

File

IN THE BOARD OF COUNTY COMMISSIONERS OF THE STATE OF OREGON  
80-357 FOR THE COUNTY OF YAMHILL

FILED  
SEP 22 2 43 PM  
WANDA GALT  
COUNTY CLERK  
DEPU

SITTING FOR THE TRANSACTION OF COUNTY BUSINESS

In the Matter of an )  
Ordinance Adopting the ) ORDINANCE NO. 241  
Newberg Comprehensive )  
Plan Designations Within )  
the Urgan Growth Boundary )  
and Approving Revisions )  
to the Newberg Comprehen- )  
sive Plan for purposes of )  
submission to LCDC. )

The Board of Commissioners of Yamhill County, Oregon  
(the Board), on the 25th day of June, 1980, sat for the  
transaction of County business, Commissioners Ted Lopuszynski,  
John P. Macaulay and Colin Armstrong being present.

WHEREAS, the Board on the 20th day of June, 1979,  
adopted Ordinance No. 214, which Ordinance adopted the City of  
Newberg's Comprehensive Land Use Plan as part of the Yamhill  
County Comprehensive Plan; and

WHEREAS, Yamhill County has responsibility for  
coordinating and reviewing all planning activities affecting  
land uses within the County pursuant to ORS 197.190 and 197.255;  
and

WHEREAS, the Board held a public hearing on June 11,  
1980 to consider revisions made by the City of Newberg to  
their Comprehensive Plan; and

WHEREAS, the Board wishes to approve Newberg's Plan  
revisions so that the Plan can be submitted to and reviewed by  
LCDC; NOW, THEREFORE,

ROOM 103, COURTHOUSE  
5TH & EVA IS STREETS  
MORRISVILLE, OR 97128  
(503) 472-9371, ext. 286

1 THE YAMHILL COUNTY BOARD OF COMMISSIONERS ORDAINS  
2 AS FOLLOWS:

3 Section 1 -- The Board hereby adopts the City of  
4 Newberg Plan Map, <sup>→ Filed - Clerk's office</sup> a copy of which is attached hereto as  
5 "Exhibit A: and, by this reference, is made a part hereof, for  
6 that area of Yamhill County which is within the City's Urban  
7 Growth Boundary (UGB) and is outside the corporate limits of  
8 the City of Newberg. The Planning Director is hereby authorized  
9 and directed to amend the Yamhill County Comprehensive Plan  
10 accordingly. Where the County Plan does not have a designation  
11 which corresponds to the City of Newberg Plan Map designation,  
12 the land shall be designated as "Future Urbanizable Land."

13 Section 2 -- The Board has reviewed the revisions  
14 to the Newberg Comprehensive Plan, a copy of which is attached  
15 hereto as "Exhibit B" and which, by this reference, is made  
16 a part hereof, and adops the revisions for the purpose of  
17 submission of the Newberg Comprehensive Plan to the Land  
18 Conservation and Development Commission (LODC).

19 DONE this 25th day of June, 1980 at McMinnville, Oregon.

20 ATTEST:

YAMHILL COUNTY BOARD OF COMMISSIONERS:

21 WANDA CATT, County Clerk

22 by Patricia A. Mullen  
23 PATRICIA A. MULLEN,  
Deputy

Ted Lopuszynski  
Chairman TED LOPUSZYNSKI

24 APPROVED AS TO FORM:

John P. Macaulay  
Commissioner JOHN P. MACAULAY

25 Daryl S. Garrettson  
26 DARYL S. GARRETTSON,  
Yamhill County Counsel

Colin Armstrong  
Commissioner COLIN ARMSTRONG

ORDINANCE NO. 241 (6/25/80) -- Page Two

5000 S. COUNTY COURSE  
ROOM 103, COURTHOUSE  
5TH & EVA IS STREETS  
MCMINNVILLE, OR 97128  
(503) 472-9371, ext. 286

VACANT LAND

	<u>Total</u>	<u>LDR</u>	<u>MDR</u>	<u>HDR</u>	<u>C</u>	<u>MIX</u>	<u>IND</u>	<u>Q-P</u>
Addendum A	114.07	6.24	10.71	3.03	15.04	14.58	64.47	
Addendum B	317.92	33.47	74.74			41.27	150.65	17.79
NE 7	37.32	37.32						
SE 7	70.23	70.23						
NW 8	62.91	62.91						
SW 8	137.81	137.81						
SE 8	91.84	83.77					8.07	
SW 9	81.04	61.33	3.30				16.41	
NW 17	73.37	63.47	9.90					
SW 17	8.07	5.41	.55					2.11
NW 18	1.19	1.19						
NE 18	64.13	44.13	2.00	10.00	1.00			7.00
SW 18	4.77	3.39	1.38					
SE 18	38.07	23.02	3.67				.73	10.65
NW 19	10.09	1.93	8.16					
NE 19	2.20	1.37		.83				
SW 19	2.02	2.02						
SE 19	24.48		22.19				2.29	
NW 20	4.03	2.20	1.28	.55				
SW 20	20.72		19.44				1.28	
NW 29	1.65						1.65	
NW 30	2.66						2.66	
NE 30	40.53						40.53	
3209	19.64		9.00				10.64	
3216	234.93	48.49	55.71		45.40		76.33	9.00
3221	<u>110.50</u>	<u>20.80</u>	<u>19.70</u>				<u>70.00</u>	
Total...	1576.19	710.50	241.73	14.41	61.44	55.85	445.71	46.55

INVENTORY

	<u>Total</u>	<u>Vacant</u>	<u>Developed/ Committed</u>
NE 7	66.76	37.32	29.44
SE 7	160	70.23	89.77
NW 8	76.94	62.91	14.03
SW 8	160	137.81	22.19
SE 8	132	91.84	40.16
SW 9	109.38	81.04	28.34
NW 17	154.52	73.37	81.15
SW 17	160	8.07	151.93
NW 18	6.14	1.19	4.95
NE 18	160	64.13	95.87
SW 18	26.32	4.77	21.55
SE 18	160	38.07	121.93
NW 19	90.51	10.09	80.42
NE 19	160	2.2	157.80
SW 19	25.58	2.02	23.56
SE 19	155.41	24.48	130.93
NW 20	160	4.03	155.97
SW 20	160	20.72	139.28
NW 29	65.93	1.65	64.28
NW 30	19.35	2.66	16.69
NE 30	127.65	40.53	87.12
Addendum A	446.33	114.07	332.26
Addendum B	620.91	317.92	302.99
3209	21.64	19.64	2.00
3216	351.95	234.93	117.02
3221	<u>156.38</u>	<u>110.50</u>	<u>45.88</u>
Total...	3933.70	1576.19	2357.51

Vacant Land - Refers to those lands within the Newberg Urban Growth Boundary which are suitable, available and necessary for urban uses over a 20 year planning period.

Developed/Committed Land - Refers to those lands within the Newberg Urban Growth Boundary which are currently urbanized (developed as an urban use) or unsuitable for urban development due to topographic and soil considerations such as slope, lot sizes or configurations and existing development patterns which would restrict further development such as a lack of or restricted accessibility.

## 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 upon anticipated growth and stated assumptions, the land use projections have been made for the year 2000. Due to the variability of the factors involved, these figures represent approximate and not precise needs.

### Residential Land

Projections of future residential land use needs have been based upon the following assumptions. First, it has been assumed that the future housing mix will reflect the current building permit trends from 1976 through 1979, resulting in about 54% single family permits, 32% multi-family permits, and 14% mobile home permits. Secondly, it has been assumed that existing household sizes by type of dwelling units will be consistent with present ratios as per the Portland State University Census of Population Figures which are:

Single Family	2.75 people per unit
Multi Family	1.92 people per unit
Mobile Home	1.98 people per unit

Using these figures, together with anticipated population levels, it is estimated that an additional 3,225 housing units will be required by the year 2000, which are broken down as follows:

Single Family	1,741 permits
Multi Family	1,032 permits
Mobile Homes	452 permits

Further, converting these units into acreage figures, it has been assumed that present densities for different types of units will remain relatively unchanged. These densities are currently about 3.57 units per acre for single family dwellings, 12 units per acre for multi-family units, and 8 units per acre for mobile homes. A total of 710 buildable acres would then be needed to accommodate the additional projected population. This acreage figure includes a market, vacancy and replacement factor.

