



Oregon

Theodore R. Kubongski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

4/20/2010

TO: Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Newberg Plan Amendment  
DLCD File Number 009-09

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures\*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Monday, May 03, 2010

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

**\*NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: David Beam, City of Newberg  
Gloria Gardiner, DLCD Urban Planning Specialist  
Steve Oulman, DLCD Regional Representative

Angela Lazarean, DLCD Urban Planner

<paa> Y



FORM 2

DLCD

# Notice of Adoption

In person  electronic  mailed

DATE STAMP

DEPT OF

APR 13 2010

LAND CONSERVATION AND DEVELOPMENT

For Office Use Only

This Form 2 must be mailed to DLCD within 5-Working Days after the Final Ordinance is signed by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

Jurisdiction: City of Newberg

Local file number: G-09-007

Date of Adoption: April 5, 2010

Date Mailed: April 12, 2010

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD?  Yes  No Date: 12/28/2009

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

The amendment revised the housing element of the Newberg Comprehensive plan. It includes new demographic data, and update existing housing needs and residential land needs table. It also amends the comprehensive plan text to include updated residential and institutional land needs information.

Does the Adoption differ from proposal? Yes

Amendment adopts comprehensive plan amendments. Development code amendments will be considered separately. Amendment includes some technical corrections.

Plan Map Changed from:

to:

Zone Map Changed from:

to:

Location:

Acres Involved:

Specify Density: Previous:

New:

Applicable statewide planning goals:

1  2  3  4  5  6  7  8  9  10  11  12  13  14  15  16  17  18  19

Was an Exception Adopted?  YES  NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes  No

If no, do the statewide planning goals apply?

Yes  No

If no, did Emergency Circumstances require immediate adoption?

Yes  No

DLCD File No. 009-09 (18042) [16087]

**DLCD file No.** \_\_\_\_\_

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Yamhill County

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Local Contact: **Barton Brierley**

Phone: (503) 537-1212 Extension:

Address: P.O. Box 970

Fax Number: 503-537-1272

City: Newberg, OR

Zip: 97132

E-mail Address: **barton.brierley  
@newbergoregon.gov**

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### **ADOPTION SUBMITTAL REQUIREMENTS**

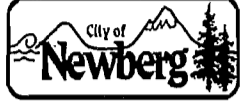
**This Form 2 must be received by DLCD no later than 5 days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s) per ORS 197.615 and OAR Chapter 660, Division 18**

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting, please print this Form 2 on light green paper if available.
3. Send this Form 2 and One (1) Complete Paper Copy and One (1) Electronic Digital CD (documents and maps) of the Adopted Amendment to the address in number 6:
4. **Electronic Submittals: Form 2 – Notice of Adoption will not be accepted via email or any electronic or digital format at this time.**
5. The Adopted Materials must include the final decision signed by the official designated by the jurisdiction. The Final Decision must include approved signed ordinance(s), finding(s), exhibit(s), and any map(s).
6. **DLCD Notice of Adoption must be submitted in One (1) Complete Paper Copy and One (1) Electronic Digital CD via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.** (for submittal instructions, also see # 5)] **MAIL the PAPER COPY and CD of the Adopted Amendment to:**

**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**

7. Submittal of this Notice of Adoption must include the signed ordinance(s), finding(s), exhibit(s) and any other supplementary information (see ORS 197.615 ).
8. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) of adoption (see ORS 197.830 to 197.845 ).
9. In addition to sending the Form 2 - Notice of Adoption to DLCD, please notify persons who participated in the local hearing and requested notice of the final decision at the same time the adoption packet is mailed to DLCD (see ORS 197.615 ).
10. **Need More Copies?** You can now access these forms online at <http://www.lcd.state.or.us/>. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518.

Updated December 22, 2009



## **ORDINANCE NO. 2010-2724**

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**AN ORDINANCE ADOPTING AMENDMENTS TO THE NEWBERG  
COMPREHENSIVE PLAN HOUSING ELEMENT, AND THE  
COMPREHENSIVE PLAN HOUSING AND INSTITUTIONAL LAND NEEDS  
AND SUPPLY DATA**

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### **RECITALS:**

1. On November 21, 2005, the Newberg City Council adopted Ordinance 2005-2626, which adopted residential and institutional land needs projections through 2040. These have been amended to some extent through several subsequent actions.
2. Additional data has become available from the U.S. Census Bureau, the Population Research Center at Portland State University, and from the Newberg Planning and Building Department.
3. The amendment updates the comprehensive plan housing element and residential and institutional land needs and supply tables to reflect this new data. The housing element and comprehensive plan text is amended and shown in Exhibit "A" and Exhibit "B." Exhibit "A" and Exhibit "B" are hereby attached and by this reference incorporated.
4. On February 11, 2010, the Newberg Planning Commission held a hearing to consider the proposed changes, and recommended adoption.
5. On March 15, 2010, the Newberg City Council held a hearing to consider the proposed changes. The Council considered testimony and evidence, and adopted the findings shown in Exhibit "C".

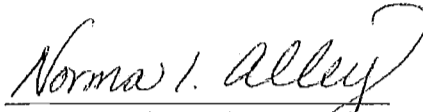
### **THE CITY OF NEWBERG ORDAINS AS FOLLOWS:**

1. The Newberg Inventory of Natural and Cultural Resources is amended and shown in Exhibit "A," which is attached. Exhibit "A" is hereby adopted and by this reference incorporated.
2. The Newberg Comprehensive Plan Text is amended and shown in Exhibit "B," which is attached. Exhibit "B" is hereby adopted and by this reference incorporated.

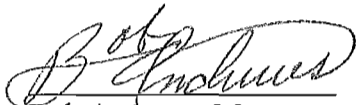
3. The findings are shown in Exhibit "C," which is attached. Exhibit "C" is hereby adopted and by this reference incorporated.

➤ **EFFECTIVE DATE** of this ordinance is 30 days after the adoption date, which is: May 6, 2010.

**ADOPTED** by the City Council of the City of Newberg, Oregon, this 7<sup>th</sup> day of April, 2010, by the following votes: **AYE: 7 NAY: 0 ABSENT: 0 ABSTAIN: 0**

  
Norma I. Alley, City Recorder

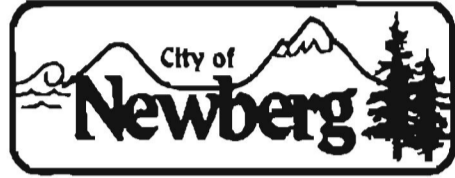
**ATTEST** by the Mayor this 8<sup>th</sup> day of April, 2010.

  
Bob Andrews, Mayor

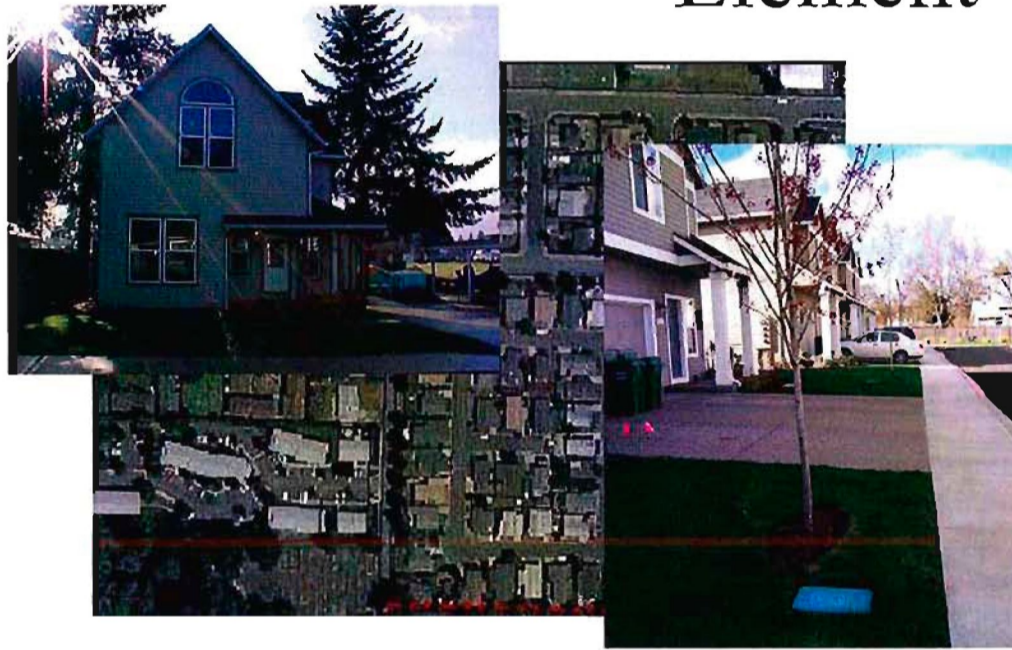
**LEGISLATIVE HISTORY**

By and through Planning Commission at 2/11/2010 meeting. Or, None.  
(committee name) (date) (check if applicable)

Exhibit A to  
Ordinance 2010-2724



# Comprehensive Plan Housing Element



## Section 13 of Newberg Inventory of Natural and Cultural Resources

Originally Adopted by Newberg City Council January 1978  
Revised April 6, 1981  
Revised November 21, 2005 by Ordinance 2005-2626  
Proposed Revisions Draft February 23, 2010

## City of Newberg Comprehensive Plan Housing Element

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## I. Introduction

Oregon's Statewide Planning Goal 10 is, "To provide for the housing needs of citizens of the state." Newberg's housing goal is "To provide for a diversity in the type, density and location of housing within the City to ensure there is an adequate supply of affordable housing units to meet the needs of City residents of various income levels."

Newberg is home for over 23,000 people. It is expected to be home for over 42,000 by 2030, and over 54,000 by 2040. This element details Newberg's existing demographics and housing information, and projects its needs for future housing units.

Newberg strives diligently to keep and enhance its livability. Livability starts with having a place to live.

## II. Population and Demographic Information

### *Historic Population*

Newberg grew over 450 percent from 1960 to 2009. This population growth was due to a variety of factors: regional population growth, expansion of industry and business in the area, proximity to other employment centers, and the high quality of life in the area.

