



*Growing McMinnville*

**MINDFULLY**

**G 1-20, G 3-20**

# Tonight's Consideration – Ordinance No. 5139

## City of McMinnville Housing Needs Analysis

September 2023

Prepared for:  
City of McMinnville

**FINAL DRAFT REPORT**

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

KOIN Center  
222 SW Columbia Street  
Suite 1600  
Portland, OR 97201  
503.222.6060

## City of McMinnville Economic Opportunities Analysis

September 2023

Prepared for:  
City of McMinnville

**FINAL REPORT**

**ECONorthwest**  
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Updated McMinnville Urbanization Report:  
Housing Needs Analysis and Economic Opportunities Analysis

JUNE 2023

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

# Tonight's Consideration – Ordinance No. 5139

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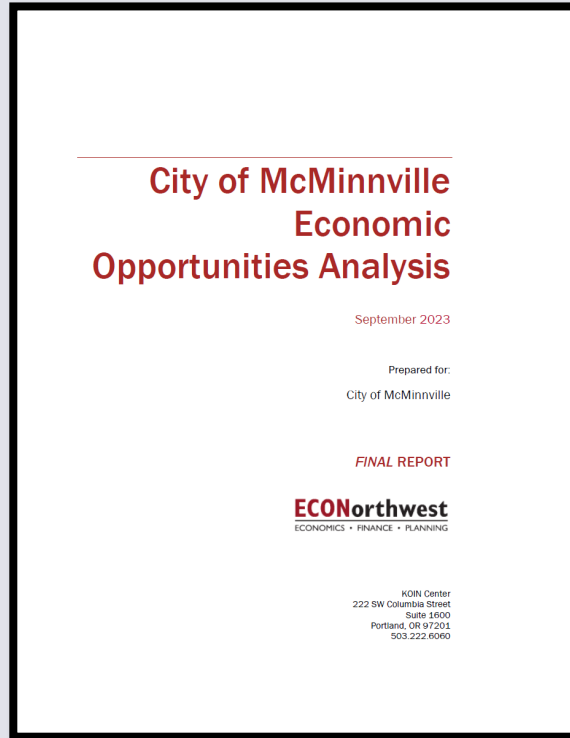
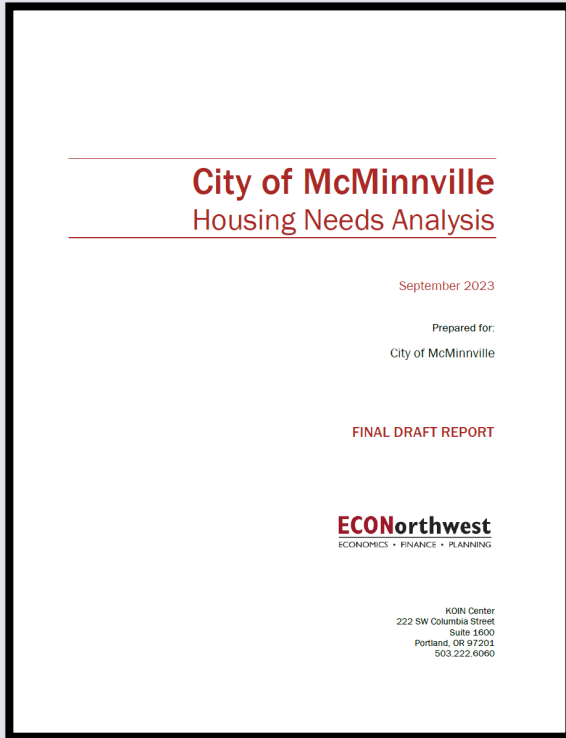
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**McMinnville Comprehensive Plan, Volume I**

# Tonight's Consideration – Ordinance No. 5139

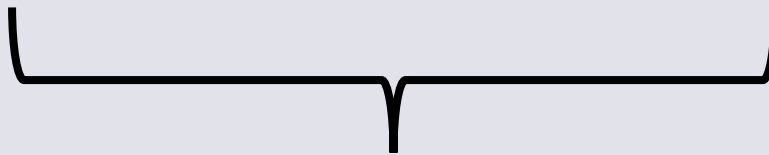


## McMinnville's Comp Plan

Vol I = Background Information

Vol II = Goals and Policies

Vol III – Implementing Ordinances



## McMinnville Comprehensive Plan, Volume I

# Tonight's Consideration – Ordinance No. 5139

**Per ORS 197.296, we need to submit a Housing Capacity Analysis and Buildable Lands Inventory by December 31, 2023.**

## Housing Capacity Analysis Update Schedule for Oregon Cities with a population above 10,000 (Required by ORS 197.296)

OAR 660, Division 8 – Exhibit A

*Adopted by the Land Conservation and Development Commission November 12, 2020.*

*Updated November 23, 2020.*

**Cities to adopt updated Housing Capacity Analyses (HNA) by December 31<sup>st</sup> of the listed year.**

	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>
1	Grants Pass	Ashland	Bend	Springfield	Eugene	Central Point
2	Newport	Beaverton	Hermiston	The Dalles	Troutdale	Corvallis
3		Forest Grove	Sandy			Cottage Grove
4		Gresham				St. Helens
5		Happy Valley				
6		Hillsboro				
7		Lake Oswego				
8		McMinnville				
9		Medford				
10		Milwaukie				
11		Portland				
12		Tigard				
13		West Linn				
14		Wilsonville				

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8		McMinnville				
9		Medford				
10		Milwaukie				
11		Portland				
12		Tigard				
13		West Linn				
14		Wilsonville				

**We also worked on an updated Economic Opportunity Analysis (which includes a Public Land Needs Analysis), that are also ready to submit.**

# City Council Strategies

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**GOAL: HOUSING** – Create diverse housing opportunities that support great neighborhoods.

**OBJECTIVE:** Conduct thorough and timely planning and forecasting to ensure that regulatory frameworks and land supply align with market-driven housing needs.

**GOAL: GROWTH AND DEVELOPMENT CHARACTER** – Guide growth and development strategically, responsively, and responsibly to enhance our unique character.