Permit and acreage calculations are provided on the next page.

RESIDENTIAL PERMIT AND ACREAGE CALCULATIONS

18000 population

10336 population 1/1/80

7664 needed population

54% permits SF @ 2.75/HH

32% permits MF @ 1.92/HH

14% permits MH @ 1.98/HH

$$\begin{aligned}
 .54x \times 2.75 + .32x \times 1.92 + .14x \times 1.98 &= 7664 \\
 x(.54 \times 2.75 + .32 \times 1.92 + .14 \times 1.98) &= 7664 \\
 x(2.3766) &= 7664 \\
 2.3766x &= 7664
 \end{aligned}$$

$$x = 7664 \div 2.3766$$

$$x = 3.224.77 \text{ permits} \dots\dots\dots \text{Round to } 3225$$

4788 population = 54% SF = 1741 permits

1981 population = 32% MF = 1032 permits

895 population = 14% MH = 452 permits

7664 population = 100% = 3225 permits

Total

Units + Market Factor + Vacancy Factor - Replacement Factor = Units

SF	1741 + (M30% = 522.30) + (SFU X 3% = 52.23) - (SFU X .5% = 8.71) = 2307
MF	1032 + (M30% = 309.60) + (MFU X 3% = 30.96) - (MFU X .5% = 5.16) = 1367
MH	452 + (M30% = 135.60) + (MHU X 3% = 13.56) - (MHU X .5% = 2.26) = 599
Total + 4273	

	Total Units Needed	-	1/1/80 No. Units Committed & Not Build	=	Total Units To Accommodate
SF	2307	-	427	=	1880
MF	1367	-	28	=	1339
MH	599	-	32	=	567

	Units to Accommodate	+	Units/AC	=	No. of Net Buildable Acres Needed
SF	1880	+	3.57 <sup>1</sup>	=	527
MF	1339	+	12	=	112
MH	567	+	8	=	<u>71</u>
Total					710

1. Refer to Average Density Calculation Within Single Family Residential Subdivisions 1977 - 1978

AVERAGE DENSITY CALCULATIONS WITHIN SINGLE FAMILY  
RESIDENTIAL SUBDIVISIONS 1977 - 1978

		<u>DU/AC</u>	<u>AC</u>	<u>Units</u> <u>Lots</u>
S-2-78	Barclay Farms	3.45	20.00	69
S-3-78	Binkley	3.24	4.63	15
S-4-78	Carol Ann	3.05	9.18	28
S-5-78	Jeffrey Park	3.82	8.63	33
S-6-78	Marita Park	3.55	8.44	30
PUD-2-77	Buckley Mountainview Park	3.71	19.4	72
S-1-77	Boyer Meadow	4.00	5	20
S-4-77	Springbrook Acres	4.16	6.73	28
S-6-77	Meridian Park	3.67	3.54	13
S-7-77	Rinkes	3.84	7.04	27
S-8-77	Hess Creek	2.48	6.45	16
S-10-77	Dogwood Terrace	4.29	2.1	9
S-11-77	Terrace Lane	3.38	3.85	13
Total Average DU/AC 77-78		3.57		

AFSH 10 Ac Min.  
 VLDR 20,000 sq. ft. - 2½ Ac Min.