**Table 13- 1: Newberg City Population – 1960-2009**

Year	Population
1960	4,204
1970	6,507
1980	10,394
1990	13,086
2000	18,064
2009	23,150

Sources: U.S. Census, Population Research Center, Portland, State University

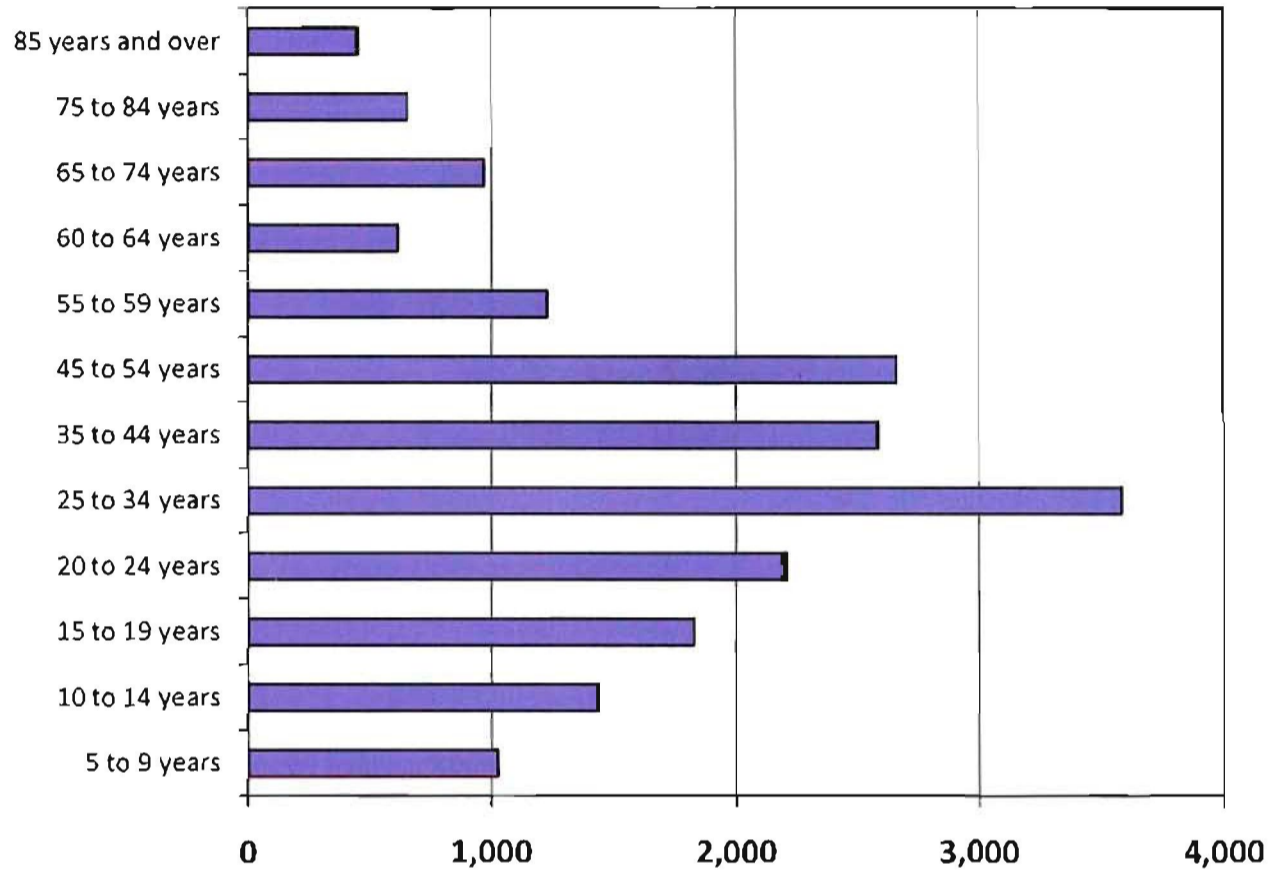
The Portland State University Population Research Center estimated Newberg's population as of July 1, 2009 to be 23,150. In addition, approximately 432 people live in the area between the city limits and the urban growth boundary. So, as of July 1, 2009, the Urban Growth Boundary had an estimated population of 23,582.

### *Demographics*

#### **Age and Sex of Population**

Newberg's median age in 2006-2008 was 31.8. 10 percent of the population was 65 or older. Newberg's population was 52 percent female, and 48 percent male. Figure 13- 1 on page 2 show the population age cohorts for Newberg.

Figure 13- 1: Age of Population, Newberg 2006-2008

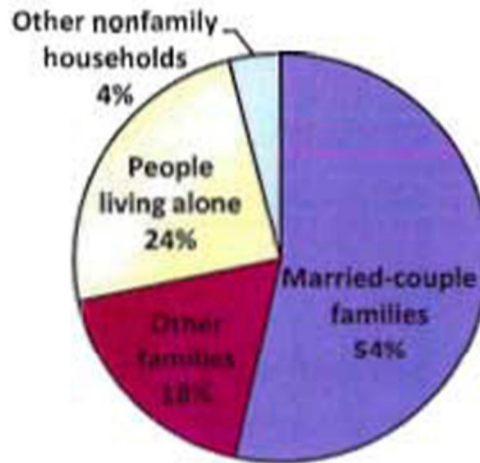


Source: American Community Survey, 2006-2008

### Households and Families

In 2006-2008 there were 7,500 households in Newberg city. The average household size was 2.7 people. Families made up 71 percent of the households in Newberg city. This figure includes both married-couple families (53 percent) and other families (18 percent). Nonfamily households made up 29 percent of all households in Newberg city. Most of the nonfamily households were people living alone, but some were composed of people living in households in which no one was related to the householder.

Figure 13- 2: Percent of Types of Household in Newberg, 2006-2008



Source: American Community Survey, 2006-2008

### Income Levels

According to the American Community Survey, in 2006-2008 the median household income in Newberg was \$49,233. Table 13- 2 shows estimated household incomes by income level.

Table 13- 2: Household Incomes, Newberg 2006-2008

Household Income	Percent of Households	Margin of Error
Less than \$10,000	6.40%	+/-2.8
\$10,000 to \$14,999	4.40%	+/-2.0
\$15,000 to \$24,999	8.50%	+/-3.1
\$25,000 to \$34,999	10.30%	+/-3.7
\$35,000 to \$49,999	21.80%	+/-5.4
\$50,000 to \$74,999	22.10%	+/-5.5
\$75,000 to \$99,999	15.50%	+/-3.7
\$100,000 to \$149,999	9.40%	+/-2.8
\$150,000 to \$199,999	1.00%	+/-0.8
\$200,000 or more	0.50%	+/-0.6

Source: American Community Survey, 2006-2008

## **Homeless Population**

Yamhill County has led an effort to count the homeless population. Based on the data from the Point In Time Count that was conducted in January 2008 countywide, 216 families with a combined total of 364 persons (does not include those not involved with a shelter or social services on that day) were counted as being homeless on that particular night. Of this number, approximately 5.6 percent are considered chronically homeless and have been without a home for a year or more or have had at least four episodes of homelessness in the past four years. The January 2009 Point In Time Count that included a full countywide count effort resulted in a total of 233 families with a combined total of 404 persons (does not include all school aged children).<sup>1</sup> The plan did not report the percentage of these found in the Newberg area, but it is clear that some percentage are living or would like to live in Newberg.

## ***Population Projections***

Population projections are the basis of comprehensive land use planning. To maintain a high quality of living, the community must plan for its future population. Population growth will require sufficient land and services.

Many of the same factors that have contributed to Newberg's historic population growth will contribute to its future growth: employment opportunities both in Newberg and nearby, high quality of life, and regional population growth. Newberg is already experiencing a great amount of population growth due to the lack of buildable land within the Portland area.

Future population projections for the City of Newberg were prepared in 2004 by Barry Edmonston, Director Population Research Center, Portland State University,<sup>2</sup> using two different methodologies: a ratio method and a cohort component method. While the two methods produced similar results, City staff and the Ad Hoc Committee on Newberg's Future<sup>3</sup> felt that the cohort component method more accurately projected the future population of Newberg. In addition, projected population growth for the area outside the city limits but inside the UGB was added to the City population projections to yield urban area population projections. Table III-1 presents the resulting population forecasts through 2040.

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<sup>1</sup> Yamhill County, Oregon, *Ten Year Ending Homelessness Plan*, June 29, 2009.

<sup>2</sup> Barry Edmonston, Director, Population Research Center, Portland State University, Portland, Oregon. *Population Projection for Newberg, Yamhill County, Oregon: 2000 to 2040*. March 25, 2004.

<sup>3</sup> Ad Hoc Committee on Newberg's Future, *Report to Newberg City Council*, July 21, 2005.

**Table 13- 3: Future Population Forecast – Newberg Urban Area**

<b>Year</b>	<b>Population Forecast</b>
2010	24,497
2015	28,559
2020	33,683
2025	38,352
2030	42,870
2035	48,316
2040	54,097

Sources: Johnson-Gardner, Barry Edmonston

This population forecast was coordinated with Yamhill County<sup>4</sup>, and acknowledged by the State of Oregon in 2006. This population forecast was used to determine future land

needs within the Newberg urban area.

As of July 2009, the estimated population of the Newberg Urban area was 23,582. This estimate is within about 200 people or less than 1% difference of an interpolated 2009 population forecast. Therefore the previously adopted, coordinated, and acknowledged population forecast is appropriate for continued use.

## **II. Existing Housing**

The American Community Survey (ACS), conducted by the U.S. Census Bureau, includes data about existing housing in Newberg. The 2006-2008 Survey includes average data for that three year period. The following information is derived from the ACS. It reflects information inside Newberg city limits.

