price of new single-family homes in Newberg was \$62,390.00 based on a sample of 75 homes constructed in 1980 with an average floor area of 1,350 square feet. The average building permit valuation for single-family units was about \$40,550.00, which excludes costs of land and financing.

Costs of land and financing have been the most rapidly increasing portion of housing costs. Since 1976, these costs have risen by more than 30 percent and since 1973, by more than 230 percent. Because of increased inflation and demands of a growing population, costs of housing, land, and financing can be expected to continue.

Before 1970, income was rising faster than housing costs. Since that time, however, the trend has reversed, with costs of housing now rising faster than income as the following survey of housing costs taken in 1976 illustrates:

Purchase prices for new homes are only part of the housing costs. Other monthly expenses of homeownership generally involve mortgage payments, property taxes, and insurance costs. Allowing for these costs, the City of Woodburn calculated that in order not to spend more than 25% of income on housing, household earnings would have to equal a minimum of \$13,300 to afford a new minimally priced (\$30,000) home. To afford the more average priced \$45,000 home, annual household income would have to exceed \$20,000.^{1/} Assuming similar cost figures, about 50% of Newberg households would be financially capable of purchasing the \$30,000 home, if they could locate one, and some number less than 40% could afford the averaged price home.^{2/} Apparently, half of the households in Newberg could afford older housing costing between \$30,000 and \$32,000. These figures do not, however, take into consideration the households with incomes lower than the required levels but who retain substantial equity in their current housing. As of January, 1979, median family income in Yamhill County was \$17,920. Assuming that 25 percent went for housing, a family would be able to pay about \$4,480 per year on housing, or \$373.00 per month. At this rate, assuming a 30 year mortgage at a 12 percent annual interest rate, a family could afford a single-

1/ City of Woodburn Housing Element, Ch2M Hill, June 1977, p. 16.

2/ See the Economy Section for mean household incomes.

family home costing \$45,300 if a down payment of 20 percent were made. Compared with average prices of new homes above \$60,000, there is no question that costs of new homes are presently beyond the reach of the median income resident in Yamhill County.

In Newberg, households owning and renting their housing are about evenly split. According to the Mid-Willamette Valley Council of Government's housing inventory, in 1976 51% of all dwelling units were owner-occupied, while 50% were rented. Rental costs in Newberg are currently relatively low, but rising rapidly. Apparently, monthly rent payments on a three bedroom home would run about \$250. Rent for a new two bedroom garden apartment would cost about \$150 to \$170 per month. 1/ A new mobile home in 1976 cost approximately \$11,400. 2/

At this time two agencies have been responsible for providing housing assistance to lower income households in Newberg. The first agency, the Housing Authority of Yamhill County, does not construct and operate housing projects as do many housing authorities but instead leases privately owned rentals on an individual basis. Cherry Hill and Colonial Village are two multiple-family projects that were specifically built for the authority to lease. In addition, individual single-family homes are leased to low income families. In all, there are 76 of these rental units in Newberg of which over 40% are leased to elderly tenants. Apparently, there is a considerable demand for such housing in Newberg since as of this time, the Housing Authority has received 123 additional applications from low income families. Income restrictions are \$6,200 for one person, \$6,800 for two persons, and so on according to the number of persons in the household. 3/ Funding for these units is from the Department of Housing and Urban Development (HUD) under its Section 23 Leasing Program.

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- 1/ Interviews with Ralph Johnson at Sandager Real Estate on August 17, 1977 and with Millard Leslie at Newberg Realty Company on the same date.
 - 2/ Richard P. Benner, "Mobile Homes Can Help Meet Oregon Housing Needs", 1000 Friends of Oregon Newsletter, Vol. II, No. 12, September, 1977, p.1.
 - 3/ Telephone interview with James Zupo, Director of the Housing Authority of Yamhill County on August 12, 1977.

The other agency which offers housing assistance to low and moderate income households in Newberg is the Farmers Home Administration. Housing funds from this agency have come under Section 502-Rural Housing Loans. Provisions of this program are as follows:

Rural Housing Loans - Section 502 - This direct loan program may be used to fund new construction, rehabilitation or the purchase of existing housing. Interest rates vary from about 1% to 8% depending on the type of 502 loan and on adjusted family income.