Furthermore, Yamhill County has provided 3365 acres of VLDR designated land and 5534 acres of AFSH designated land directly abutting and encircling the Newberg Urban Growth Boundary. These acreages could yield the following potential population:<sup>\*3</sup>

	<u>VLDR</u>	<u>AFSH</u>
Acres	3365	5534
Potential lots	1346 to 7329 <sup>*1</sup>	553 <sup>*2</sup>
- 30% Market Factor	942 to 5130 Net Lots	387 Net Lots
X 2.7 pop/HH	2544 to 13851 pop.	1064 pop.

Total Potential Population Range 3608 to 14915

It is not anticipated that substantial development will occur in the VLDR plan designated areas at densities of 20,000 sq. ft. per dwelling unit, due to limitations associated with septic tanks and wells. City sewer and water services will not normally be extended outside the city limits.

Due to these limitations, 1 acre was used as an estimated parcel development size within the VLDR plan designation. Using this figure as the average potential parcelization in the VLDR designation, the total area within the designation would yield the following potential population:

VLDR (using 1 ac. min.)

Acres	3365
Potential lots	3365
- 30% Market Factor	2356 Net Lots
X 2.7 pop/HH	6479 pop.

When this figure is added to the potential population calculated for the AFSH plan designation, the total estimated population for the VLDR and the AFSH plan designation abutting the Newberg Urban Growth Boundary is 7543 people.

The Newberg Urban Area has the only commercial areas that could be used to serve this rural population. Accordingly, in order to provide for a balance of available commercial land, the Newberg Urban area should provide additional available commercial land to accommodate the rural population.

\*1) 20,000 sq. ft. to 2½ Ac. lots

\*2) 10 ac. lots

\*3) Acreage figures accurate as of April 1, 1980

Currently there are 810 residences located in the rural area calculated above. It is assumed that the commercial needs for this population is currently being served by existing commercial centers within Newberg. Therefore, commercial needs will be calculated on the potential net population increases.

810 residences X 2.75 pop/HH = 2228  
 Total estimated population AFSH/VLDR 7543  
 Subtract estimated current population ..... 2228  
 Estimated net population increase ..... 5315

5315 pop X .6 Ac/100 Pop. = 31.89 Needed Acres  
 X 30% Market Factor = 9.57 Acres

Total = 41.46

When combined with the City commercial needs, a total of 101.23 commercial acres is needed.

Industrial Land

In 1976 there were 64.24 acres of industrial land (.77 acres per 100 people) within the City limits. This does not include Publisher's Paper or other small industrial acreages within the planning area but outside the Newberg City limits.

In 1976 industrial acreages that were located outside the City limits but within what is now the Urban Growth Boundary are summerized below:

<u>SECTION</u>	<u>ZONE</u>	<u>ACRES</u>
9	LI	10
17	LIP	17
19BD	LI	1
19BD	LI	$\frac{1}{4}$
19BD	HI	$1\frac{1}{2}$
20	LI	2
20	LI	$2\frac{1}{2}$
20CD	HI	$2\frac{1}{4}$
29	HI	<u>120</u>
	Total	156.5

When this total is added to the industrial land lying within the City limits, a total of 220.74 acres were provided in 1976. This figure would yield approximately 2.6 acres of industrial land per 100 people.

As indicated on Page 93 of the Inventory of Natural and Cultural Resources, informal surveys of the Oregon State Employment office indicate that approximately 35% of the labor force in Newberg worked outside the City. In order to lessen the percentage of persons who live in Newberg but must work elsewhere, sufficient quantities of vacant industrial land had to be included within the Urban Growth Boundary which could be readily serviced with public utilities in order to encourage and stimulate economic expansion.

A ratio of 2.6 acres of industrial land per 100 population will provide for an adequate quantity of industrial land and will provide the opportunity for and encourage Newberg's economic independence and growth.

As with the commercial needs, additional industrial lands have been included into the Newberg Urban Growth Boundary to accommodate the needs of the surrounding projected rural population as they have not otherwise been provided for outside the Newberg Urban Growth Boundary in the eastern sector of Yamhill County.

Industrial

Assume 2.6 Ac/100 Pop.