**OBJECTIVE:** Define the unique character through a community process that articulates our core principles.

**OBJECTIVE:** Strategically plan for short and long-term growth and development that will create enduring value for the community.

# The First Step: Determining What Action to Pursue

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## Per Section 17.72.130(B) of the McMinnville Municipal Code:

Legislative hearings: Within 45 days following the public hearing on a comprehensive plan text amendment or other legislative matter, unless a continuance is announced, *the Planning Commission shall render a decision* which shall recommend either that the amendment be *approved, denied, or modified*:

1. Upon reaching a decision the Planning Commission shall transmit to the City Council a copy of the proposed amendment, the minutes of the public hearing, the decision of the Planning Commission, and any other materials deemed necessary for a decision by the City Council:
2. Upon receipt of the decision of the Planning Commission, the City Council shall:
  - a. *Adopt an ordinance* effecting the proposed change as *submitted by the Planning Commission*, or
  - b. *Adopt an ordinance* effecting the proposed change *in an amended form*, or
  - c. *Refuse to adopt the amendment* through a vote to deny, or
  - d. *Call for a public hearing on the proposal*, subject to the notice requirements stated in Section 17.72.120(D).



# Planning Commission Recommendation

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**Recommended approval of both documents with the following amendment(s) in the Economic Opportunity Analysis:**

- 1) Reduce parkland need by 62 acres in Appendix E of the Economic Opportunity Analysis**
- 2) Consider the removal of approximately 49 acres of commercial land need associated with the site-specific needs identified in the MAC Town 2032 Economic Development Strategic Plan**
- 3) Consider the removal of approximately 12 acres of commercial land need associated with the retail leakage analysis of the Economic Opportunity Analysis.**

# Understanding the Process and Outcomes

# POPULATION FORECAST AND PLANNING HORIZON

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## *Population Forecast Used:*

**McMinnville's 5-, 10-, 20-, and 46-Year Population Forecast, McMinnville UGB, 2021, 2026, 2031, and 2067**

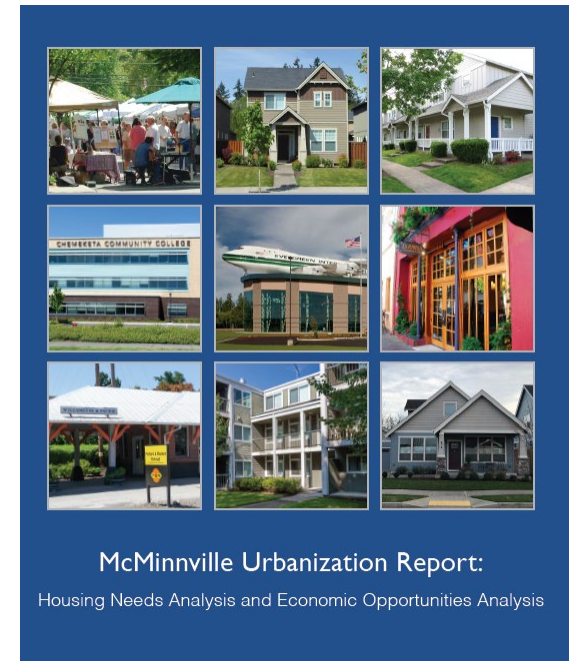
Source: Population Research Center, Portland State University, June 30, 2017.

<b>36,238</b>	<b>38,985</b>	<b>41,813</b>	<b>47,498</b>	<b>62,803</b>
2021	2026 (5-year)	2031 (10-year)	2041 (20-year)	2067 (46-year)

# DRAFT HNA/EOA AND URBANIZATION STUDY

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- **Applied for Grants - 2017**
- **Appointed Project Advisory Committee(s) – 2017/18**
- **Developed draft documents - 2018/19/20**
  - ❖ **Housing Needs Analysis**
  - ❖ **Economic Opportunity Analysis**
  - ❖ **Public Lands Analysis**



# 2020 CONCLUSION: MCMINNVILLE HAS NEED FOR ADDITIONAL LAND SUPPLY

## MCMINNVILLE NEEDS 1,399 ACRES TO ACCOMMODATE GROWTH THROUGH 2041

The land needs analysis indicates the City will need an additional 576 acres for housing in the 2021 to 2041 period. The City also needs about 280 acres for commercial employment and 70 acres for industrial employment during the 2021 to 2041 period.

LAND USE TYPE	SURPLUS (DEFICIT)	
	20-YEAR (2021-2041)	46-YEAR (2021-2067)
Residential	(576)	(1,481)
Public or Institutional	(473)	(780)
Industrial	(70)	(70)
Commercial	(280)	(494)
<b>Total</b>	<b>(1,399)</b>	<b>(2,825)</b>

Source: ECONorthwest

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# January 21, 2020 City Council Decision

- Land supply was rapidly dwindling
- Discussions at the PAC illuminated an emerging opposition to the work, leading to concerns about another long drawn out growth planning battle.
- Staff went to City Council for direction