In addition, Yamhill County has applied for 150 units of Section 8 housing. Under this HUD program, a lower income family pays 25% of its monthly income for rent. The federal government then pays the difference between this amount and the "fair market" rent for their housing unit.

In terms of regional allocation of subsidized housing funds, Newberg is likely to rank quite high. In the preliminary housing plan of the Mid-Willamette Valley Council of Governments, Newberg has received high priority classifications for both short and long time periods. On the five criteria used Newberg ranked as follows:

1. Housing Needs - medium
2. Availability to Essential Consumer Services - high
3. Rate of Urbanization - high
4. Proximity to Central Cities/Jobs - high
5. Availability of Transit - low.1/

These criteria and the ultimate priority ranking for funding, however are still subject to change.

Future Housing Needs

Projections of future needs for housing depends on estimates of the future household size based on current trends in the number of persons per household. These figures vary with housing type, and are shown in the following table as of 1977 and projected:

Type of Unit	Persons per Household	
	1977	Projected
Single Family	2.82	2.75
Multi Family	2.14	1.92
Mobile Home	2.07	1.98

1/ Mid-Willamette Valley Council of Governments, Areawide Housing Opportunity Plan (Preliminary draft), September, 1977.

Projections of housing needs also depend on estimates of the future composition of housing types in Newberg. Based on the trend of change in the percentage share of housing shown in Table 21, single family homes are expected to account for 45 percent of total housing, while multi-family will make up 35 percent of the housing stock. Mobile homes will increase to about 20 percent. The following table presents the results of calculations of numbers of future housing units needed by the year 2000 based on the above assumptions about housing type and size, and including recent population projections described in the chapter on the economy. In addition, trends of growth in group quartered population described earlier indicate that this population will grow to about 1300 persons by the year 2000. This figure is subtracted from the total projection.

TABLE 25

PROJECTED HOUSING NEEDS			
Housing Type	Percent Share	Household Size	Additional Units Required
Single Family	45%	2.75	2,906
Multi Family	35%	1.92	2,260
Mobile Home	20%	1.92	<u>1,292</u>
TOTAL			6,458

By the year 2000, about 6,458 more units would be required. These figures, however, do not represent the actual housing needs in Newberg, as some existing units will be torn down and will need to be replaced. In addition, vacancy rates, although low, will account for some units being unoccupied. Finally, there are presently a number of units which are committed but not yet built. The following table presents the results of adjustments made to take into account the above factors.

TABLE 26

PROJECTED HOUSING NEEDS INCLUDING REPLACEMENT
AND VACANCY FACTORS

Type of Unit	Additional Units	Replacement Factor	Vacancy Factor	Units Committed	Net Addi- tional Units
Single Family	2,906	.5%	3.0%	427	2,552
Multi Family	2,260	.5%	3.0%	28	2,289
Mobile Home	<u>1,292</u>	.5%	3.0%	32	<u>1,292</u>
TOTAL	6,458				6,133

According to the above projections, an additional 6,133 total units will be needed by the year 2000, assuming a .5% replacement factor and a 3.0 % vacancy rate. This represents an average percent increase of about 4.9% per year, and will result in nearly 9,680 housing units in Newberg by the year 2000. The following table presents future housing needs by type in five year intervals.

TABLE 27

PROJECTED FUTURE HOUSING UNITS BY TYPE

Year	Single Family Units	Multi Family Units	Mobile Homes	Total Units
1980	2,210	1,115	388	3,713
1985	2,666	1,468	558	4,692
1990	3,268	1,932	801	6,001
1995	3,880	2,542	1,151	7,573
2000	4,681	3,345	1,653	9,679

Due to the five-year time frame used, the projections of the ad hoc committee and their recommendations are limited in scope. For the comprehensive land use plan, the time frame covers a 20 year period. Based on the City projections, Newberg will more than double in population in the next 20 years resulting in needs beyond those anticipated by the five-year projection. Consequently, the Planning Department has extended the forecast to the year 2000. To maintain consistency, the same pupil per household ratios were used. These figures are as follows:

Table 30
Pupil per Household Ratios

Type of Housing	Students Per Household	Grade
Single-family	.50	1-6
	.40	7-12
Multi-family	.25	1-6
	.25	7-12

Source: Newberg School District ad hoc Committee.