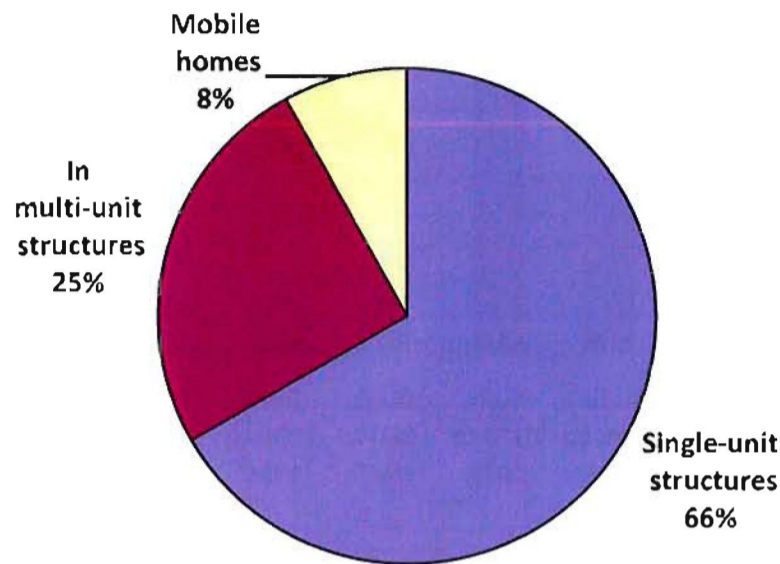
### ***Housing Characteristics***

In 2006-2008, Newberg city had a total of 7,900 housing units, 6 percent of which were vacant. Of the total housing units, 66 percent were in single-unit structures, 25 percent were in multi-unit structures, and 8 percent were mobile homes. Forty percent of the housing units were built since 1990. In addition, Newberg 2009 land inventory data indicates there are 174 housing units in the unincorporated area inside the Newberg UGB.

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<sup>4</sup> Michael Brandt, Yamhill County Planning Director, letter to Barton Brierley, Newberg Planning and Building Director, October 31, 2006.

Figure 13- 3: Types of Housing Units in Newberg City, 2006-2008



Source: American Community Survey, 2006-2008

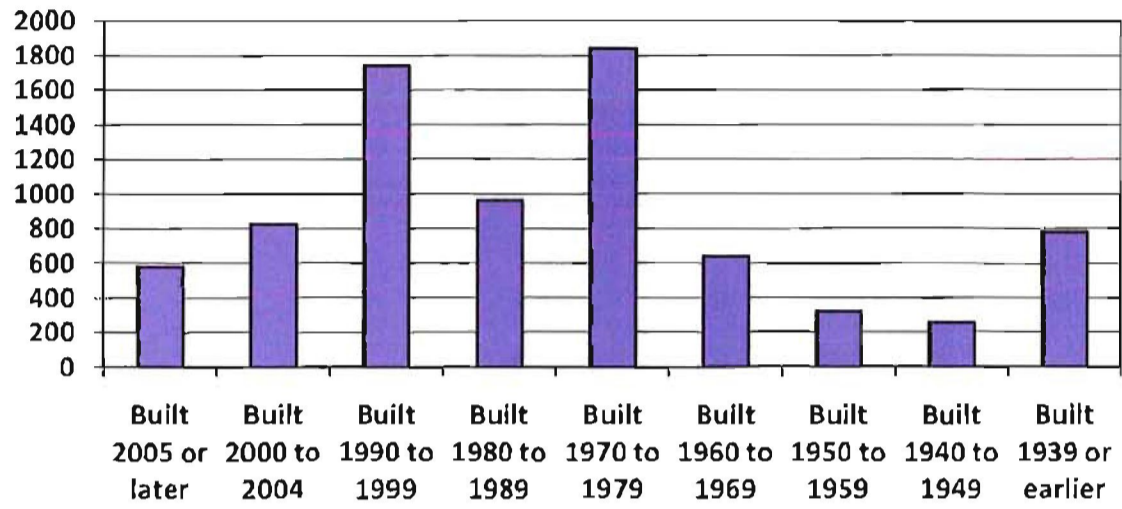
### ***Occupied Housing Unit Characteristics***

In 2006-2008, Newberg city had 7,500 occupied housing units - 4,900 (66 percent) owner occupied and 2,500 (34 percent) renter occupied. Three percent of the households did not have telephone service and 7 percent of the households did not have access to a car, truck, or van for private use. Multi-vehicle households were not rare. Forty-two percent had two vehicles and another 23 percent had three or more.

### ***Age and condition of Housing***

Three-quarters of housing units in Newberg were constructed after 1970. 13 percent were constructed prior to 1950. Comprehensive data is not available on the condition of housing in Newberg. However, with one-quarter of the housing stock exceeding 50 years age, housing maintenance and upkeep will be a growing concern for the community. In 2009, the Housing Authority of Yamhill County surveyed homeowners to solicit interest in the housing rehabilitation program. That survey yielded a waiting list of 58 owners wanting to participate in the housing upgrade program.

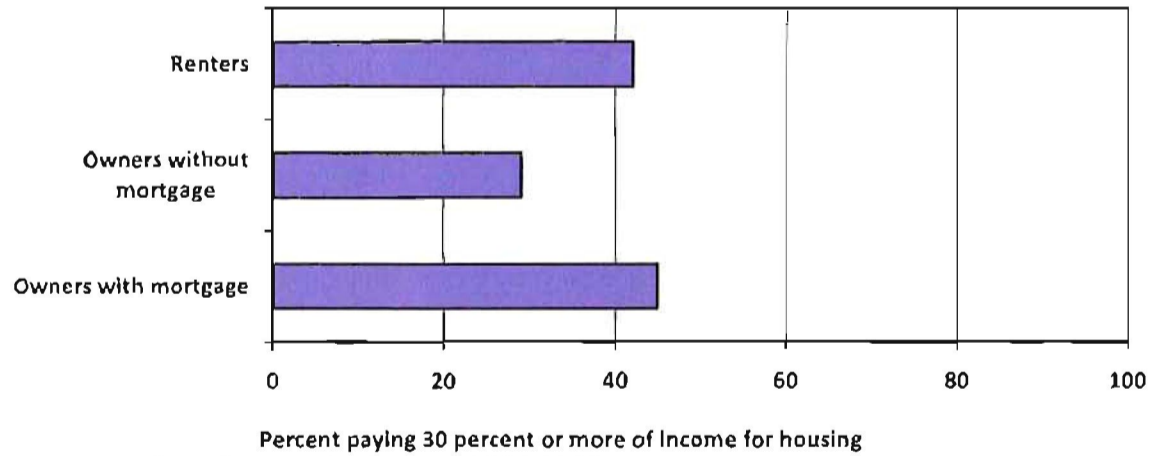
Figure 13- 4: Housing Units by Year Built - Newberg 2006-2008



**Housing Costs**

The median monthly housing costs for mortgaged owners was \$1,576, nonmortgaged owners \$411, and renters \$749. Forty-five percent of owners with mortgages, 29 percent of owners without mortgages, and 42 percent of renters in Newberg city spent 30 percent or more of household income on housing.

Figure 13- 5: Occupants with a Housing Cost Burden in Newberg city, Oregon in 2006-2008



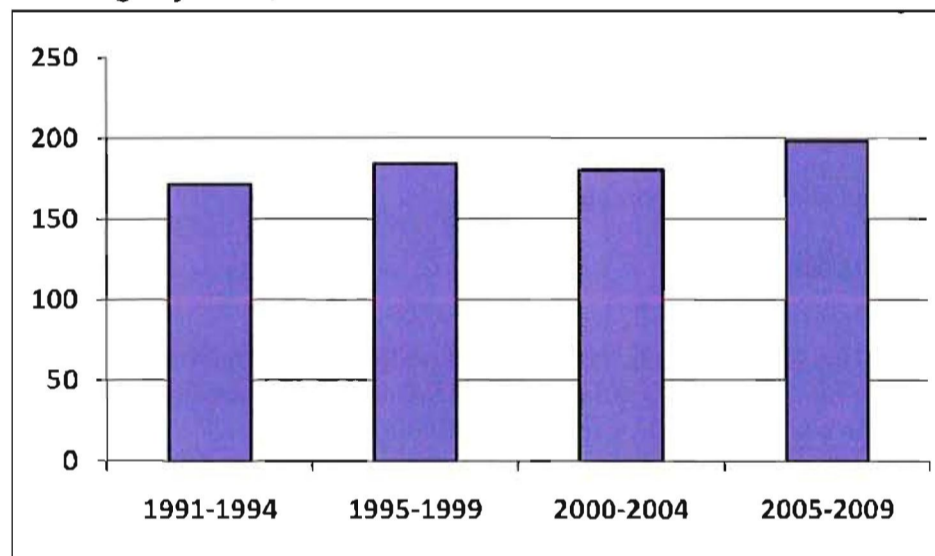
Source: American Community Survey, 2006-2008

### III. Recent Trends in Housing Construction

#### *Number of units constructed*

The average number of dwelling units constructed in Newberg grew steadily through the 1990's and 2000's. Figure 13- 6 on page 8 shows the average annual number of dwelling units issued permits from 1991-2009. Note that these records show building permits issued within Newberg city limits. A few additional permits are issued each year in the unincorporated area inside the UGB. In addition, a few permits each year are issued, but the dwelling units are not actually constructed. Data for individual years vary widely, due to fluctuations in the economy and housing markets.

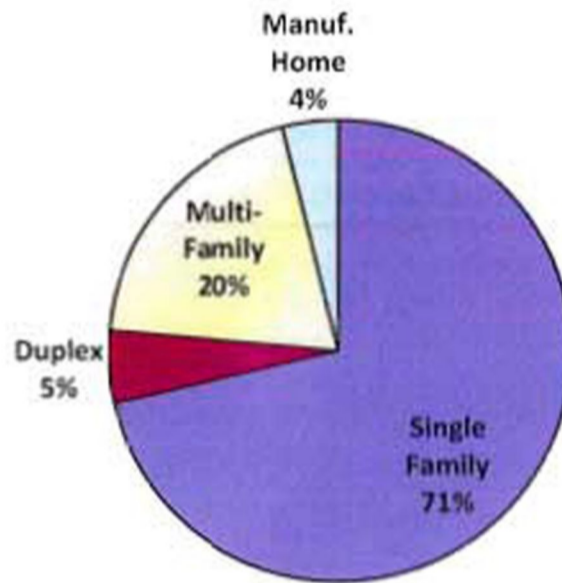
**Figure 13- 6: Average Annual Number of Housing Units Issued Permits  
Newberg city limits, 1991-2009**



#### *Types of Housing Units Constructed*

Dwelling units constructed in the 2000's were predominantly single family detached units. Figure 13- 7 on page 9 shows the number of units issued permits in Newberg city limits from 2000-2009.