McMINNVILLE'S GROWTH PLANNING - POTENTIAL PATHS FORWARD									
OPTION	DESCRIPTION	POTENTIAL COSTS	POTENTIAL TIMEFRAME	POTENTIAL RESULT	RISK ANALYSIS	Does it Actually Solve Need?	Costs	Time	
URA/UGB	Establish a 20 year Urban Reserve Area (URA) and then a 20 year Urban Growth Boundary (UGB)	\$1,000,000	2 - 10 Years (depending upon appeal)	20 year land supply with a combination of exception lands and vacant lands. 20 year land supply that is based upon: • Cohesive area planning • Fiscal infrastructure planning • Road address need	Expect appeal - MEMCO have a combination of exception lands and vacant lands. Appeal: Successful in three other communities, fairly 50% successful (50% Major (20) with no opposition, there are rumors that it will be approved in Ashland, Central Point, Eagle Point, Medford, Prineas, Talent as part of efforts in Jackson County (2019). No case law established yet.	Housing - Yes Economic - Yes Parks - Yes Liability - Yes Infrastructure - Yes Manufacturing - Yes Local Control - Yes	\$550	Appeal?	
UGB - Dust off 2003 submittal	Revisit with revised findings.	\$500,000	2 - 10 Years (depending upon appeal)	20 year land supply with a combination of exception lands and vacant lands. Could address need.	Expect appeal - MEMCO have a combination of exception lands and vacant lands. FIS, WIS, Water Infrastructure Plans in place for 2003 UGB Proposal. Just need to be updated.	Housing - Yes Economic - Yes Parks - Yes Liability - Yes Infrastructure - Yes Manufacturing - Yes Local Control - Yes	\$55	Appeal?	
UGB - New alternatives analysis	Conduct a new alternatives analysis, area planning effort and infrastructure planning.	\$1,000,000	2 - 10 Years (depending upon appeal)	20 year land supply with most if not all exception lands. Monocrop solution - meets needs with a wink.	Less likely appeal	Housing - No Economic - No Parks - No Liability - No Infrastructure - No Manufacturing - No Local Control - No	\$550	No appeal	
UGB - Concurrent with URA	Establish a 20 year Urban Growth Boundary and then a 20 year Urban Reserve Area.	\$1,000,000	2 - 10 Years (depending upon appeal)	20 year land supply with most if not all exception lands. Additional 20 year land supply with some exception lands. Can expand into URA when 20 year land supply is put back to 20 year supply. However must use some of original 20 year land supply to expand into URA. Likely will not address need due to unlikely redevelopment of exception lands. Monocrop solution - meets needs with a wink.	Less likely appeal	Housing - No Economic - Yes Parks - No Liability - No Infrastructure - No Manufacturing - No Local Control - No	\$550	No appeal	
REGIONAL PROBLEM SOLVING (RPS) Plan - 2003 UGB Plan	Collaborative Regional Problem Solving allowed by ORS. Allowed as an alternative process. Managed by LDC. Need county as a partner.	\$500,000	2 - 5 Years	20 year land supply with a combination of exception lands and vacant lands. Could address need.	Appealed?	Housing - Yes Economic - Yes Parks - Yes	\$55	10 - 15 Years	
RPS - URA/UGB	Regional Problem Solving to establish 50 Year URA, and then a 20 Year UGB.	\$1,000,000	2 - 5 Years	20 year land supply with a combination of exception lands and vacant lands. Could address need.	Appealed?	Housing - Yes Economic - Yes Parks - Yes	\$55	10 - 15 Years	
LEGISLATIVE BILL	Sponsor a bill for a McKinville UGB boundary, insert in bill and work to garner support.	\$500,000	5 Years	20 year land supply with a combination of exception lands and vacant lands. Could address need.	Expect concerted opposition - Will need to demonstrate to a majority of legislators the flaws with the current system. Could open up a state-wide debate.	Housing - No Economic - Yes Parks - Yes Liability - Yes Infrastructure - Yes Manufacturing - Yes Local Control - Yes	\$55	5 Years	
QUASI JUDICIAL UGB AMENDMENTS	Adopt needs analysis and then set up a quasi-judicial process for property owners to argue individually.	\$750,000	2 Years	Incremental amendments that would slowly come into the UGB and address some need but maybe not all. Fragmented land use planning and coordination. No land use plan, only fringe development of edges. Costly and potentially duplicative infrastructure issues, both "Spontaneous" and as edges expand, unless City sets up framework first and does that planning.	No precedent. PISC already supporting.	Housing - No Economic - No Parks - No Liability - No Infrastructure - No Manufacturing - No Local Control - No	\$55	1-2 Years	
DO NOTHING (Was for a state-wide bill)	Choose not to move forward	\$0	Immediate	Very limited new housing supply. Displacement of undervalued homes for new development. Property owner-driven process. No pro-active city role. City processes applications that are submitted if they come in.	Expect gentrification Need for additional leases School District contraction	Housing - No Economic - Yes Parks - Yes Liability - Yes Infrastructure - Yes Manufacturing - Yes Local Control - Yes	No Cost	Immediate	
NEGOTIATE A DEAL	Meet with 2000 Friends PISC and negotiate a deal.	\$800,000	2 - 5 Years	Negotiate no appeals. Will need to give something up - most likely land to serve needs like to expand land and promote rest to pursue future UGB amendments for a certain period of time. Eliminates Citizen Involvement and Engagement	Someone else could appeal.	Housing - Maybe Economic - Yes Parks - No Liability - No Infrastructure - Maybe Manufacturing - No Local Control - No	\$55	Unknown	

The Coordinated Population Forecast which was scheduled to be re-evaluated June, 2021, is on an expedited time frame and will be re-evaluated June, 2020. All analysis (PIMA and EOA, representing \$132,000 of work) is based on the existing data set of information. The city was not advised of the expedited timeframe until Fall, 2019.

**NOTES:**

1. All UGB amendments and Urban Reserve must be adopted by the City and the County.
2. Any UGB amendment 50 acres or urban reserve must be approved/acknowledged by DECD/CCDC. Their decision is appealable to the Court of Appeals.
3. For a UGB amendment 50 acres, the local decision is final unless appealed to URA. There is no formal DECD/CCDC "appeal", although they can comment and/or appeal to URA. URA's decision is appealable to the Court of Appeals.
4. All options require updates to the Transportation System Plan, Infrastructure plans, and "Local S" resource plans, such as wetlands and riparian areas for areas to be re-zoned and developable. However, the prior UGB submittal already complete some of those infrastructure plans.