These figures, combined with population projections and the assumed housing mix, can be used to project the school age population between 1976 and the year 2000.

The following table indicates increases between now and 2000. The figures indicate added students.

Table 31
Current and Projected School Enrollments

Grade	Current Enrollment	1980	1985	1990	1995	2000
1-6	1480	2500	2900	3200	3600	4000
7-12	<u>1597</u>	<u>2100</u>	<u>2400</u>	<u>2800</u>	<u>3200</u>	<u>3700</u>
TOTAL	3077	4600	5300	6000	6800	7700

As can be seen from the above table, expected growth in school enrollment will more than double by the year 2000. The figures also show that the current capacity in grades 1-6 will be exceeded in 1980. Current capacity for these grades will allow for 164 new pupils while expected increases will reach 1,020 in 1980. In grades 7-12, an additional 348 students can be accommodated based on the current program. A total increase of 503 is expected in 1980. In general, the major conclusion

of the above figures is that more schools will be needed to satisfy educational demands over the next twenty years.

In order to accomodate the additional students, the Newberg Public Schools estimate that five new schools should be planned for, which would require new sites totalling 70 acres, in addition to sites already planned for, according to the following table:

TABLE 31(a)
Projected School and Site Needs

School	Capacity	Site
1 High School	1,100	22 acres
1 Jr. High School	600	15 acres
<u>3 Elementary Schools</u>	<u>1,800</u>	<u>33 acres</u>
5 Schools	3,500	70 acres

The above facilities would provide a total capacity of about 8,100 students if all schools were optimally full. However, since pupil distributions are not ideal, the above capacities cannot be 100% utilized.

It should be noted that these projections are limited to the Newberg area, and do not include school needs in Dundee or Yamhill County. The assumption is that the majority of growth will occur within the Newberg Urban Growth Boundary.

Private Schools

One factor which has not been addressed up to this point is the amount of service provided by private schools in the area. Current there

NEWBERG PUBLIC SCHOOLS

Gerald E. Post, Ed.D.
Superintendent



Newberg, Oregon
97132

February 25, 1980

Mr. Clay Moorehead, Planner
City of Newberg
414 East First St.
Newberg, Oregon 97132

Dear Clay:

I phoned some numbers to your secretary that I hope will help. Let me use this letter to try to explain how I arrived at them.

The original projections in the Comp plan were based on 18,000 total population. I merely doubled the student figures to take us to a 27,000 population figure. I believe that is safe because of the continuing decline in family size. I used the school district figures for student enrollment rather than the city's because our projections appear to be almost exactly on target in the 1980 projections in the plan.

This means that the 1977 enrollment would grow as follows:

1977	1980 Growth	Total
1-6 1480	2500	3980
7-12 1597	2100	<u>3697</u>
		7677

In order to have this many students we would need additional sites for

22 acres	1 High School for 1100 students (max.)
15 acres	1 Jr. High for 600 students (max.)
33 acres	*3 elem. schools 1800 students (max.)
<u>70 acres</u>	

*In addition to the Crater site already planned for.

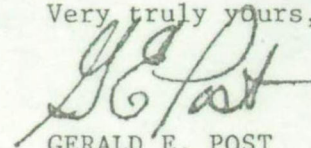
These sites would give us a capacity of about 8100 students if all schools were optimally full. Assuming that we would not have an ideal pupil distribution, I believe we would need to plan as above. I suspect that one of the elementary schools would be in the Sunnycrest area and may be outside of the UGB.

Mr. Clay Moorehead, Planner Page 2.

February 25, 1980

These are relatively crude figures but I hope they help you in your planning.

Very truly yours,

A handwritten signature in dark ink, appearing to read "G. E. Post", written over the typed name.

GERALD E. POST
Superintendent

GEP:cw

and increased volumes of automobile, bus, bicycle, and pedestrian traffic should be anticipated. Finally, the school facilities themselves should be built to meet the future needs of Newberg's students and other residents.

WATER SUPPLY SYSTEM

Introduction

The water supply and distribution system affects the orderly and efficient expansion of the urban area. This system can promote or prohibit growth in any given area, including limiting certain areas to specific uses through the provision of different line sizes.