7664 Needed Pop. X 2.6 Ac.	= 199.26
X 30% Market Factor	= 59.78
5315 County Pop. X 2.6 Ac.	= 138.19
X 30% Market Factor	= <u>41.46</u>
Total	= 438.69

Quasi Public/Public  
Parks

Jaquith	5.3
Memorial	2.4
Hoover	6
Scott Leavitt	2.1
Pool Park	4.5
College	1
Spring Meadow	3.46
Ewing Young	<u>29</u>

        Total ..... 53.76

Proposed Addition to Jaquith	17.65
Proposed Community	<u>9.00</u>
Total proposed park ....	26.65 acres needed

Park lands are calculated on the basis of .5 acres per 100 people in accordance with park standards. With an 18,000 population, a total of 90 acres should be provided for park purposes. 9.59 additional acres should then be added as proposed park.

Schools

Using the projected population increases within the Newberg School District 29JT, and in order to properly accommodate the projected student body, additional school sites and facilities will be necessary, which should include:

1. An additional junior high school site.....15 acres
2. Four additional elementary school sites.....11 acres each

The total land needed for school sites and facilities is 59 acres.

Miscellaneous Quasi Public

19.90 vacant acres are currently provided within the Newberg Urban Area. This vacant land is considered to be committed as follows:

- 17.79 acres - Cemetery Expansion
- 2.11 acres - Municipal Hospital Expansion

Additional acres will be necessary for the establishment of the Newberg Civic Center, expansion of the Newberg Fire Department and miscellaneous community buildings. The specific sites and acres needed for these uses are currently undetermined, however, 50 acres should be adequate to accommodate these uses.

Provision for Future Needs

For the purpose of comparison, the following table shows the projected land use acreage needs, the vacant acreages provided and the difference between the two in terms of acreages.

COMPARISON OF LAND USE NEEDS AND PROVISIONS

	Ac Vacant Provided	Needed	Difference
SFR	710.50	527	+ 183.50 provided
MDR & HDR MIX	256.14	183	+ 73.14 provided
COMMERCIAL	117.29	101.23	+ 16.06 provided
INDUSTRIAL	445.71	438.69	+ 7.02 provided
PUBLIC/Q-PUBLIC			
PARK	26.65	36.24	9.59 needed
SCHOOLS	0	59	59 needed
MISCELLANEOUS	19.90	69.90	50 needed
Totals....	1576.19	1415.06	161.13

## NEWBERG URBAN GROWTH BOUNDARY

The Newberg Urban Growth Boundary represents approximately 3933.7 acres, of which 1576.19 acres are considered to be vacant buildable land. The projected land use needs indicated that 1415.06 acres are needed for urban development to serve a projected City population of 18,000 people. 161.13 acres are provided in excess of the established need, however, several factors should be considered.

1. The needed acres are specific in terms of what is necessary to accommodate a long range population growth.

The vacant land inventory was based upon the accuracy of variously scaled maps, the use of a planimeter in calculating acreages, and an assumption that most quarter sections contain 160 acres each.

Because of this methodology, the inherent inaccuracy of the instruments and conversion factors, and the fact that each quarter section may differ as much as 20 acres from the norm of 160 acres, the Vacant Land inventory is considered to be generally accurate, but not specifically accurate.

The accuracy of the Vacant Land inventory could deviate as much as 200 acres less than that the figure represented.

2. The 161.13 acres that are provided in excess of the projected needs represents only four percent of the area within the total boundary.
3. Of the 183.5 acres that were provided in excess of the single family residential land use needs, approximately 55 acres are located within an area with moderate building limitations due to the steepness of slope, accessibility and serviceability. The property is located east of a drainage way, south of Highway 99W in the furthest eastern extension of the Urban Growth Boundary.
4. Approximately 45 acres designated industrial, located just north of the Newberg Sanitary Landfill, is generally unserviceable because of its elevation in relation to the sewer treatment plant. In addition, the site is limited because of poor access and rolling terrain.
5. The Comprehensive Plan was based on a City population projection of 18,000 people. The initial projection was made in 1976. Since that date it has become evident that the initial projections are low and that a projection of 27,000 people is more accurate. Because of this fact, a Comprehensive Plan Amendment schedule has been incorporated into this document. In light of the Plan Amendment schedule, it would be of little value to decrease the Urban Growth Boundary at this time to coincide exactly with the projected needs using a population projection of 18,000 people.