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REGIONAL PROBLEM SOLVING (RPS) Plan - 2003 UGB Plan	Collaborative Regional Problem Solving allowed by ORS 197.005 to implement the statewide goal without strictly following the Administrative Rules. Allowed as an alternative process. Managed by UCO. Need county as a partner.	\$500,000	2 - 5 Years	20 year land supply with a combination of exception lands and vacant lands. Could address need.	Appeal? Significant DUCDUCCC authority over decision-making. Needs to be approved by a majority of legislators.	Appeal? - Yes Economic - Yes Parks - Yes	\$55	10 - 15 Years	

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- NOTES:
1. All UGB amendments and Urban reserves must be adopted by the City and the County.
  2. Any UGB amendment <10 acres or urban reserve must be approved/acknowledged by DUCDUCCC. Their decision is appealable to the Court of Appeals.
  3. For a UGB amendment >10 acres, the final decision is final unless appealed to URA. There is no formal DUCDUCCC "appeal", although they can comment and/or appeal to URA. URA's decision is appealable to the Court of Appeals.
  4. All options require updates to the Transportation System Plan, Infrastructure plans, and "Local S" resource plans, such as wetlands and riparian areas for areas to be re-zoned and developable. However, the prior UGB submittal already completes some of those infrastructure plans.

**Finish the HNA / EOA work, and set it aside for adoption in the near future, and pick up the 2013 UGB Remand and finish it in the near term.**



# Preserving the Work

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- **Approximately \$220,000 invested in draft products**
- **Consulted with legal counsel and DLCD staff**
- **Submitted PAPA notice to DLCD on 5/14/2020**

# DOCUMENT REVIEW

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- ❖ **Housing Needs Analysis**
- ❖ **Economic Opportunities Analysis**
- ❖ **Public Lands Need Analysis**



**Updates of  
2019/2020  
Drafts**

## Update Buildable Lands Inventory:

- **Include new UGB amendment (662.40 acres)**
- **Include development through 12/31/21**

## Update Housing Capacity:

- **HB 2001 – Missing Middle (Increase density assumptions)**
- **Rural Residential (Decrease density assumptions)**

## Buildable Lands Inventory

Identifies buildable residential and employment land within existing urban growth boundary

## Housing Needs Analysis

Identifies future housing needs and types to accommodate projected growth per community values in twenty and fifty years.

## Economic Opportunities Analysis

Identifies future employment needs and types to accommodate strategic economic development goals and resulting growth in twenty and fifty

## Growth Analysis

Analysis of where and how future housing and employment growth will be accommodated in twenty and fifty years.

## Three Steps:

Identification of Need  
Land-use Efficiencies  
UGB Alternatives Analysis



**City of  
McMinnville**

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Identifies buildable residential and employment land within existing urban growth boundary

## Housing Needs Analysis

Identifies future housing needs and types to accommodate projected growth per community values in twenty and fifty years.

## Economic Opportunities Analysis

Identifies future employment needs and types to accommodate strategic economic development goals and resulting growth in twenty and fifty years.

## Identification of Need

**We are not talking about the size of a UGB expansion at this stage of the process.**

## Growth Analysis

Analysis of where and how future housing and employment growth will be accommodated in twenty and fifty years.

**Buildable Lands Inventory**

Identifies buildable residential and employment land within existing urban growth boundary

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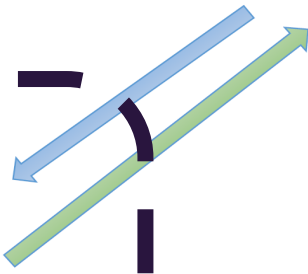
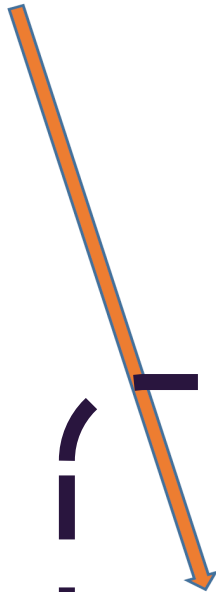
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**City of  
McMinnville**



**Buildable Lands Inventory**

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Identifies future employment needs and types to accommodate strategic economic development goals and resulting growth in twenty and fifty

**Growth Analysis**

Analysis of where and how future housing and employment growth will be accommodated in twenty and fifty years.

**Sequential UGB:**

**Land Use Efficiencies (2024)**

**Alternatives Analysis (2025)**

**Land Use Efficiencies UGB Alternatives Analysis**



**City of McMinnville**

# DECISION – MAKING PROCESS

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- ❖ **Hired a Consultant – ECONorthwest**
  - **Data Review and Development**
  - **Scenario Analysis**

# DECISION – MAKING PROCESS

## ❖ **Hired a Consultant – ECONorthwest**

- **Data Review and Development**
- **Scenario Analysis**

## ❖ **Appointed a Project Advisory Committee**

- **Housing Needs Analysis**
- **Economic Opportunity Analysis**
- **Public Land Need**
- **2023 Update**

**Reviewed Data (Census and Permit)**

**Evaluated Scenarios**

**Engaged Public**

**Voted on Recommendations**

### **PROJECT ADVISORY COMMITTEE MEMBERS (54)**

Kellie Menke	Paul Davis	Marilyn Worrix
Roger Lizut	Susan Muir	Zack Geary
Susan Dirks	Mike Bisset	Roger Hall
Sid Friedman	John Dietz	Sal Peralta
Mark Davis	Mary Ann Rodriguez	Alan Ruden
Andrew Burton	Matt Johnson	Danielle Hoffman
Beth Cater	Laura Seyring	Brad Bassitt
Michael Jester	Peter Keenan	Angela Carnahan
Robert J. Banagay	Ryan McIrvine	Kevin Young
Amanda Perron	Steve Ganzer	Chuck Darnell
Matt Deppe	Justin Hogue	Heather Richards
Patty O'Leary	Abigail Neilan	Tom Schauer
Doug Hurl	Christopher Anderson	Melissa Ahrens
Scott Cooper	Ellen Hogg	Jody Christensen
Alan Amerson	Judith Pasch	
Kelly McDonald	Katie Russ	
Mike Morris	Katie Wennerstrom	
Jeff Knapp	Rob Hallyburton	
Gioia Goodrum	Scott Green	
Ed Gormley	Kyle Faulk	