The City relies upon groundwater as its water source. The main supply comes from springs in the Chehalem Mountains. Otis Springs to the east provides about .35 million gallons per day (m.p.d.) and several springs to the north of Newberg's reservoir provide .35 m.g.d. The reservoir, with a 4 million gallon capacity provides storage for the system. A second reservoir is also planned for 1977 as part of a public works grant from the Department of Economic Development. This facility will provide added storage in cases of emergency.

The other source of supply comes from wells situated across the Willamette River in Marion County. These wells are located in gravels of young alluvium in the Willamette River floodplain and utilized during the summer months and at other times when water in the reservoir drops from the capacity at 402 feet to 396 feet in elevation. Two new wells have been added in this area providing an additional 6.3 m.g.d. of capacity during periods of low water in the reservoir.

The existing distribution system is a looped network with several dead end lines. Pipe sizes range from a minimum of four inches to a maximum of eighteen inches. The eighteen inch line is the main line from the reservoir, while a twelve inch line supplies the system from the treatment plant.

Demand

A study completed in 1973 showed an average daily demand for residential and commercial/industrial users of 1.54 m.g.d. 1/

As a part of the 208 Water Quality projections, an estimate for 1980 shows that population increases will result in 1192 new connections by 1980. This figure was obtained by dividing the estimated population increase (2980) by an average of 2.5 people per household. Current levels of usage (130 g.p.d.) per household would result in an increased demand of 387,400 g.p.d. This figure does not include increases in commercial or industrial use. Such figures would be difficult to determine because specific users have widely varying demands.

Water System Analysis

As a result of the 1973 water system analysis, a 1990 distribution system was designed. One key factor used in this analysis was a population projection of 19,000 by 1990. The current population projection for Newberg is 18,200 by 1990. For the purpose of this report, the water system analysis and population projection are consistent and remain valid.

The 1973 analysis included a "Hardy Cross" computer analysis to determine adequacy of line sizes. The information is not included here because of its technical nature. In general the analysis was used to identify areas where insufficient flows could cause fire protection problems. The results were used in developing the 1990 system.

On the whole, the analysis concluded that the present system must be expanded to accomodate anticipated growth. The water system analysis provides a plan for service through 1990 based on recent population projections, and will approach the limits of current sources. Towards the end of the planning period, Newberg should begin to study alternative sources to provide a yield beyond demands in the year 2000.

1/ Robert E. Meyer Engineers, Inc., Water System Analysis Report for Newberg, Oregon, dated August, 1973.

According to the report, with improvements, Newberg's treatment plant is capable of serving a population of from 16,000 to 20,000 people. The system was designed to handle an average of 2.0 m.g.d. with peak treatment capacity of 4.0 m.g.d. Flows in excess of 4.0 which occur during periods of excessive infiltration and inflow, discharge directly into the Willamette River. 1/ Per capita sewage flow is generally assumed to be about 100 g.p.d. 2/ with additional and varied flows being created by commercial and industrial users.

The current collection system has been partly corrected for infiltration and inflow through an extensive program of repairs, which has resulted in additions to the system capacity. Further steps to reduce inflow include disconnection of storm drains and sump pumps from the sewer systems. Elimination of excessive levels of infiltration and inflow will significantly increase the system's capacity.

It is evident, then that the existing treatment plant can be improved to accomodate population demands through 1990, based on new population projections. If significant industrial users are added to the system, however, the plant's capacity may be exceeded sooner. This would depend on the nature of the particular industrial users and cannot be projected without detailed information. In any event, the City of Newberg has made a commitment through five years of work and studies, and is completing the first step of an EPA grant application to improve the sewage system and increase the City's sewage treatment plant capacity consistent with current projections.

1/ Infiltration is water entering the sanitary sewer collection system through defective pipe, leaking joints and cracked or broken manholes. Infiltration water enters the system from underground. As a result, the height of the water table determines the amount of water entering the system through infiltration.

Inflow is storm water which directly enters the collection system. Some typical sources are roof drains, yard drains, catch basins connected to sanitary sewers, holes in manholes and other direct storm water connections. Inflow, which results primarily from runoff, occurs during and shortly following rain storms.