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. The Boundary was adopted based on anticipated needs for housing, employment and livability. In accordance with statewide planning goals, the Boundary was designed to accommodate the projected population of 18,000, 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 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 sewage treatment plant.

## MARKET/VACANCY FACTOR JUSTIFICATION

The Department of Land Conservation and Development Acknowledgement of Compliance report for the City of Newberg states under Page 30 that the City of Newberg has relied upon a "30% vacancy factor" to justify the Urban Growth Boundary. The report further states:

"The need for a vacancy factor has not been substantiated by findings and is not consistent with factors 1 and 2 of Goal 14, which must be applied in determining the amount of land to be included within the Urban Growth Boundary. A market or vacancy factor can and should be applied in the conversion of urbanizable land to urban use (see Conversion Factor 2 of Goal 14)."

Justification for the market factor includes the following excerpt from Land Use Standards: A Method for Determining Land Needs in Urban Growth Boundaries, prepared by Kim A. Wright, Western Environmental Trade Association, September, 1979.

"The acreage needs forecasted for residential and industrial/commercial development are the minimum amounts necessary. The forecasted acreage needs assume that each parcel of acreage needed possesses exactly the right location determinant for the future user of the land. However, this assumption is unrealistic for several reasons.

"The geographic characteristics of land parcels are not uniform. The topographical location and political (land use regulations) characteristics are different for each parcel, making land in one area an imperfect substitute for land in another area. More than the minimum acreage should be available for development to provide the variety of parcel characteristics desired by land users.

"Supply considerations also indicate a need for an excess of land above minimum requirements. As the quantity of available land diminishes, the price that it commands increases. Constraints on the choice of available sites means fewer potential land users can find parcels suitable for their needs; the price of parcels which are suitable are bid up. In addition, as the number of owners of available land decrease, monopolistic pricing patterns also result in higher prices.

"If prices for buildable land increase faster than increases in income and prices for other goods, the impact on the community is considerable. The cost of buying, renting, and owning developed land will also increase. Since the burden of higher prices falls mainly on those unable to afford it, many land use regulations are being challenged in courts for their exclusionary effects. Under due process, equal protection and the 'right to travel' principles

of the U.S. Constitution, the courts have already invalidated the right of a locality to regulate land use within its jurisdiction, when the effect is to exclude racial minorities.

"The problems associated with constraints upon the supply of developable land must be balanced against the land use planning goals of more orderly and efficient growth. If a limit on the supply of developable land is imposed by adopting an urban growth boundary, the boundary must be drawn to include enough land to avoid the economic and social impacts of land shortages; yet through some restrictions on the amount and location of available land, encourage the efficient use of resources and minimal cost provisions of public services.

"The question of exactly how much land is needed, in excess of minimal requirements, is unresolved. Nevertheless, some evidence is available which suggests generally how much land is needed and identifies the consequences of providing too little or too much. The evidence arises from studies of the amount of vacant land currently in urban areas, real estate 'rule of thumb' regarding lot sales, and a limited number of empirical studies of communities which have already established urban growth controls.

"Studies indicate that the amount of vacant land currently in urban areas is dependent upon the size of the population; the amount of vacant land declines as population increases. One study...a study of Oregon cities found 30% vacant land in cities of 10,000 to 50,000...

"...Four conclusions regarding the effect of controls which act to limit the supply of land are as follows:

1. Land and housing costs increase significantly in areas available for development.
2. The inflated cost of housing built upon a reduced supply of available land, effectively limits the housing opportunities of those least able to afford it.
3. Reductions in the supply of land act to limit competition among developers, leading to monopolistic pricing.
4. Industry is acquiring sites for relocation and expansion which are much larger than immediate needs, or needs projected for the planning period of the community. This is a response to uncertainty about the availability of land in the future and may also be due to the longer planning periods employed by industry."