Figure 13- 7: Permits Issued by Dwelling Type, Newberg 2000-2009



Source: Newberg Planning and Building Department, 2009<sup>5</sup>

### Housing Density and Lot Sizes

As part of their study, the Ad Hoc Committee on Newberg’s future looked at recent trends in housing development<sup>6</sup>. They found that most housing was being constructed at densities less than the planned density for the zone. Table 13- 4 shows their findings.

Table 13- 4: Recent Trends for Housing Densities

Comprehensive Plan District		Recent Trends
Single-Family	Units/Gross Acre	3.6
	Avg Lot Size	9,800 sf
Med Density Multi-Family	Units/Gross Acre	5.8
	Type	Single Family
High Density Multi-Family	Units/Gross Acre	15.4
	Type	2 story apts with surface parking
Average	Units/Gross Acre	5.4
	Units/Net Acre	6.8

<sup>5</sup> Note that the term “duplex” refers to a structure with two dwelling units, and “Multi-family” refers to structures with three or more dwelling units. Duplexes and multi-family units are considered dwellings “in multi-unit structures” in the American Community Survey. A duplex is considered part of “single family attached” dwellings in the Johnson-Gardner residential land needs report.

<sup>6</sup> Ad Hoc Committee on Newberg’s Future, *Report to Newberg City Council*, July 21, 2005. Development trends are 1990-2004.

## IV. Future Housing Needs

### *Housing Unit Needs*

In order to determine the amount of residential land needed, Newberg used Johnson-Gardner to create a Housing Needs Analysis<sup>7</sup>. That analysis examined the demographic, housing cost, and household income data for the City of Newberg to determine the need for specific housing types: single-family, multi-family, and manufactured homes. Based on the future population projections, the study projected the future housing needs shown in Table 13- 5.

**Table 13- 5: Needed Housing Units by Year Range - 2010-2040**

Years	Housing Units Needed
2010-2015	1,830
2016-2020	1,811
2021-2025	1,862
2026-2030	2,040
2031-2035	2,140
2036-2040	2,240

Source: Johnson-Gardner

Through 2009, population estimates have been within about 200 people of adopted, acknowledged, and coordinated forecasts. The study used an estimated household size of 2.76 persons/household. The 2006-2008 ACS estimate of average household size is 2.7, which also is very close to projections. The study used a vacancy rate of 5.2%, whereas the 2006-2008 ACS estimate was 6%. Making any adjustment to the housing unit projections based on these later estimates would have a negligible effect on the housing unit estimates, therefore the housing unit projections show in Table 13- 5 are appropriate for the planning period.

### *Future Housing Types*

The study projected also projected future household income levels. These estimates, updated to 2009 dollars, are shown in Table 13- 6.

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<sup>7</sup> Johnson-Gardner, The Benkendorf Associates Corporation, *Newberg Housing and Residential Land Needs Report*, June 30, 2004.

**Table 13- 6: Future Housing Needs by Income Levels (2009 Dollars)**

Household Income	Percent of Need
Under \$10,000	4.5%
\$10,000 - \$14,999	3.9%
\$15,000 - \$24,999	10.5%
\$25,000 - \$34,999	11.0%
\$35,000 - \$49,999	15.0%
\$50,000 - \$74,999	23.4%
\$75,000 - \$99,999	16.6%
\$100,000 - \$149,999	10.3%
\$150,000 - \$249,999	3.9%
\$250,000 - \$499,999	0.9%
\$500,000 or more	0.1%
Total	100.0%

Source: Johnson-Gardner, adjusted to 2009 Dollars

In comparing these projections with 2006-2008 American Community Survey data, all the projections are within the margin of error except two income levels: the \$35,000 to \$49,999 level (estimate is 6.8% higher than projected need, and margin of error is 5.4%), and the levels above \$150,000 (estimate is 3.3% lower than projected need, and margin of error is about 0.7%). These differences are likely a reflection of lower household incomes due to the recession that began by some accounts at the end of 2007. Assuming the recession won't continue through 2030 and Newberg's economic development strategies are successful, the income projections should hold reasonably accurate for the planning period.

Based on these household income levels, the study assigned future housing needs into housing types: single family attached, single family detached, multi-family, and manufactured homes. These needs are shown in Table 13- 7.

Two adjustments were made to the Johnson-Gardner residential land need analysis:

- 49 dwelling units displaced by the proposed Newberg-Dundee Bypass were added to the housing need.
- As an efficiency measure, 1 percent of dwellings were allocated to mixed-use developments in non-residential areas, such as upper floor dwellings in commercial areas. This adjustment also provides additional dwelling units for lower income households should the economic recovery not be as strong as projected.

The result is the future housing needs projections shown in Table 13- 7.

**Table 13- 7: Future Housing Need by Housing Type (number of dwelling units)**

	Single Family		Multi-Family		Manufactured		Mixed-Use	Total
	Detached	Attached	Medium Density	High Density	Parks	Sub-division		
	50%	7%	15%	23%	2%	2%	1%	100%
2010-2030	3,796	531	1,139	1,746	152	152	76	7,592
2031-2040	2,190	307	657	1,007	88	88	44	4,380
Total	5,986	838	1,796	2,754	239	239	120	11,972

Source: Johnson-Gardner, with adjustments as noted.

## V. Land Needs for Housing

### *Housing Types by Comprehensive Plan Designation*

The residential land need is determined by assigning each housing type to a comprehensive plan designation – low density residential (LDR), medium density residential (MDR), and high density residential (HDR). One adjustment was made to the Johnson-Gardner needs analysis: 20% of the planned single family detached units were assigned to the Medium Density Residential district. The results are shown in Table 13- 8.

**Table 13- 8: Housing Types by Plan and Zone Category**

Single Family		Multi-Family		Manufactured		Mixed-Use
Detached	Attached	Medium Density	High Density	Park	Subdivision	
80% LDR 20% MDR	MDR	MDR	HDR	MDR	MDR	COM
80% R-1 20% R-2	R-2	R-2	R-3	R-2	R-2	C-1, C-2, C-3, R-P

Source: Johnson-Gardner

Table 13- 9 presents the 2010-2030 and 2031-2040 housing unit need by comprehensive plan category.

**Table 13- 9: Housing Unit Need by Comprehensive Plan Category 2010-2040**

Plan Designation	Units Needed 2010-2030	Units Needed 2031-2040
LDR	3,037	1,752
MDR	2,733	1,577
HDR	1,746	1,007
COM	76	44
<b>TOTAL</b>	<b>7,592</b>	<b>4,380</b>

### ***Housing Density***

Future residential land need is determined by the development density (dwelling units per gross acre) for the needed housing units. Newberg has traditionally planned for development to occur at 4.4 dwellings/gross acre in the Low Density district, 8.8 dwellings/gross acre in the Medium Density district, and 21.8 dwellings/gross acre in the High Density District<sup>8</sup>. However, recent residential development has occurred at densities less than those planned, particularly in the MDR designation. This is due to a variety of factors. Most importantly, zoning regulations have set the “planned density” as the “maximum density”, thus land will always be developed at or less than the planned density. Other factors have contributed such as greater profitability for single family than multi-family housing, and compound development requirements such as street and open space reserves. This trend does not use land as efficiently as desired, nor does it meet the needs for housing at the expected income levels. The City of Newberg will take steps to encourage development to occur closer to planned densities in each of the residential zoning districts. Steps to be considered are outline in the City of Newberg *Affordable Housing Action Plan*, which is discussed further in Subsection VI on page 14. These steps will lead to a 25% increase in overall residential densities. This is used to determine the future residential land need. Table IV-5 shows the densities that are the basis for determining future residential land needs.

**Table 13- 10: Planned Residential Densities**

Comprehensive Plan District		Recent Trends	Planned Density
Single-Family	Units/Gross Acre	3.6	4.4
	Avg Lot Size	9,800 sf	7,500 sf
Med Density Multi-Family	Units/Gross Acre	5.8	9
	Type	Single Family	Townhouses and duplexes
High Density Multi-Family	Units/Gross Acre	15.4	16.5
	Type	2 story apts with surface parking	2-3 story apts with surface parking
Average	Units/Gross Acre	5.4	6.8
	Units/Net Acre	6.8	8.5

### ***Residential Land Need***

The total amount of residential land needed for housing was calculated by dividing the dwelling units needed by the planned residential densities. The total buildable residential land needs through 2010-2040 are shown in Table 13- 11.

<sup>8</sup> These densities consider that 25% of the land is within right-of-way, utilities, open space, or unbuildable areas.

**Table 13- 11: Buildable Residential Land Needs**

Plan Designation	Target Density (du/gross ac.)	Dwelling Units Needed (2010-2030)	Buildable Acres Needed (2010-2030)	Dwelling Units Needed (2031-2040)	Buildable Acres Needed (2031-2040)
LDR	4.4	3,037	690	1,752	398
MDR	9	2,733	304	1,577	175
HDR	16.5	1,746	106	1,007	61
<b>Total</b>		<b>7,516</b>	<b>1,100</b>	<b>4,336</b>	<b>634</b>

### *Residential Land Need and Supply*

Comparing the residential land need the current supply, Newberg has a deficit of residential land to meet needs through 2030 in all residential categories. It also has a deficit of land within the URA to meet the needs from 2031-2040. Table 13- 12: Buildable Residential Land Needs vs. Supply compares the amount of residential land with the available supply.

**Table 13- 12: Buildable Residential Land Needs vs. Supply**

Plan Designation	Buildable Acres Needed 2010-2030	Buildable Acres in UGB (2009)	Surplus (Deficit) for 2010-2030	Buildable Acres Needed 2031-2040
LDR	690	585	(105)	398
MDR	304	132	(172)	175
HDR	106	45	(61)	61
<b>Total</b>	<b>1,100</b>	<b>762</b>	<b>(338)</b>	<b>634</b>

## **VI. Other Aspects of Housing Needs**

### *Affordable Housing*

Like many communities in our nation, Newberg has an affordable housing problem. Many of its citizens spend too much of their income on housing. The recent burst of the housing bubble has reduced this pressure and has made the cost of home ownership relatively more affordable. However, given the strong future growth predicted for the Newberg and the Portland region, given Oregon's strong regulatory environment on land for housing, there is little reason to believe that future trends will provide significant relief to our community's housing affordability issue.