2/ Kevin Lynch, Site Planning, 2nd Edition, 1971

Technological advances in treatment methods and systems may cause major changes in sewage treatment. The Department of Environmental Quality is currently evaluating several experimental systems. This testing may eventually result in the development of systems which provide an efficient and cost-effective means of private treatment. If such systems become available, development patterns may be altered. Until that time, however, municipal treatment will be required to meet the demands of continued growth.

LAND USE

Introduction

In order to determine Newberg's future land use needs, the Planning Department has prepared an inventory of existing uses. 1/ In the inventory, the amount of land actually used for various purposes has been analyzed and related to existing zoning patterns. By noting discrepancies in the way land is zoned and the way it is actually used, patterns of existing under- and overzoning have been made more apparent. Major inventory report findings have been included in this section. Also included in this section are projections of land use needs through the year 2000. Projections have been made on the basis of existing land use to population ratios in Newberg, on land use to population ratios in other cities, on established land use standards, on current trends and in accordance with public goals and objectives.

Inventory

The land use inventory was based on information compiled by the Newberg Planning Department in 1979. This data was transferred to maps and field checked by means of a windshield survey. The data updates and augments the land use inventories and field surveys begun in 1972 and 1976 by adding a buildable lands inventory and adjusting the data to conform to the current land use plan map. The results of the land use inventory are summarized in the following table.

1/ City of Newberg Planning Department, Land Use 1976.

NEWBERG LAND USE ANALYSIS

LAND USE	TOTAL	LDR	MDR	HDR	COM	MIX	IND	Q-PUB	PARKS
TOTAL	3,952.2	1,439.5	870.5	104.1	238.1	96.6	912.7	243.0	48.0
OPEN SPACE & HAZARDS	461.9	127.5	91.4	1.6	10.7	0	203.4	24.6	2.7
NET TOTAL	3,490.6	1,312.0	779.1	102.5	227.4	96.6	709.3	218.4	45.3
TOTAL VACANT	2,083.5	760.6	396.7	38.6	72.1	55.8	649.1	71.2	29.4
DEVELOPED/ COMMITTED	1,869.0	678.9	473.8	55.5	166.0	40.8	263.6	171.8	18.6
NET VACANT (BUILDABLE)	1,621.6	633.1	305.3	47.0	61.4	55.8	445.7	46.6	26.7
% NET VACANT	46.5	48.3	39.2	45.9	27.0	57.8	62.8	21.3	58.9
ANNUAL AVG GROWTH RATE	3.2	3.3	2.5	3.1	1.6	4.4	5.1	1.2	4.6

LDR: Low Density Residential (R-1 Zone)
MDR: Medium Density Residential (R-2 Zone)
HDR: High Density Residential (R-3 Zone)
COM: Commercial

MIX: Mixed Uses
IND: Industrial
Q-PUB: Quasi-Public
Parks: Existing and Future Parks

The total figure of 3952.5 is the number of acres contained within the currently adopted urban growth boundary. The total figure is made up of acreage figures representing amounts of land in the various land use categories shown across the top of the table. These uses correspond with the land uses designated on the land use plan map. Down the side of the table are shown characteristics of the total acreages and areas within the various land use categories. Such characteristics include open space and hazards which are described in the previous chapter on areas subject to natural disasters and hazards. These are lands subject to flooding and sliding of steep slopes, and are not considered buildable except subject to certain restrictions contained in the Newberg zoning ordinance. The net total is the total acreage of land less acreage in open space and hazard areas. Total vacant includes open space and hazard areas and buildable acreages. Developed and committed acreages include land which is already built up and land which is about to be developed. Net vacant acreages represent amounts of land in various land use categories which are available and buildable. The percent net vacant figures indicate the proportion of buildable vacant land in each land use category expressed as a percent of net total acreages. The last row of figures present the average annual rate of development of vacant land over the next twenty years. The growth rates do not reflect conversions of existing non-conforming uses in each land use category.

Residential Uses

Currently, about 2,414 acres are zoned for residential uses within the Newberg urban area, while 1,208 acres of this total are in existing use. A total of 985 acres are vacant and buildable for residential purposes.