As indicated in the Inventory of Vacant Buildable Land, there are approximately 1,521 acres of vacant buildable land to be used for urban

development for all land uses for the next 20-year planning period. Because of Newberg's current size and projected population, only 655 acres are included for single family residential uses. Although this 655 acres, if developed to its highest potential, could easily accommodate the projected population growth, it can also be easily consumed by a small number of land developer/speculators. Thereby a handful of people can easily control the market availability for housing over the next planning period. This assumption appears to be accurate in Newberg's case.

Newberg has been experiencing rapid development over the past decade with special emphasis within the last three-year period. Newberg is also experiencing continued development pressure from the Portland metropolitan area. Within large metropolitan areas the ability for large development corporations to monopolize certain land use acreages becomes more difficult because the quantity of these acreages is much greater. However, within a community the size of Newberg, having only about 655 acres for low density residential development, this land can easily be purchased or controlled by a small number of large developers. Since there are a number of large developers in the Portland metropolitan area, the monopolization of Newberg's available land can easily be and is assumed to have an extensive impact upon housing marketability and availability within the community over the next planning period.

The inclusion of a 30% market factor within Newberg's land use designations is necessary in order to achieve the provisions of LCDC Goal 10 - Housing.

## CONCLUSIONARY FINDINGS

1. The establishment of Newberg's Urban Growth Boundary was based upon consideration of the seven factors identified within LCDC goal 14 - Urbanization.
2. The Newberg Comprehensive Plan has identified the basic land use needs to accommodate long range urban population growth requirements consistent with the LCDC goals. As part of the land needs analysis, a 30% market/vacancy factor was applied to all residential, commercial, and industrial land needs to accommodate the projected population growth within the Newberg urban area. The 30% market/vacancy factor is found to be necessary in order to balance the land use needs while encouraging an orderly, economic and efficient use of Newberg's urbanizable lands. Because of Newberg's proximity to the Portland metropolitan area, the City finds that the small number of vacant acres provided in each land use category could easily be monopolized by a limited number of developers.
3. The amounts of vacant buildable lands provided within the Newberg Comprehensive Plan will encourage the stabilization of land costs to remain commensurate with the financial capabilities of Oregon households, businesses and industries.
4. The Newberg Comprehensive Plan and Urban Growth Boundary has been designed to meet the needs projected for housing and employment opportunities by providing a wide range of locations and parcel sizes for residential, commercial and industrial expansion while providing the necessary services and amenities for the livability of Newberg urban area residents.
5. In deciding on an Urban Growth Boundary, all goals were taken into consideration. Where possible, the boundary was placed along a natural boundary, utilizing natural drainage ways, roadways and lot lines. In order to provide for the orderly, efficient and economic provisions of expanding the necessary City services and to provide for urban containment, the Urban Growth Boundary, while expanding primarily to the north and east, represents a rounded pattern.
6. The City of Newberg and the surrounding areas are made up predominantly with Class 1 and 2 soils. The preservation of agricultural lands was a prime consideration in determining the directions of urban growth. The primary direction of residential urban growth is to the north. This allows for the economic expansion of sewer facilities by providing a gravity flow sewer network and also heads the growth of the City in the direction of Chehalem Mountain. By expanding the urban growth in a northerly direction, agricultural lands will be maintained to the highest degree possible, as the further north the urbanizing areas go, the lesser the quality of the soil becomes for agricultural uses.