There are many reasons for Newberg to be concerned about affordable housing. Perhaps foremost, it is the right thing to do. All hardworking people should be able to live in safe, decent housing and still have enough money for groceries and other basic necessities. Everyone needs a stable home to succeed in life, especially children. In addition, affordable housing for all income levels is important to our local economy. Attracting and retaining a good workforce is one of the most difficult challenges any business faces if it is to remain competitive. Poor housing availability in a community makes this a very difficult task. Those who live here contribute to the local economy by shopping and patronizing local businesses. Also, a lack of affordable housing can have a negative effect on the environment and our quality of life. If a local housing stock cannot accommodate the needs of a community's employees, then those folks will live outside of Newberg and commute to work, thereby affecting our air quality and adding to our existing traffic congestion. Finally, affordable housing can build social capital in the community. Those who live and work in Newberg can invest themselves in many ways, such as volunteering to be firefighters, police reserves, helping at their church or civic club, or simply picking up litter or helping their neighbors. Such volunteering is less likely when you commute two hours every day to a home outside the community.

If recent housing construction trends continue into the future, affordable housing in Newberg will likely continue to be a significant issue.

The Committee began meeting in July 2008. The Committee reviewed a broad range of actions that could be taken to encourage affordable housing in Newberg. The Committee developed a plan that includes actions considered to be appropriate for implementation within our community at this time.

The plan identified seven actions the community could take to ensure adequate affordable housing is available.

- Amend Newberg Comprehensive Plan Goals and Policies
- Retain the existing supply of affordable housing
- Insure an adequate land supply for affordable housing
- Change development code standards
- Amend the development fee schedule
- Develop and support public and private programs
- Strengthen economic development efforts

Figure 13- 8 on page 16 shows that little if any recent construction was available to low and very-low income families and individuals. In recognition of this, the Newberg City Council established the Affordable Housing Ad Hoc Committee. The Committee's charge was to "...identify and recommend tools appropriate for the Newberg community that are intended to encourage the development of housing for working families."

The Committee began meeting in July 2008. The Committee reviewed a broad range of actions that could be taken to encourage affordable housing in Newberg. The Committee developed a plan<sup>9</sup> that includes actions considered to be appropriate for implementation within our community at this time.

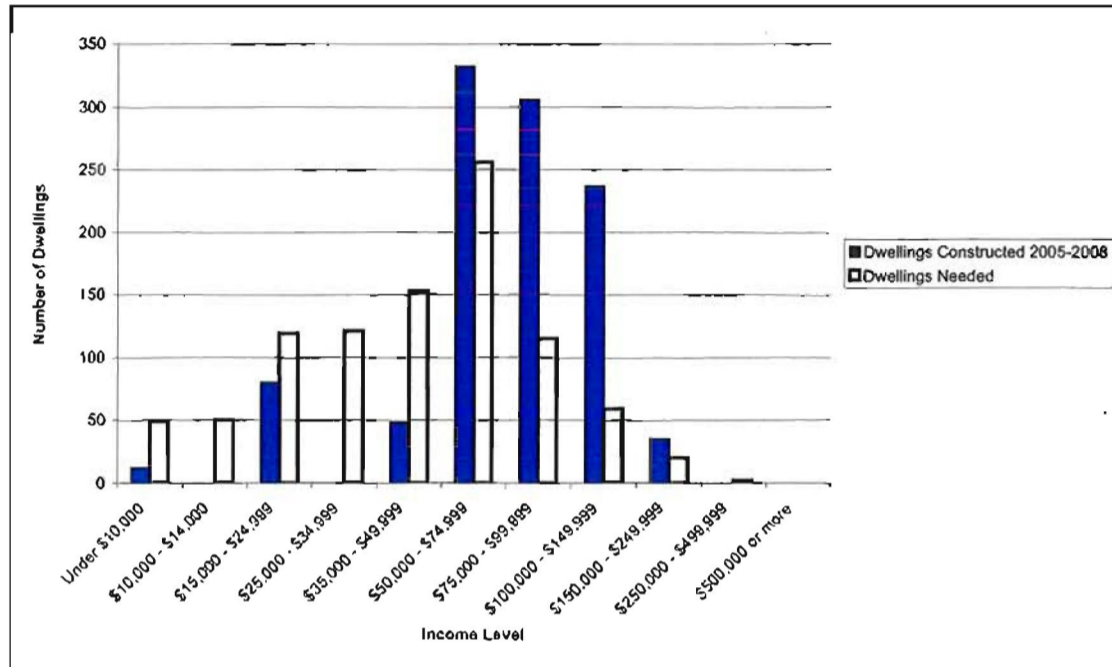
The plan identified seven actions the community could take to ensure adequate affordable housing is available.

- Amend Newberg Comprehensive Plan Goals and Policies
- Retain the existing supply of affordable housing
- Insure an adequate land supply for affordable housing
- Change development code standards
- Amend the development fee schedule
- Develop and support public and private programs
- Strengthen economic development efforts

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<sup>9</sup> City of Newberg, *Affordable Housing Action Plan*, May 4, 2009

**Figure 13- 8: Newberg Housing Constructed 2005-2008 by Affordability Level Compared to Comprehensive Plan Projected Need**



The Newberg City Council accepted the plan on May 4, 2009. By following the actions contained in the plan, the community can meet its affordable housing needs for the planning period.

### ***Manufactured Housing***

As noted above, manufactured housing comprises an important part of Newberg’s current and future housing stock.

### **Mobile home or manufactured dwelling parks**

According to ORS 197.480, local governments must determine needs for manufactured dwellings in parks, and zone sufficient land to allow manufactured dwelling parks in zones that allow 6 to 12 dwelling units per acre. The inventory must consider manufactured dwelling parks in commercial, industrial, or high density residential areas that could be displaced by more intense developments.

Manufactured home parks are an allowed use in the R-2 (Medium Density Residential) Zone and a conditional use in the R-3 (High Density Residential) Zone. Medium Density Residential allows dwelling units up to 9 units per gross acre. High Density Residential allows dwelling units up to 21.8 units per gross acre, but does allow manufactured home parks in the 6 to 12 dwelling unit per acre range. Therefore all parks in the R-2 zone and R-3 zones are zoned appropriately, and should not be planned to be displaced.

In 2009, Newberg had nine mobile home or manufactured dwelling parks with a total of 672

spaces. All are located in medium density residential districts except Sunrise Estates (50 units), which is located in a high density residential district. Thus, all parks are zoned appropriately, and no parks need to be planned to be displaced. The Newberg *Affordable Housing Action Plan* recommends taking actions to encourage the long term retention of existing parks.

### **Manufactured homes on individual lots**

According to ORS 197.314, manufactured homes must be allowed in all areas zoned for single-family residential uses. Such homes may be allowed with certain limitations on size and design. Newberg has adopted zoning rules that comply with these standards.

### ***Government assisted housing, farmworker housing***

ORS 197.314 requires government assisted housing and farmworker housing to be allowed on basically the same terms as other single or multifamily housing. Newberg has not identified a specific need for these types of housing, though both types of housing are allowed in Newberg and could be sited on residentially zoned land. Newberg's codes comply with these laws.

### ***Group Housing***

According to ORS 197.665, group care homes ("residential homes" housing five or fewer individuals) must be permitted in any residential or commercial zone that allows a single-family dwelling. ORS 197.667 requires that group care facilities ("residential facilities" housing six to fifteen individuals) be allowed in any zone where multifamily residential uses are allowed, and be a conditional use in any zone where multifamily residential uses are allowed. Newberg amended its Development Code to comply with these statutes.

The Federal Fair Housing Act and court rulings also require local governments to allow groups of disabled individuals living together under the same terms as similar groups of non-disabled persons. Newberg amended its zoning regulations to comply with this standard.

### ***Ending Homelessness***

In 2009, Yamhill County adopted its *Ten Year Ending Homelessness Plan*. The goal of the plan is not to manage homelessness in the County, but to end it. The plan lists ten actions to achieve this goal.

Action Step 1: Complete full countywide homeless count review and update strategies and goals of the 10-Year Plan

Action Step 2: Adopt Housing First Strategy

Action Step 3: Stop Discharging People into Homelessness

Action Step 4: Improve Outreach to Persons Experiencing Homelessness

Action Step 5: Preserve and Increase the Supply of Affordable Housing in Yamhill County

Action Step 6: Review and Change Development Policies to Encourage Affordable Housing Development

Action Step 7: Prevent Homelessness Before it Starts

Action Step 8: Expand Economic Opportunities

Action Step 9: Improve and Better Assess Homelessness and Housing Data  
Action Step 10: Promote Housing and Homelessness Education

The Newberg community can and should participate in these efforts. Implementing Newberg's Affordable Housing Action plan will assist with many of these steps, including Step 5 (increasing the supply of affordable housing), Step 6 (Changing Development Policies), Step 7 (Preventing homelessness).

## VII. Actions Needed

In order to meet the housing needs determined above, Newberg and others will need to take the following actions:

1. Designate sufficient land with the Urban Growth Boundary to meet the identified land needs above. Where appropriate, some land within the 2009 Urban Growth Boundary might be redesignated to meet some of this need. In large part, the unmet land needs would need to be met by amending the Urban Growth Boundary and designating sufficient buildable land to 20-year needs.
2. Include sufficient land within the urban reserve area to meet needs beyond UGB planning period.
3. Provide zoning and development regulations that allow and encourage development near the planned densities.
4. Provide public facilities and services necessary to serve residential land.
5. Implement the actions recommended in the Newberg *Affordable Housing Action Plan* as appropriate.
6. Assist in implementing the Yamhill County *Ten Year Ending Homelessness Plan*.

## VIII. Conclusion

Newberg can provide for diversity in the type, density and location of housing within the City. By conscientious action, Newberg can ensure there is an adequate supply of housing units to meet the needs of City residents of various income levels and housing needs. With proper planning, Newberg can encourage affordable housing for residents below the median income.

## Documents Referenced

Ad Hoc Committee on Newberg's Future, *Report to Newberg City Council*, July 21, 2005  
City of Newberg, *Affordable Housing Action Plan*, May 4, 2009  
City of Newberg, *Buildable Lands Inventory*, November 2009  
Edmonston, Barry - Director, Population Research Center, Portland State University, Portland, Oregon. *Population Projection for Newberg, Yamhill County, Oregon: 2000 to 2040*, March 25, 2004.  
Johnson-Gardner, The Benkendorf Associates Corporation, *Newberg Housing and Residential Land Needs Report*, June 30, 2004.  
Michael Brandt, Yamhill County Planning Director, letter to Barton Brierley, Newberg Planning and Building Director, October 31, 2006.  
Yamhill County, Oregon, *Ten Year Ending Homelessness Plan*, June 29, 2009

# Exhibit B to Ordinance 2010-2724

## Proposed Comprehensive Plan Amendments

### Housing and Institutional Land Needs

The following are revisions to the Comprehensive Plan Land Need and Supply section. Addition to the text are shown as underlined, deletions are shown as ~~striketrough~~.