In the Newberg area, the current zoning ordinance contains six residential zones. Of these, only two are used extensively. The two zones, R-1 Low Density and R-2 Medium Density, correspond to the residential classifications used in the 1973 Comprehensive Plan, perhaps accounting for the limited use of other types of residential zones. The less frequently used zones include: R-1SF Single Family Residential Trailer zones and C-R Residential Commercial zones. These zones offer a wider range of development alternatives, providing more for more flexible land use patterns. The Planned Unit Development zone, for instance, can be used to develop areas with reasonably modified standards. The Planned Unit Development process is becoming an increasingly more popular development process as the design requirements provide the flexibility to allow a project to be more suited to the general landscape or topographical conditions of the site.

Approximately 35% of residentially zoned land falls within the R-2 zone. Less than 1% of this land, however, is used for duplex housing, with more duplexes being located in R-1, Low Density zones. Likewise, only 2% of Medium Density Residential land is being used for multi-family housing, with less than half of the multi-family housing being located there. Instead, the majority of such housing is currently located in commercial zones. The major uses of R-2 land include single-family housing (47%), vacant and agricultural uses (30%) and schools (19%). The large number of single-family dwellings in the Medium Density zone indicates that single-family dwellings in the Medium Density zone indicates that single-family units are still the predominant form of housing in the City of Newberg. It also indicates that there has been an overzoning of medium density lands. This overzoning has also resulted in the failure of an attempt to redevelop substandard housing in the area south of the City's core. In theory, the incentive to redevelop housing there was a higher density. However, the availability of vacant land elsewhere has discouraged such rebuilding.

In R-1 zones, major uses include single-family housing (38%), agricultural and vacant uses (45%), schools (8%), and institutional (8%). In the RR Rural Residential zone, 42% of the land is used for housing while about 58% of the land is vacant or in agricultural use.

Within the Newberg area, nearly 50% of all residentially zoned land is vacant or in agricultural use. This vacancy rate indicates that sufficient land exists to accommodate development needs while preserving competitive choices and prices in the land market. However, the previous section on housing concludes that additional acreage may be needed before the year 2000 to accommodate additional expected growth in population. Future updates of the Newberg land use inventory and plan should therefore monitor rates of development and amounts of remaining buildable vacant residential land and determine whether additional vacant acreage should be provided for residential uses.

Two other notable observations should be pointed out that will affect the supply of vacant buildable residential land. First, previous chapters contained information on the need for sites for future schools and parks to maintain adequate educational and recreational facilities for the future population. The total needs for park and school sites amount to about 100 acres. It is expected that most, if not all, of this needed acreage will be subtracted from currently vacant areas designated for low density residential uses. Future additions to vacant residential land should therefore take into account the amounts of land needed for school and park

sites. Secondly, the results of the land use inventory reveal no significant non-conforming uses within the residential zones.

Commercial Uses

There are about 335 acres of zoned commercial land and land in mixed use zones of which about 207 acres are currently in use, and 117 are vacant and buildable. About 36% of total zoned commercial and mixed use acreage is vacant and buildable, which would provide for an overall annual average rate of growth of about 2.3%. While the previous section on Newberg's economy projects an average annual growth rate of commercial activity that is closer to the 4.6% population growth rate, it may appear that insufficient commercial land is available to support economic growth of the community. However, more than half of the 200 acres of developed acreage in commercial and mixed uses consist of single and multi-family housing units which tends to inflate the amount of land in commercial use. Since a policy of the City is to encourage retention of the downtown core as a primary shopping, service, and financial center, redevelopment and conversion of housing located in commercial core areas is envisioned to provide the needed additional commercial acreage.

Presently there are three main types of commercial uses: C-1 Neighborhood Commercial, C-2 Community Commercial and C-3 Central Business District. In addition the R-P Residential Professional zoning district allows for the development of some light intensive professional or office related commercial uses together with higher intensive residential type uses. In terms of acreage, the C-2 Community Commercial zone is the largest of the existing commercial zones. This zone is predominantly found adjacent to U. S. Highway 99W which bisects the City. Wherever possible, the zoning district was expanded in depth away from the Highway in order to lessen the impact of a strip commercial development land use pattern. In addition, the development of a public roadway within the area designated "mixed use" on the Comprehensive Plan will increase the efficiency of development within that area, by providing access other than from the State Highway.