7. The design of the urban growth boundary provides for the maximum efficiency of land uses within and on the fringe of the existing Newberg Urban Area. The planned growth areas for the City of Newberg have been located as to reduce the costs of public facilities and services to the highest degree possible.
8. Based upon the land use analysis enough land to accommodate long range growth requirements for various uses have been included in the Newberg Urban Growth Boundary proposal. The allocations of various land uses within the boundary have been determined, based upon reasonable assumptions. One factor involved was maximizing use of the land within the boundary. One of the key elements is to encourage development of existing areas which can be provided service before developing new areas.
9. Nearly all land which is available for future urban growth is class 2 soil. The statewide agricultural goal requires retention of land on a priority basis as determined by S.C.S. site classes. In this case, the long range need for urbanizable land involves the conversion of some agricultural land. Since nearly all land surrounding the City of Newberg is relatively equal in class, the decision for inclusion in the urban growth boundary was made on other applicable criteria. The boundary was designed to have a compatible relationship between urban uses and nearby agricultural uses.
10. Two primary growth directions were considered, an east-west development pattern and a north-south development configuration. The City of Newberg is surrounded with class 1 and 2 soils, so this variable was considered to be relatively constant. Sewer lines and services are fairly committed to northern development as can be observed on the facilities map within the Inventory of Natural and Cultural Resources.
11. Lot sizes are generally smaller to the north than to the east and west making the area more desirable for urbanization. The north-south alternative was also chosen in response to a City of Dundee desire to maintain a separate identity from Newberg.

## NEWBERG COMPREHENSIVE PLAN

### POPULATION PROJECTIONS

The City of Newberg has prepared the plan with a population estimate of 18,000 people. This projection is consistent with the Areawide Master Sewerage Plan adopted by the Council of Governments which has been submitted to the Department of Environmental Quality and to the Environmental Protection Agency. As the City was approaching completion of this plan the Council of Governments prepared new population estimates for all areas in Yamhill, Polk and Marion Counties. The new estimate prepared as part of this work for Newberg is 27,000 people. This population projection represents four months of work researching city and county planning data, as well as analyzing demographic components of change in the regional population as a whole. In May of 1979 the MWVCOG Board of Directors adopted the revised projections.

The City of Newberg pledges to continue implementing its Master Sewerage Upgrading Program as outlined by its Facilities Planning Study (and supplements thereto). All major facilities, including sewage treatment plant expansion and sludge disposal, will be based upon a projected population of 18,050 by the year 2000. The treatment plant expansion will have sufficient flexibility to facilitate additional expansions in the future.

The City of Newberg hereby acknowledges that both the MWVCOG Water Quality Management Plan and this Comprehensive Plan are dynamic documents, requiring periodic updating to reflect changes in population projections, economic and environmental considerations, etc. Therefore, the City pledges to initiate all necessary amendment processes at appropriate times to insure compatibility between the two plans.

The status of the planning work in the City does not allow this new population estimate to be incorporated into the Plan at this time. However, the City does intend to update the Newberg Comprehensive Plan according to the following schedule:

<u>Amendment Schedule</u>	<u>Proposed Completion Date</u>
1. Adoption of population projection...	February 1980
2. Prioritize and inventory vacant land abutting present Urban Growth Boundary...	July 1980
3. Formulate land use needs...	August 1980
4. Public hearings at Citizen Involvement and Planning Commission level...	November 1980
5. Refer proposed modifications to affected departments and agencies...	January 1981
6. Prepare recommendation for City Council...	February 1981
7. Public hearings - City Council...	April 1981
8. Public hearings - Yamhill County Board of Commissioners...	June 1981

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 will strive to 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.

Open Space  
(Revision to Page 34 of the  
Newberg Comprehensive Plan)

Open Space

The open space designation is unlike the other plan designations in that it is considered to be an overlay or a sub-designation from the parent plan designation. The parent plan designation is the primary designation for identifying land use classifications.

Open space lands are primarily areas in flood planes and drainage-ways which, due to natural limitations, are to be preserved with a largely open character. The open space designation is implemented by plan policies and the GENERAL HAZARD and FLOOD HAZARD sub-district classifications identified within the Newberg Zoning Ordinance. 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 or locational qualities. Boundaries of designated open space areas are intentionally general so that a flexible type of review may be utilized based upon the carrying capacities of particular areas. Ownership of these lands may be public, private or a combination of these two.