*SECTION 1 – Amend the LAND NEED AND SUPPLY Section B as follows:*

#### **B. HOUSING AND RESIDENTIAL LAND NEEDS**

##### **1. Housing Needs.**

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

- ~~Development projects that were in the land use approval process during the preparation of the needs analysis were subtracted from the overall 2005-2025 need.~~
- 49 dwelling units displaced by the proposed Newberg-Dundee Bypass were added to the housing need.
- As an efficiency measure, 1 percent of dwellings were allocated to mixed-use developments in non-residential areas, such as upper floor dwellings in commercial areas.

The result is the future housing needs projections shown in Table IV-2.

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

	Single Family		Multi-Family		Manufactured		Total
	Detached	Attached	Medium Density	High Density	Parks	Subdivision	
	50%	7%	15%	23%	2%	2%	100%
<del>2005 to 2025</del>	<del>3,377</del>	<del>492</del>	<del>1,022</del>	<del>1,533</del>	<del>140</del>	<del>140</del>	<del>6,704</del>
<del>2026 to 2040</del>	<del>3,234</del>	<del>471</del>	<del>978</del>	<del>1,467</del>	<del>135</del>	<del>135</del>	<del>6,420</del>
<b>Total</b>	<b>6,611</b>	<b>963</b>	<b>2,000</b>	<b>3,000</b>	<b>275</b>	<b>275</b>	<b>13,124</b>

Source: Johnson Gardner

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

	<u>Single Family</u>		<u>Multi-Family</u>		<u>Manufactured</u>		<u>Mixed-Use</u>	<u>Total</u>
	<u>Detached</u>	<u>Attached</u>	<u>Medium Density</u>	<u>High Density</u>	<u>Parks</u>	<u>Sub-division</u>		
	<u>50%</u>	<u>7%</u>	<u>15%</u>	<u>23%</u>	<u>2%</u>	<u>2%</u>	<u>1%</u>	<u>100%</u>
<u>2010-2030</u>	<u>3,796</u>	<u>531</u>	<u>1,139</u>	<u>1,746</u>	<u>152</u>	<u>152</u>	<u>76</u>	<u>7,592</u>
<u>2031-2040</u>	<u>2,190</u>	<u>307</u>	<u>657</u>	<u>1,007</u>	<u>88</u>	<u>88</u>	<u>44</u>	<u>4,380</u>
<u>Total</u>	<u>5,986</u>	<u>838</u>	<u>1,796</u>	<u>2,754</u>	<u>239</u>	<u>239</u>	<u>120</u>	<u>11,972</u>

Source: Johnson Gardner

The residential land need is determined by assigning each housing type to a comprehensive plan designation – low density residential (LDR), medium density residential (MDR), and high density residential (HDR) (Table IV-3).

**Table IV-3. Housing Types by Plan and Zone Category**

<u>Single Family</u>		<u>Multi-Family</u>		<u>Manufactured</u>		<u>Mixed-Use</u>
<u>Detached</u>	<u>Attached</u>	<u>Medium Density</u>	<u>High Density</u>	<u>Park</u>	<u>Subdivision</u>	
<u>80% LDR</u> <u>20% MDR</u>	<u>MDR</u>	<u>MDR</u>	<u>HDR</u>	<u>MDR</u>	<u>LDR MDR</u>	<u>COM</u>
<u>80% R-1</u> <u>20% R-2 ±</u>	<u>R-2</u>	<u>R-2</u>	<u>R-3</u>	<u>R-2</u>	<u>R-2 ±</u>	<u>C-1, C-2,</u> <u>C-3, R-P</u>

Source: Johnson Gardner

Table IV-4 presents the 2010-2030 2025 and 2031-2040 housing unit need by comprehensive plan designation.

**Table IV-4. Adjusted Housing Unit Need**

<u>Plan Designation</u>	<u>Units Needed 2005-2025</u>	<u>Units Needed 2026-2040</u>
<u>LDR</u>	<u>2,691</u>	<u>3,234</u>
<u>MDR</u>	<u>1,556</u>	<u>1,719</u>
<u>HDR</u>	<u>1,473</u>	<u>1,467</u>
<u>TOTAL</u>	<u>5,720</u>	<u>6,420</u>

<u>Plan Designation</u>	<u>Units Needed 2010-2030</u>	<u>Units Needed 2031-2040</u>
<u>LDR</u>	<u>3,037</u>	<u>1,752</u>
<u>MDR</u>	<u>2,733</u>	<u>1,577</u>
<u>HDR</u>	<u>1,746</u>	<u>1,007</u>
<u>COM</u>	<u>76</u>	<u>44</u>
<u>TOTAL</u>	<u>7,592</u>	<u>4,380</u>

**2. Planned Residential Densities**

Table IV-5 below shows the recent trends for residential density, as reported by the Ad Hoc Committee on Newberg's Future (2005). The Table shows the planned residential densities per the Newberg Comprehensive Plan housing element. The plan is for a 25% increase in residential densities from recent trends.

**Table IV-5. Planned Residential Densities**

		Recent Trends	Planned Density
Single Family	<u>Units/Gross Acre</u>	3.6	4.4
	Average Lot Size	9,800 sf	8,000/7,500 sf
Med Density Multi-Family	<u>Units/Gross Acre</u>	5.8	9
	Type	Single Family	Townhouses and Duplexes
High Density Multi-Family	<u>Units/Gross Acre</u>	15.4	16.5
	Type	2 story apts with surface parking	2-3 story apts with surface parking
Average	<u>Units/Gross Acre</u>	5.4	6.8
	<u>Units/Net Acre</u>	6.8	8.5 <del>3</del>

**3. Residential Land Need**

The total amount of residential land needed for housing was calculated by dividing the dwelling units needed by the planned residential densities. The total buildable residential land needs through 2025 2030 and 2040 are shown in Table IV-6.

**Table IV-6. Buildable Residential Land Need**

Plan Designation	Density (du/ae-)	Dwelling Units Needed (2005-2025)	Buildable Acres Needed (2005-2025)	Dwelling Units Needed (2026-2040)	Buildable Acres Needed (2026-2040)
LDR	4.4	2,691	612	3,234	735
MDR	9	1,556	173	1,719	191
HDR	16.5	1,473	89	1,367	83
<b>Total</b>		<b>5,720</b>	<b>874</b>	<b>6,320</b>	<b>1,009</b>

Plan Designation	Target Density (du/gross ac.)	Dwelling Units Needed (2010-2030)	Buildable Acres Needed (2010-2030)	Dwelling Units Needed (2031-2040)	Buildable Acres Needed (2031-2040)
LDR	4.4	3,037	690	1,752	398
MDR	9	2,733	304	1,577	175
HDR	16.5	1,746	106	1,007	61
<b>Total</b>		<b>7,516</b>	<b>1,100</b>	<b>4,336</b>	<b>634</b>

**4. Residential Land Need and Supply**

Comparing the residential land need the current supply, the City has a deficit of residential land to meet needs through ~~2030~~2025 in all residential categories. It also has a deficit of land within the URA to meet the needs from ~~2026-2040~~ 2031-240. Table IV-7 compares the amount of residential land with the available supply.

**Table IV-7: Buildable Residential Land Needs vs. Supply**

<b>Plan Designation</b>	<b>Buildable Acres Needed 2005-2025</b>	<b>Buildable Acres in UGB (2004)</b>	<b>Surplus (Deficit) for 2005-2025</b>	<b>Buildable Acres Needed 2026-2040</b>
<b>LDR</b>	612	359	(253)	735
<b>MDR</b>	173	142	(31)	191
<b>HDR</b>	89	13	(76)	83
<b>Total</b>	<b>874</b>	<b>514</b>	<b>(380)</b>	<b>1009</b>

<b>Plan Designation</b>	<b>Buildable Acres Needed 2010-2030</b>	<b>Buildable Acres in UGB (2009)</b>	<b>Surplus (Deficit) for 2010-2030</b>	<b>Buildable Acres Needed 2031-2040</b>
<b>LDR</b>	690	585	(105)	398
<b>MDR</b>	304	132	(172)	175
<b>HDR</b>	106	45	(61)	61
<b>Total</b>	<b>1,100</b>	<b>762</b>	<b>(338)</b>	<b>634</b>

*SECTION 2 – Amend the LAND NEED AND SUPPLY Section E as follows:*

**E. INSTITUTIONAL LAND SUPPLY AND NEED**

Newberg has estimated the land need for public and quasi-public institutional uses based on consultation with the Newberg School District, the Chehalem Park and Recreation District, Portland Community College, George Fox University, private schools, and per capita needs based on the future population forecast (Table IV-12).<sup>1</sup>

**Table IV-13. Summary of Institutional Land Needs (buildable acres)**

<b>Category</b>	<b>2025 <u>2010-2030</u></b>	<b>2040</b>
Schools	85 <u>128</u> acres	105
Parks	85 <u>115</u> acres	115
Other	79 <u>96</u> acres	128
<b>Total</b>	<b>249 <u>339</u> acres</b>	<b>348</b>

School needs for the 2010-2030 period include needs for one alternative high school (3-5 acres), two elementary schools (10-12 acres), one middle school (redevelop approximately 8 acres of existing 16 acre site), one high school and academic campus (30-50 acres), one or more private schools (30 acres), George Fox University athletic facilities (22 acres on currently owned site), and a Portland Community College Campus (15 acres). Veritas owns a site for a school on North College Street (5 buildable acres), George Fox University owns the athletic field site (22 acres), and Portland Community College has acquired a site

<sup>1</sup> Ad Hoc Committee on Newberg's Future (2005), Report to Newberg City Council

for its campus (15 acres). As an efficiency measure, total land needs were calculated using the low end of each range, effectively reducing land needs by 15 to 20%.