# DECISION – MAKING PROCESS

- ❖ **Hired a Consultant – ECONorthwest**
  - **Data Review and Development**
  - **Scenario Analysis**
- ❖ **Appointed a Project Advisory Committee**
  - **Reviewed data and scenarios developed**

## Decisions made by the PAC based on three factors

- **Legal Framework**
- **Local Adopted Policies**
- **Discretion of what is Best for McMinnville (data informed)**

### PROJECT ADVISORY COMMITTEE MEMBERS (54)

Kellie Menke	Paul Davis	Marilyn Worrix
Roger Lizut	Susan Muir	Zack Geary
Susan Dirks	Mike Bisset	Roger Hall
Sid Friedman	John Dietz	Sal Peralta
Mark Davis	Mary Ann Rodriguez	Alan Ruden
Andrew Burton	Matt Johnson	Danielle Hoffman
Beth Cater	Laura Seyring	Brad Bassitt
Michael Jester	Peter Keenan	Angela Carnahan
Robert J. Banagay	Ryan McIrvine	Kevin Young
Amanda Perron	Steve Ganzer	Chuck Darnell
Matt Deppe	Justin Hogue	Heather Richards
Patty O'Leary	Abigail Neilan	Tom Schauer
Doug Hurl	Christopher Anderson	Melissa Ahrens
Scott Cooper	Ellen Hogg	Jody Christensen
Alan Amerson	Judith Pasch	
Kelly McDonald	Katie Russ	
Mike Morris	Katie Wennerstrom	
Jeff Knapp	Rob Hallyburton	
Gioia Goodrum	Scott Green	
Ed Gormley	Kyle Faulk	

# PUBLIC ENGAGEMENT

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- ❖ **13 PAC Meetings (7 HNA, 6 EOA)**
- ❖ **2 PAC Meetings (Update)**
- ❖ **2 City Council Work Sessions**
- ❖ **1 Joint City Council / BOC Work Session**
- ❖ **1 Focus Group**
- ❖ **3 Open Houses**
- ❖ **4 Events**
- ❖ **Poster Display – Library and Community Center**

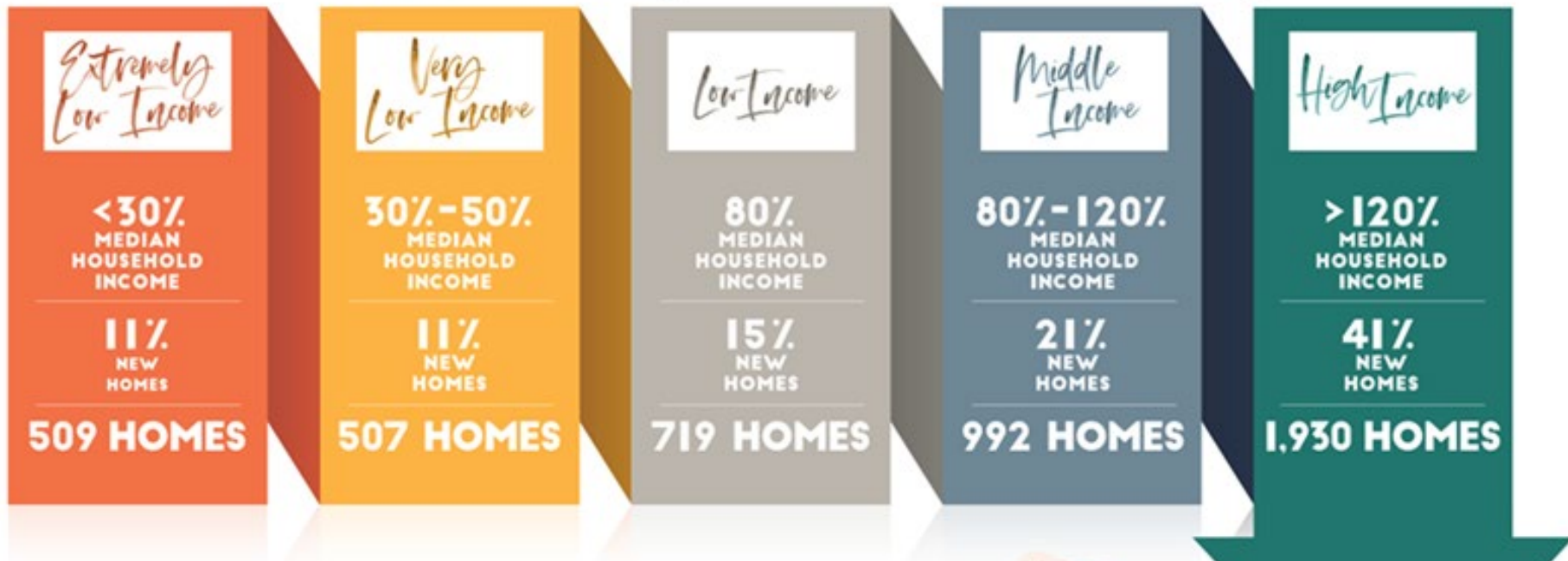
## **PROJECT ADVISORY COMMITTEE MEMBERS (54)**

Kellie Menke	Paul Davis	Marilyn Worrix
Roger Lizut	Susan Muir	Zack Geary
Susan Dirks	Mike Bisset	Roger Hall
Sid Friedman	John Dietz	Sal Peralta
Mark Davis	Mary Ann Rodriguez	Alan Ruden
Andrew Burton	Matt Johnson	Danielle Hoffman
Beth Cater	Laura Seyring	Brad Bassitt
Michael Jester	Peter Keenan	Angela Carnahan
Robert J. Banagay	Ryan McIrvine	Kevin Young
Amanda Perron	Steve Ganzer	Chuck Darnell
Matt Deppe	Justin Hogue	Heather Richards
Patty O'Leary	Abigail Neilan	Tom Schauer
Doug Hurl	Christopher Anderson	Melissa Ahrens
Scott Cooper	Ellen Hogg	Jody Christensen
Alan Amerson	Judith Pasch	
Kelly McDonald	Katie Russ	
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Jeff Knapp	Rob Hallyburton	
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**McMINNVILLE'S  
FUTURE GROWTH**



# Housing Needs



*Growing McMinnville*  
**MINDFULLY**

# SHOULD McMINNVILLE GROW...

Up?