The C-3 Central Business District zone is found only in the areas bounded by Second and Hancock and from Main to River Streets. This area represents the original business area of the community. Because the era from which this area was built typified inadequate parking, setback regulations and other design factors, the C-3 Central Business District zoning district was created. This zoning district provides special requirements which are unique only to this developed area of the City.

The C-1 Neighborhood Commercial zoning designation presently contains the least amount of acreage of all the commercial designations. This zone is typically found in or near residential neighborhoods and provides for the frequently recurring needs of the area.

Industrial Uses

About 37 percent of usable industrial zoned land is currently developed, while nearly a quarter of total industrial zoned land is within areas subject to natural hazards. Almost 63 percent of net total industrial zoned acreage is vacant and buildable, and provides sufficient acreage to support an average rate of industrial growth of 5.1 percent per year.

Previous information contained in the chapter on Newberg's economy concluded that industrial activities in Newberg are in large part concentrated in fast-growing durable goods industries, and that total county employment in durable goods manufacturing is in turn concentrated in Newberg. Newberg, therefore, appears to be a location for expansion and growth of this kind of industrial development, and generally the available sites can accommodate such development. Much of the vacant industrial land is available in large parcels, including one 160 acre site. However, much of the land near the railroad is parcelized in small pieces. Several areas suitable for industry are located outside the City Limits, but use of these areas would require displacement of existing rural uses in addition to extensions of public utilities. Without public facilities and services these areas are not immediately available for industrial uses.

In the future, any commitment to a major industrial development program would require the conversion of some of these additional lands into planned industrial areas. For such an effort to be successful, an active promotional effort would be required. Such an effort would involve the purchase of an industrial site or the establishment of some other type of incentive program. Also, the major expansion of public services would be a necessity.

In terms of zoning the City is not overzoned for industry. Currently a relatively good relationship exists between the Plan and the ordinance. Sufficient land is designated in the Plan, but conversion of land to industrial zoning should take place as the need arises.

Future Land Use Needs

As the population grows and as new industries and businesses enter the area, additional lands will be required for the various types of uses. Based on anticipated growth and on stated assumptions, the land use projections have been made for five-year increments till the year 2000. Due to the variability of the factors involved, these figures represent approximate and not precise needs.

Residential Land

Projection of future housing needs have been presented in the preceding chapter on housing. The chapter concluded that about 6,133 additional housing units would be needed by the year 2000. In addition, numbers of housing unit by type of unit were projected in accordance with trends in the composition of Newberg's housing stock.

Use of these figures and average densities of housing expressed in units per acre has resulted in estimates of amounts of land needed to accommodate projected needs for housing. These densities are 3.6 units per acre for single-family dwellings, 12 units per acre for multiple units, and 8 units per acre for mobile homes. Density figures include land areas necessary for street rights of way. Projected residential land use needs are summarized in the following table.

TABLE 38

RESIDENTIAL LAND USE NEEDS FOR THE YEAR 2000

Housing Type	No. of Units	Units Per Acre	Needed Acreage
Single Family	2,552	3.6	714.8
Multiple	2,289	12.0	190.8
Mobile Home	<u>1,292</u>	8.0	<u>161.5</u>
TOTAL	6,133		1,067.1

The total need for additional residential land then would equal about 1,067 acres, or 6.4 acres per 100 people. This figure is comparable to the 6.1 average figure for 33 Oregon cities. The following table presents projected residential land use needs in terms of land use designation.

RESIDENTIAL LAND

Land Use	No. of Units	Density	Needed Acreage	Available Acreage
Low Density	2,552	3.6	714.8	633.1
Medium Density	2,557	8.4	305.3	305.3
High Density	<u>1,024</u>	21.8	<u>47.0</u>	<u>47.0</u>
TOTAL	6,133		1,067.1	985.4

The above information assumes single family housing types locating within low density zones, duplexes and mobile homes within medium density zones, and multiple units within high density zones. Duplex units are assumed to occupy medium density areas at a density of 8.8 units per acre.