Parks needs for the 2010-2030 period include needs for four to six new neighborhood parks, two to three community parks, and one city-wide park. Chehalem Park and Recreation District owns one site along Hess Creek at the end of Corinne Drive for either a large neighborhood park or small community park. The old landfill site in the riverfront area could meet the need for a city-wide park.

Other institutional needs include needs for city and public facilities, religious institutions, cemeteries, and miscellaneous private facilities. City and public facilities needs include needs for water and wastewater plant expansions, reservoirs, fire and police stations, and park and ride lots. Needs for City and public facilities include 45 acres for the 2010-2030 period. Newberg recently purchased a parcel with approximately 13 buildable acres for a wastewater treatment plant expansion, an animal shelter, and a possible public works yard.

Needs for religious institutions, cemeteries, and other private institutions were projected based on current land to population ratios. Religious institutions are projected to need 44 acres for the period 2010-2030. Cemeteries and private facilities are projected to need 7 acres for the period 2010-2030.

Public and semi-public institutions (schools, parks, churches, etc.) are often located in or near residential neighborhoods. These facilities are often developed on residential land and are only zoned for public uses after they have been acquired by the institution for a specific purpose. Newberg has not designated specific parcels for future institutions without the consent of the property owner and/or the institution. At the same time, Newberg needs to ensure an adequate supply of land for future growth of the community as complete neighborhoods with housing, parks, schools and churches. In order to provide an adequate supply of land, some of the institutional uses may locate on infill sites within the UGB and would take away from the residential or other land supply. Additional unmet need will have to be satisfied in the future growth.

For the 2031-2040 period, institutional needs were projected simply by extending the same ratio of land to population as projected for the 2010-2030 period.

**Table IV-14. 2031-2040 Institutional Land Needs (Buildable Acres)**

<u>Projected population growth 2010-2030</u>	<u>18,373</u>
<u>Institutional land needs 2010-2030</u>	<u>339 acres</u>
<u>Institutional land needs per 1,000 population</u>	<u>18.5 acres</u>
<u>Projected population growth 2030-2040</u>	<u>11,227</u>
<u>Projected institutional land needs 2030- 2040</u>	<u>207 acres</u>

**SECTION 3 – Amend the LAND NEED AND SUPPLY Section F as follows:**

**F. SUMMARY OF LAND NEEDS**

Table IV-15 summarizes the future land needs for the Newberg urban area.

**Table IV-14. Future Land Needs and Supply, Newberg Urban Area**

<b>Plan Designation</b>	<b>Buildable Acres Needed 2005-2025</b>	<b>Buildable Acres in UGB (2004)</b>	<b>Surplus (Deficit) for 2005-2025</b>	<b>Buildable Acres Needed 2026-2040</b>	<b>Buildable Acres In URA (2004)</b>	<b>Surplus (Deficit) 2026-2040</b>
<b>LDR</b>	612	359	(253)	735		
<b>MDR</b>	173	142	(31)	191		
<b>HDR</b>	89	13	(76)	83		
<b>COM</b>	111	105	(6)	109		
<b>IND</b>	50	99	49	37		
<b>IND (Large Site)</b>	100	60	(40)	120		
<b>P</b>	85	0	(85)	115		
<b>I, PQ, or other Inst.</b>	164	0	(164)	233		
<b>Total</b>	<b>1,384</b>	<b>778</b>	<b>(606)</b>	<b>1,623</b>	<b>467</b>	<b>(1,156)</b>

**Table IV-15: Future Land Needs and Supply, Newberg Urban Area**

<b>Use Type</b>	<b>Buildable Acres Needed 2010-2030</b>	<b>Buildable Acres in UGB (2009)</b>	<b>Surplus (Deficit) for 2010-2030</b>	<b>Buildable Acres Needed 2031-2040</b>	<b>Buildable Acres In URA (2009)</b>	<b>Surplus (Deficit) 2031-2040</b>
<b>Low Density Res.</b>	690	585	(105)	398		
<b>Medium Density Res.</b>	304	132	(172)	175		
<b>High Density Res.</b>	106	45	(61)	61		
<b>Commercial</b>	121	120	(1)	68		
<b>Industrial</b>	183	56	(127)	117		
<b>Parks</b>	115	41	(74)	207		
<b>Institutional</b>	224	92	(132)			
<b>Total</b>	<b>1,743</b>	<b>1,071</b>	<b>(672)</b>	<b>1,027</b>	<b>381</b>	<b>(646)</b>

**Exhibit C to Ordinance 2010-2724  
Findings**

**Housing**

**ORS 197.303 “Needed housing” defined.**

*(1) As used in ORS 197.307, until the beginning of the first periodic review of a local government’s acknowledged comprehensive plan, “needed housing” means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. On and after the beginning of the first periodic review of a local government’s acknowledged comprehensive plan, “needed housing” also means:*

*(a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;*

*(b) Government assisted housing;*

*(c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and*

*(d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.*

*(2) Subsection (1)(a) and (d) of this section shall not apply to:*

*(a) A city with a population of less than 2,500.*

*(b) A county with a population of less than 15,000.*

*(3) A local government may take an exception to subsection (1) of this section in the same manner that an exception may be taken under the goals.*

**Statewide Planning Goal 10**

*To provide for the housing needs of citizens of the state.*

*Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.*

**Newberg Comprehensive Plan Goal I: Housing**

*To provide for diversity in the type, density and location of housing within the City to ensure there is an adequate supply of affordable housing units to meet the needs of City residents of various income levels.*

**OAR 660-008-0010 Allocation of Buildable Land**

*The mix and density of needed housing is determined in the housing needs projection. \* \* \**

**Finding:** The amendment determines the number and type of housing units needed through 2030 and 2040, based on professional projections of population, income levels, and types of housing units needed for the projected price ranges and rent levels. It provides for diversity in the type and density of housing within the City. It identifies needs for “needed housing” as defined above.

**Recreation**

**Statewide Planning Goal 8: Recreational Needs**

*To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

**Newberg Comprehensive Plan Goal G.2.**

*To provide adequate recreational resources and opportunities for the citizens of the community and visitors.*

**Newberg Comprehensive Plan Policy G.4.a**

*Recreational facilities and services shall expand to meet growing recreational demands. In cooperation with Chehalem Park and Recreation District, these demands shall periodically be assessed and plans for programs and facilities shall be revised accordingly.*

**Finding:** Future park needs were determined in coordination with the Chehalem Park and Recreation District and in accordance with the comprehensive plan parks needs policies. Future needs were reported by the Ad Hoc Committee on Newberg's Future Report to City Council. Needs were adopted into the comprehensive plan by Ordinance 2005-2626, adopted November 21, 2005. The current amendment adjusts future parks needs according to time periods through 2030 and 2040.

**Public Facilities and Services**

**Statewide Planning Goal 11: Public Facilities and Services**

*To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

**Newberg Comprehensive Plan Goal L. Public Facilities and Services**

*To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development.*

**Newberg Comprehensive Plan L.5.j.**

*Recognizing that schools are part of a developing community, plans for future growth shall provide adequate land to meet the needs of the area's schools.*

**Finding:** Future public institutional needs were determined in coordination with the Newberg Public Works Department and other agencies. Future school needs were determined in coordination with the Newberg School District, George Fox University, Portland Community College, and private schools. Future needs were reported by the Ad Hoc Committee on Newberg's Future Report to City Council. Needs were adopted into the comprehensive plan by Ordinance 2005-2626, adopted November 21, 2005. The current amendment adjusts future school and public facilities and services needs according to time periods through 2030 and 2040.

**Land Use Planning**

**Statewide Planning Goal 2, PART I -- PLANNING**

*To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

**Newberg Comprehensive Plan Goal B. LAND USE PLANNING**

*To maintain an on-going land use planning program to implement statewide and local goals. The program shall be consistent with natural and cultural resources and needs.*

**Finding:** The proposed amendment updated residential and institutional land needs consistent with current data. The data provides an adequate factual basis for future decisions and actions.

**ORS 195.036 Area population forecast; coordination.**

*The coordinating body under ORS 195.025 (1) shall establish and maintain a population forecast for the*

*entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary.*

**OAR 660-024-0040 Population Forecasts**

*(1) Counties must adopt and maintain a coordinated 20-year population forecast for the county and for each urban area within the county consistent with statutory requirements for such forecasts under ORS 195.025 and 195.036. Cities must adopt a 20-year population forecast for the urban area consistent with the coordinated county forecast, except that a metropolitan service district must adopt and maintain a 20-year population forecast for the area within its jurisdiction. In adopting the coordinated forecast, local governments must follow applicable procedures and requirements in ORS 197.610 to 197.650 and must provide notice to all other local governments in the county. The adopted forecast must be included in the comprehensive plan or in a document referenced by the plan.*

**Finding:** Newberg has adopted, acknowledged and coordinated population projections for the Newberg urban area through 2040. The proposed amendments do not change or alter those projections. Yamhill County adopted a 20-year population forecast for the county and for each urban area within the county as part of its Transportation System Plan. Newberg adopted a population forecast for the Newberg urban area in five-year increments through 2040 through Ordinance 2005-2626, adopted November 21, 2005. This forecast was acknowledged through the post acknowledgment plan amendment process in 2005.

After notice to all other local governments in the county, Yamhill County coordinated the Newberg adopted forecast on October 31, 2006. State rules require counties to coordinate population forecasts, but do not specify how that coordination must be done. Yamhill County has adopted Board Order 01-582, adopting a process for coordinating population projections. Yamhill County coordinated the population projection in accordance with the established procedures.

Note that OAR 660-024-0030 (4) provides a “safe harbor” method for creating a population forecast. This safe harbor method is not required and was not used in this case. ORS 195.034 provides an alternative method of forecasting population where a County has not yet coordinated population forecasts. This method is not required, and was not used since Yamhill County has coordinated the population forecast as required by ORS 195.036 and OAR 660-024-0040.