**HIGHER DENSITY  
RESIDENTIAL DEVELOPMENT**  
*(apartment complexes, smaller lots, duplexes & triplexes)*  
**NO URBAN GROWTH  
BOUNDARY EXPANSION**

Out?



**MAINTAIN THE EXISTING  
MIX OF HOUSING TYPES**  
**LARGE URBAN GROWTH  
BOUNDARY EXPANSION**

Both?



**ADDITION OF HIGHER DENSITY  
RESIDENTIAL DEVELOPMENTS  
AND SINGLE FAMILY HOMES**  
**SMALL URBAN GROWTH  
BOUNDARY EXPANSION**



*Growing McMinnville*  
**MINDFULLY**



# Growing McMinnville MINDFULLY

## SHOULD McMINNVILLE GROW...

*Up?*



**HIGHER DENSITY  
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*(apartment complexes, smaller lots, duplexes & triplexes)*

**NO URBAN GROWTH  
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*Out?*



**MAINTAIN THE EXISTING  
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**LARGE URBAN GROWTH  
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*Both?*



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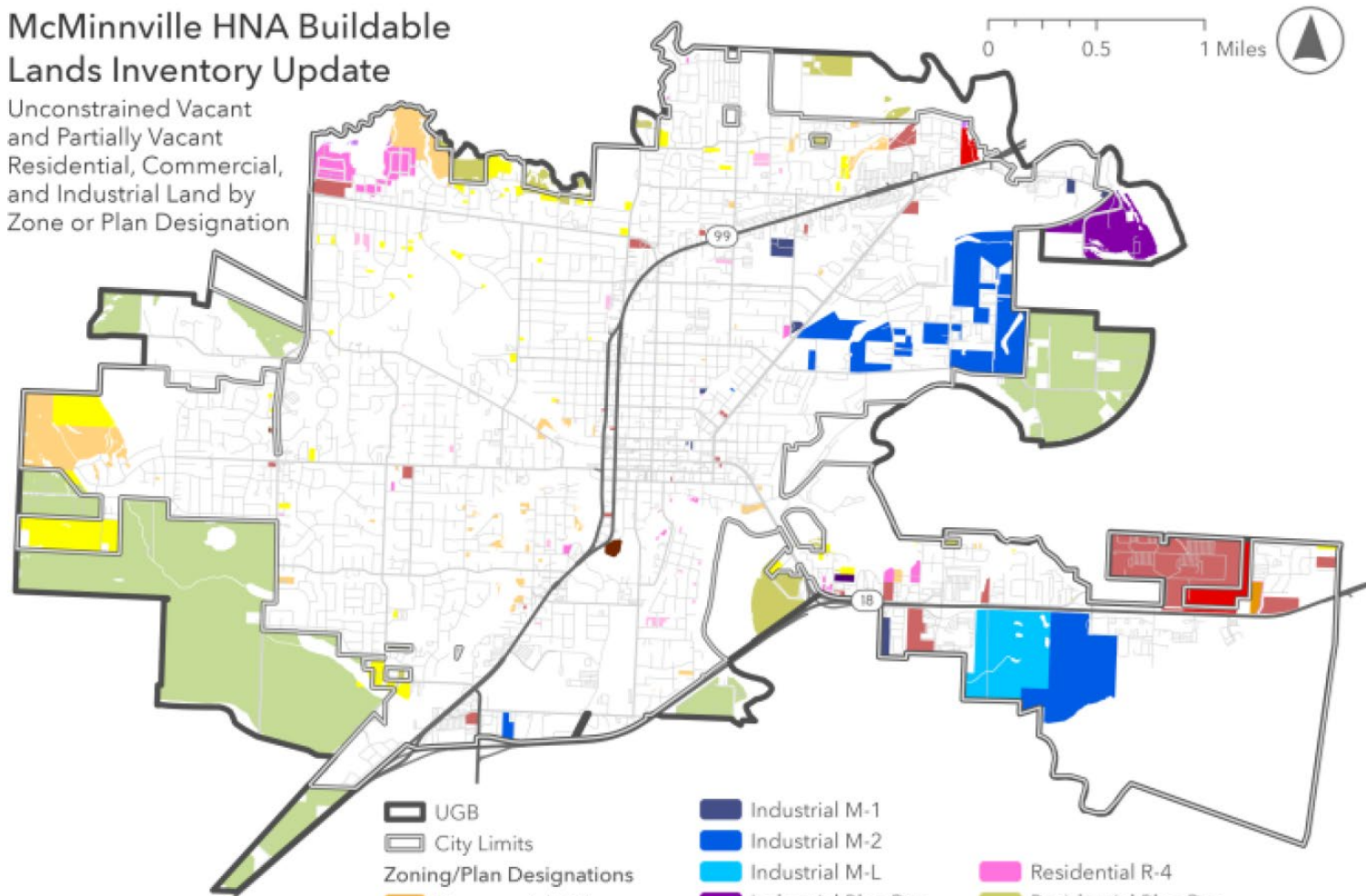
**SMALL URBAN GROWTH  
BOUNDARY EXPANSION**

# McMinnville Buildable Lands Inventory

Vacant and Partially Vacant Residential, Commercial, and Industrial Land by Zone (or Plan Designation)

## McMinnville HNA Buildable Lands Inventory Update

Unconstrained Vacant and Partially Vacant Residential, Commercial, and Industrial Land by Zone or Plan Designation



- |                                 |                      |                         |
|---------------------------------|----------------------|-------------------------|
| UGB                             | Industrial M-1       | Residential R-4         |
| City Limits                     | Industrial M-2       | Residential Plan Des.   |
| <b>Zoning/Plan Designations</b> | Industrial M-L       | Urban Holding Plan Des. |
| Commercial C-2                  | Industrial Plan Des. | EF-80 (County Zone)     |
| Commercial C-3                  | Residential R-1      | VLDR-1 (County Zone)    |
| Office/Residential O-R          | Residential R-2      |                         |
| Commercial Plan Des.            | Residential R-3      |                         |