The conclusion of this information is that sufficient land has been provided for projected multi family and mobile home units in medium and high density zones. However, a deficiency of land appears within low density zones within the existing urban growth boundary, amounting to 81.7 acres. At current densities, the amount of low density residential land provided would fail to accommodate slightly

over 800 population by the year 2000, assuming an average household size of about 2.75 persons per housing unit. Moreover, demands for school and park sites, which are expected to be located within existing low density residential zones, would raise the deficiency of acreage for development of single family housing units to about 200 acres. This in turn would further reduce the ability of low density residential areas to accommodate the projected population by approximately 2000 persons. However, the City of Newberg will by that time have had the opportunity to monitor development trends and growth in population such that future updates to its comprehensive plan may include additional acreage to accommodate the required number of single family units should that prove necessary.

Commercial Land

Previous comparisons of rates of growth of commercial activities in Newberg with the amount of land available for commercial uses have concluded that growth rates are similar to population growth, while vacant commercial land would be capable of providing for only half the expected growth rate. However, it was pointed out that about half of existing development in commercial zones consisted of housing units near the downtown core, and that the City wished to encourage redevelopment of these areas consistent with the permitted uses within these zones.

At a growth rate of five percent per year, existing commercial uses are expected to occupy nearly 325 acres of land by the year 2000. Of this total, about 117 acres of vacant land is expected to be developed into commercial uses, with about 85 acres of existing developed land being redeveloped to new commercial uses.

Industrial Land

By the year 2000, about 709 acres of industrial land are expected to be needed to accommodate growth and development of manufacturing industries in Newberg. Existing developed and committed industrial land totals slightly over 260 acres, but little of this total includes nonindustrial uses, and not much redevelopment is expected. Based on an expected average rate of growth of 5.1 percent annually, about 445 acres of buildable vacant industrial land will be necessary to accommodate future industrial development. Industrial land use is also expected to become more intensive in the Newberg area. As of 1978, the ratio of the number of employees in manufacturing per acre was about 4; this is a very low figure compared with an average statewide total of about 10 employees per acre. This is probably influenced by the presence of forest products and other nondurable resource-based industries that require large areas for storage of raw materials, treatment of wastes, and in general, are capital intensive in terms of plant, equipment, and land requirements. The number of employees per acre of industrial land in Newberg is likely to rise, however, with the rapid growth of higher technology durable goods industries; consequently, the growth rate of land development for industrial use

is likely to be considerably less than the growth rate of employment in these industries.

Other Uses

Projections of other uses such as parks and schools have been prepared on the basis of accepted park standards (described in the previous chapter on recreational resources) and in conjunction with school district plans for future school improvements, (described in the chapter on public facilities and services.) The results of these chapters are summarized as follows:

<u>Use</u>	<u>Acres Required</u>
Schools	70
Parks	85.7
Misc. Public	<u>21.3</u>
TOTAL	177.0

As discussed previously, no sites have been identified on the land use plan map designating future school sites. Out of the required 85.7 additional acres for parks, about 26.7 acres have been shown on the plan map as designated for a variety of future public uses. A total of 48 acres have, therefore, been identified on the plan map and within the land use inventory for public uses, leaving close to 130 acres yet to be designated.

As mentioned previously, this amount of land is expected to be subtracted from the existing vacant low density residential land inventory which, in turn, may be replaced pending the results of future review and updates of the Newberg land use plan.

Overall Land Use Needs

For all types of land uses, including unbuildable land, land use requirements have been projected and summarized according to five-year intervals for comparison with current population projections and for further monitoring of development trends and population growth.

TABLE 39

LAND USE REQUIREMENTS 1985 - 2000

Use	1980	1985	1990	1995	2000	Available
Residential	1,208	1,415	1,658	1,942	2,275	2,194
Commercial	207	232	259	290	324	324
Industrial	264	338	433	554	709	709
Public	172	196	223	253	288	218
Parks	19	29	44	66	100	45
Unbuildable	<u>462</u>	<u>462</u>	<u>462</u>	<u>462</u>	<u>462</u>	<u>462</u>
TOTAL	2,332	2,672	3,079	3,567	4,158	3,952

The above table shows that by the year 2000, 4,158 acres may be required for urban uses. Since 3,952 acres are presently included within the Newberg urban growth boundary, about 200 acres may need to be added at some future time, depending on trends of urban growth.