**Land Needs**

**OAR 660-024-0040(1) Land Need**

*(1) The UGB must be based on the adopted 20-year population forecast for the urban area described in OAR 660-024-0030, and must provide for needed housing, employment and other urban uses such as public facilities, streets and roads, schools, parks and open space over the 20-year planning period consistent with the land need requirements of Goal 14 and this rule. The 20-year need determinations are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision.*

**OAR 660-008-0005 (4)**

*(4) “Housing Needs Projection” refers to a local determination, justified in the plan, of the mix of housing types and densities that will be:*

*(a) Commensurate with the financial capabilities of present and future area residents of all income levels during the planning period;*

*(b) Consistent with any adopted regional housing standards, state statutes and Land Conservation and Development Commission administrative rules; and*

(c) *Consistent with Goal 14 requirements.*

**Finding:** The amendments provide need determinations through 2030 and 2040 for needed housing and other urban uses, including public facilities, some streets and roads, schools, parks and open space. These estimates are based on the best available information and methodologies. The proposed amendment does not alter the UGB: this will need to be done through a future process.

## **Land Inventory**

### **660-024-0050(1) Land Inventory and Response to Deficiency**

(1) *When evaluating or amending a UGB, a local government must inventory land inside the UGB to determine whether there is adequate development capacity to accommodate 20-year needs determined in OAR 660-024-0040. For residential land, the buildable land inventory must include vacant and redevelopable land, and be conducted in accordance with OAR 660-007-0045 or 660-008-0010, whichever is applicable, and ORS 197.296 for local governments subject to that statute. \* \* \**

### **OAR 660-008-0005(2)**

(2) *"Buildable Land" means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered "suitable and available" unless it:*

- (a) *Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*
- (b) *Is subject to natural resource protection measures determined under statewide Planning Goals 5, 15, 16, 17, or 18;*
- (c) *Has slopes of 25 percent or greater;*
- (d) *Is within the 100-year flood plain; or*
- (e) *Cannot be provided with public facilities.*

### **OAR 660-008-0010 Allocation of Buildable Land**

*\* \* \* Sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection. The local buildable lands inventory must document the amount of buildable land in each residential plan designation.*

**Findings:** The buildable lands inventory was prepared in accordance with the rules above. It documents the amount of buildable land in each comprehensive plan designation. The Newberg Buildable Lands Inventory is maintained using a GIS data base. Buildable land excludes:

- All lands with greater than 25 percent slope
- Land within the Stream Corridor (SC) subdistrict, which includes land within the 100-year flood plain.
- Street and railroad right-of-ways that had tax lot numbers assigned.
- Permanent open space.
- Vacant lots less than 0.05 acres, except platted residential lots.
- Lots or portions of lots that, because of odd shape, topography, irregular placement of buildings, or limited accessibility could not be readily developed if urban services were available.
- Lots or portions of lots within the Newberg-Dundee Bypass corridor (Alternative Modified 3J), as shown on the "build design alternatives options" published by ODOT August 2008 and found at

www.newbergdundeebypass.org.

For infill and redevelopment, it includes residential lots with single family dwellings and more than twice the minimum lot size. For these, the developed area is either 0.172 ac. (7500 sf), or the actual developed area of the lot determined by aerial photography, including the house and substantial buildings, actively used yards and enclosed areas immediately surrounding the structures, and parking areas.

Goal 10, OAR 660 Division 8, OAR 660 Division 24, and ORS 197.298 require an inventory of “buildable land.” The purpose of the buildable land inventory is to determine the “development capacity” of land within the UGB. The final product is simply a number determining that development capacity, either in terms of acres or number of dwelling units. This is used to determine whether or not there is adequate land of certain types to accommodate projected needs. Each of these rules/statutes defines terms slightly differently. Goal 10 states:

***Buildable Lands** -- refers to lands in urban and urbanizable areas that are suitable, available and necessary for residential use.*

OAR 660-008-0005 (2) provides another definition:

*“Buildable Land” means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered “suitable and available” unless it:*

- (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*
- (b) Is subject to natural resource protection measures determined under statewide Planning Goals 5, 15, 16, 17, or 18;*
- (c) Has slopes of 25 percent or greater;*
- (d) Is within the 100-year flood plain; or*
- (e) Cannot be provided with public facilities.*

OAR 660 Division 8 also defines, but does not use, the following definition:

*“Redevelopable Land” means land zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the strong likelihood that existing development will be converted to more intensive residential uses during the planning period.*

OAR 660-24-0050 (1) states:

*When evaluating or amending a UGB, a local government must inventory land inside the UGB to determine whether there is adequate development capacity to accommodate 20-year needs determined in OAR 660-024-0040. For residential land, the buildable land inventory must include vacant and redevelopable land, and be conducted in accordance with OAR 660-007-0045 or 660-008-0010, whichever is applicable, and ORS 197.296 for local governments subject to that statute. For employment land, the inventory must include suitable vacant and developed land designated for industrial or other employment use, and must be conducted in accordance with OAR 660-009-0015.*

ORS 197.295 (1) provides the following definition:

*(1) "Buildable lands" means lands in urban and urbanizable areas that are suitable, available and necessary for residential uses. "Buildable lands" includes both vacant land and developed land likely to be redeveloped.*

In summary, the buildable land inventory is supposed to include both land that is "vacant" and "developed land likely to be redeveloped"/"redevelopable land." It is not intended to be a site by site dictation of exactly what must happen on every lot in the UGB. It is very much an estimate of probability. The inventory assumes that hundreds of properties will be redeveloped, and that this will provide significant development capacity.

"Vacant" is a term that is not defined. As used in OAR 660 Division 24, a lot with a house on it is not considered vacant. It might or might not be considered "redevelopable." Let's take the example of a 0.45 acre lot. According to OAR 660-024-0050 (2)(b), the "safe harbor":

*Existing lots of less than one-half acre that are currently occupied by a residence may be assumed to be fully developed.*

Thus, you could count the entire 0.45 acre parcel "developed" and thus not "vacant" or "redevelopable." While Newberg could have taken that position on the buildable lands inventory, in fact the inventory has used a much more ambitious assumption of redevelopment capacity. We've assumed that 0.172 acres of that lot is "developed", and the remainder is "redevelopable." This would mean that 0.28 acres is "buildable."

Parcels with "infill" potential are part of "developed land likely to be redeveloped" and "redevelopable land." Rules do not require separate inventories of "infill land" and "redevelopable land," as infill land is part of redevelopable land. The term "infill" is not defined in rule, but the term is used in OAR 660 Division 24 in the context of the "infill potential of developed residential lots," or in other words, as part of the "redevelopable land" inventory and not the "vacant" land inventory.

The inventory does factor in the potential for removal of existing development and replacement with new dwellings. Redevelopment could mean removing an existing house and replacing it with a new house. While this may or may not be desirable, it is a zero net-sum game in terms of development capacity, since it only adds a dwelling by taking one away. Redevelopment could mean removing an existing house and replacing it with two or more. The buildable land inventory does factor in the probability of this happening. In the example above, the 0.45 acre lot could be redeveloped by removing the existing house and placing new dwellings. The "development capacity" gained still must be decreased by the loss of the one existing house. In some cases the arrangement of existing development indicates there is not a "strong likelihood that existing development will be converted to more intensive residential uses during the planning period," thus such lots are appropriately excluded from the buildable land inventory. Note that one of strategies in the Newberg Affordable Housing Action Plan is to encourage retention of existing affordable housing through such things as maintenance and rehabilitation, so Newberg should use caution in considering such demolition. The final possibility is removal of some non-residential use in a residential zone, such as a church, and replacement with dwellings. This too, however, is a zero-net sum game, as that use would simply have to be replaced with a new church or other use, which likely could be placed in residential land. Newberg simply is not a community with much developed but unused land available for redevelopment, with great amounts of non-conforming uses in residential zones, nor one where market forces would force push such changes

to any great extent. The ambitious redevelopment factors used would cover any development capacity gained if this occasionally happened.

Parking areas, actively used yards and landscaped areas are developed land, especially when considering that development ordinances require them. They also are an indication that there are not strong market forces that the land will be redeveloped. In allocating one percent of residential development to "mixed use" projects, this could include redevelopment of parking areas for residential uses. A look at the inventory shows that consideration of yards and landscaped areas was not abused: there are over a hundred lots with homes under 0.5 acres that could have been excluded as "fully developed," but instead were classified as having some buildable land.

The Newberg-Dundee bypass is in the adopted and acknowledged Newberg Comprehensive Plan, the adopted and acknowledged Yamhill County Comprehensive Plan, and the Oregon Highway Plan. In that our plans must be consistent, we must and should plan for the bypass not only as a facility but also as a land use in the UGB. As stated, the residential buildable land inventory does not include land within the "build design alternatives" for the bypass. We specified this map, not the "study corridor" map, because that shows the anticipated right-of-way width, not just the wider study corridor map. Per definition, buildable land must be "suitable, available and necessary for residential uses." Land within this anticipated right-of-way is not "suitable, available and necessary" for residential uses; it is necessary for the bypass. Thus is appropriately excluded from the inventory of "buildable land."

As noted, buildable land must be "suitable, available and necessary" for residential uses. OAR 660-008-005(2) gives criteria for land that "generally" is considered "suitable and available." The qualifier "generally" means there *can* be specific instances where land does not meet criteria (a) through (e) but still is not considered buildable. In Newberg case, "lots or portions of lots that, because of odd shape, topography, irregular placement of buildings, or limited accessibility could not be readily developed if urban services were available" is a longhand way of saying that land is not "suitable and available" for residential uses. Whether or not such land "generally" should be classified as buildable, Newberg has found that it is not "suitable and available." Thus, Newberg's criteria is consistent with OAR 660-008-005(2). Again, a close look at the inventory shows this factor was not abused: the Council presentation showed the largest parcel excluded under the consideration had, outside the stream corridor, only 0.2 acres, had no access, was 600 feet deep and an average width of 12 feet. Surely Newberg did not error in excluding this and any smaller odd shaped parcels as not "suitable" for residential use.

The housing element reveals a deficit of buildable land to meet 20-year needs in every residential category. In order to meet the housing needs determined above, as a future action Newberg, in coordination with Yamhill County will need to designate sufficient land with the Urban Growth Boundary within each residential category. Where appropriate, some land within the 2009 Urban Growth Boundary might be redesignated to meet some of this need. In large part, the unmet land needs would need to be met by amending the Urban Growth Boundary and designating sufficient buildable land to 20-year needs.



Planning Division  
PO Box 970 • Newberg, OR 97132

Plan Amendment Specialist  
Dept of Land Conservation & Dev  
635 Capitol St NE Suite 150  
Salem, Oregon 97301-2540



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