Date: June 14, 2023  
 Accurate as of 12/31/2021  
 Source: ECONorthwest  
 City of McMinnville  
 Yamhill County

# LAND NEED FOR HOUSING

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Planning Horizon	Land Need
<b>2021 – 2041 (47,498) (UGB)</b>	<b>202 Acres</b>
<b>2041 – 2067 (62,803) (Urban Reserve Area)</b>	<b>1066 Acres</b>

# LAND NEED FOR PUBLIC/INSTITUTIONAL USES

---

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# TOTAL LAND NEED

---

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<b>2021 – 2041 (47,498) (UGB)</b>	<b>484 Acres</b>
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# Planning Commission Public Hearing and Decision

# PUBLIC HEARING

---

## Public Hearing: September 7, and September 21, 2023

- **Written testimony received from Mark Davis, Friends of Yamhill County and Thousand Friends.**
- **Oral testimony received from Mark Davis, and Sid Friedman and Rob Hallyburton representing Friends of Yamhill County.**

**After hearing testimony, considering the public record and deliberation, the Planning Commission voted unanimously to recommend adoption of the HNA and the EOA with the following amendments:**

- **Remove 62 acres of park land need.**

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**After hearing testimony, considering the public record and deliberation, the Planning Commission voted unanimously to recommend adoption of the HNA and the EOA with the following amendments:**

- **Remove 62 acres of park land need.**

**Reduces current overall land need to 422 acres.**

# TWO ADDITIONAL ITEMS FOR CONSIDERATION

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- 1) Consider the removal of approximately 49 acres of commercial land need associated with the site-specific needs identified in the MAC Town 2032 Economic Development Strategic Plan
- 2) Consider the removal of approximately 12 acres of commercial land need associated with the retail leakage analysis of the Economic Opportunity Analysis.

**This was based on testimony received from Friends of Yamhill County and Thousand Friends of Oregon outlining 13 issues that they had with the recommended documents:**

<b>Product</b>	<b>Friends # of Issues Raised</b>
<b>Housing Needs Analysis</b>	<b>7 Issues</b>
<b>Economic Opportunity Analysis</b>	<b>3 Issues</b>
<b>Buildable Lands Inventory</b>	<b>3 Issues</b>

# RESPONSE TO TESTIMONY

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Mark Davis provided testimony that he has with the parkland need calculations in Appendix E of the Economic Opportunity Analysis.

1000 Friends of Oregon and Friends of Yamhill County jointly provided public testimony with a list of issues that they have with the Housing Needs Analysis, Economic Opportunity Analysis, and Buildable Lands Inventory.

In the detailing of their issues, they allege that **some of the components of the documents are not compliant with state law, and for other components they urge the Planning Commission to reject the Project Advisory Committee's recommendations and use the state "Safe Harbors" instead.**

Staff asked Bill Kabeiseman, contracted legal counsel from Bateman Seidel, to provide a memorandum with his legal evaluation of the public testimony's allegations relative to legal compliance, and Beth Goodman with ECONorthwest, to provide a memorandum detailing the background data that they used for the local attributes and their experience with developing dozens of HNAs and EOAs throughout the state.

Staff then synthesized those comments, provided options for the Planning Commission to consider, the costs associated with any new directions to pursue and the staff recommendation.

# Park Land Need

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## **Mark Davis and Friends provided public testimony about park land need:**

- LOS for park land need is wrong and has not been met by the City, equating to too much park land need.
- Not enough park land was accounted for in 2021 UGB amendment – missing the 62 acres that were added as part of Joe Dancer park.

# Park Land Need – LOS

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## McMinnville Comprehensive Plan Policy, #170.05

*“For purposes of projecting future park and open space needs, the standards as contained in the adopted McMinnville Parks, Recreation, and Open Space Master Plan shall be used. (Ord. 4796, October 14, 2003)”*

## Parks Master Plan , Recommended Levels of Service, (Table 2, Page 11)

2.00 Acres / Neighborhood Park per 1000 capita

6.00 Acres / Community Park per 1000 capita

6.00 Acres / Greenways and Open Spaces per 1000 capita

14.00 Acres per 1000 capita



# Park Land Need – LOS

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## Parks Master Plan , Recommended Levels of Service, (Table 2, Page 11)

2.00 Acres / Neighborhood Park per 1000 capita *(buildable)*

6.00 Acres / Community Park per 1000 capita *(buildable)*

6.00 Acres / Greenways and Open Spaces per 1000 capita

14.00 Acres per 1000 capita

**Comprehensive Plan Policy #163.05 states that neighborhood parks and community parks needed to be located outside of the flood plain.**

# Park Land Need – LOS

---

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6.00 Acres / Greenways and Open Spaces per 1000 capita

14.00 Acres per 1000 capita

Comprehensive Plan Policy #163.05 states that neighborhood parks and community parks needed to be located outside of the flood plain.

***Comprehensive Plan Policy #164.00 states that “The City of McMinnville shall continue to acquire floodplain lands through the provisions of Chapter 17.53 (Land Division Standards) of the zoning ordinance and other available means, for future use as natural areas, open spaces, and/or parks.”***



# Park Land Need – 2021 UGB

---

## Error in Park Land Calculations for 2021 MGMUP UGB Expansion:

Mark Davis in his testimony on September 7, 2023 asserted that the math calculation for land need did not add up for a population of 47,498, and that he felt that there were two errors made:

- 1) The tax lot that was added to Joe Dancer park with the 2021 MGMUP UGB expansion was not included in the overall park acreage with that land use action.
- 2) The MGMUP had a finding in 2003 that 34% of the land for greenways and open spaces was on unbuildable acreage and that this was not captured in the calculations.

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- 1) The tax lot that was added to Joe Dancer park with the 2021 MGMUP UGB expansion was not included in the overall park acreage with that land use action.

***Agreed. Tax Lot R4421 00400, was added to the McMinnville UGB in 2021 for Joe Dancer Park and was not included in the overall park land added in 2021. This lot is 61.37 acres. The overall park land need acreage should be reduced by 62 acres for a total park land need of 76.63 acres, reducing the public land need to 32 acres.***

- 2) The MGMUP had a finding in 2003 that 34% of the land for greenways and open spaces was on unbuildable acreage and that this was not captured in the calculations.

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- 2) The MGMUP had a finding in 2003 that 34% of the land for greenways and open spaces was on unbuildable acreage and that this was not captured in the calculations.

***The findings from the MGMUP, indicate that this reduction was calculated and accounted for as part of the park land need for the MGMUP.***

***Location of parks is defined by many attributes and not just whether or not is part of a floodplain. The Parks Master Plan Update is currently underway. In 2024 during a discussion of land-use efficiencies the community can decide as part of the master plan update and how much greenspace and open space should be in unbuildable lands. (Not just floodplains, there are also natural habitats in the west hills that have been deemed unbuildable).***

# FRIENDS TESTIMONY

Issue	Argument	PC Recommendation
HNA – Park Land	<b>Use the Safe Harbor</b> (25% for streets, parks, and schools)	<b>Keep PAC Recommendation:</b> LOS in Comp Plan for Parks, use local data for streets and schools
HNA – Residential Density	<b>Use the Safe Harbor</b> (8 units/acre)	<b>Keep PAC Recommendation:</b> Use local permit data with HB 2003 escalator
HNA – Housing Needs for All Residents	<b>Use the Safe Harbor</b> (8 units/acre)	<b>Keep PAC Recommendation:</b> Housing Production Strategy
HNA – C3 Land Allocation to MF	<b>Use density calculations in C3 for housing.</b>	<b>Keep PAC Recommendation:</b> Loss of C3 land for housing adds need for C3 land for employment.
HNA – Group Quarters	<b>Use updated data (2020 Census Data)</b>	<b>Keep PAC Recommendation:</b> PSU Forecast and local data showed little growth
HNA – Right of Way	<b>Use the Safe Harbor</b> (25% for streets, parks, and schools)	<b>Keep PAC Recommendation:</b> Based on local data showing 25% for public right-of-way
HNA – Safe Harbors	<b>Use the Safe Harbors</b>	<b>Keep PAC Recommendation</b> based on local data

# FRIENDS TESTIMONY

Issue	Argument	PC Recommendation
<b>EOA – Refill, Redevelopment and Employment on non-employment lands</b>	5% is considerably less than the 17% of the 2013 EOA	<b>Keep PAC Recommendation:</b> 2013 was aspirational and has not been achieved.
<b>EOA – Other Needed Employment Sites (Table 58)</b>	This is adding to the safe harbor of utilizing population forecast for employment forecast. Demonstrated deficit does not equate to need.	<b>CC Should Consider Risk:</b> Legal consultation – it appears legal under the law but there is no precedent, equates to some risk.
<b>EOA – Retail Leakage</b>	This is adding to the safe harbor of utilizing population forecast for employment forecast. Demonstrated deficit does not equate to need.	<b>CC Should Consider Risk:</b> Legal consultation – it appears legal under the law but there is no precedent, equates to some risk.
<b>BLI – Removal of vacant and partially vacant land based on ownership (Churches and Linfield University)</b>	Partially vacant land owned by churches and Linfield University should be accounted for in HNA and EOA for uses other than institutional use.	<b>Keep PAC Recommendation:</b> Letter in the record from Linfield. Staff provided additional information into the record re churches.
<b>BLI – EOA fails to meet legal standards</b>	Inventory all industrial sites	<b>Not demonstrated to be legally needed beyond what was done.</b>
<b>BLI – Population Forecast</b>	Need to use new population forecast issued June 30, 2020.	<b>Current effort is considered legal. Not work the \$200,000 and six months of staff time to update.</b>

# FRIENDS TESTIMONY

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<b>EOA – Other Needed Employment Sites (Table 58)</b>  <b>(Approx 49 Acres)</b>	This is adding to the safe harbor of utilizing population forecast for employment forecast. Demonstrated deficit does not equate to need.	<b>CC Should Consider Risk:</b> Legal consultation – it appears legal under the law but there is no precedent, equates to some risk.
<b>EOA – Retail Leakage</b>  <b>(Approx 12 Acres)</b>	This is adding to the safe harbor of utilizing population forecast for employment forecast. Demonstrated deficit does not equate to need.	<b>CC Should Consider Risk:</b> Legal consultation – it appears legal under the law but there is no precedent, equates to some risk.
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# PC DELIBERATION

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- ❖ Based on legal consultation, nothing is legally non-compliant.
- ❖ Maintain PAC Recommendations based on local data and scenarios as it was representative of what the community wanted for its future build-out.
- ❖ The Safe Harbors did not reflect the built environment of McMinnville and were substantially different. 8 units/acre versus the current 5.05 units/acre. 25% of land dedicated to parks, streets, and schools versus 25% of land dedicated just to public right-of-way.
- ❖ This is not the time to make decisions about land-use efficiencies.
- ❖ A forecast is not an exact science. Consequences of too much versus too little. OAR 660-024-0040(1), ***“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.”***
- ❖ Moving the goal posts is costly in terms of \$ and time (updating the draft documents to reflect the most recent data) It does not get us to an end product in an efficient manner. And prevents us from doing the planning that needs to get done.

# LAND NEED FOR HOUSING

---

Planning Horizon	Land Need
2021 – 2041 (47,498) (UGB)	202 Acres
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# LAND NEED FOR PUBLIC/INSTITUTIONAL USES

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# TOTAL LAND NEED

Planning Horizon	Land Need
2021 – 2041 <b>(47,498)</b> (UGB)	<del>484 Acres</del> 422 Acres
2041 – 2067 <b>(62,803)</b> (Urban Reserve Area)	1638 Acres

- ❖ This number will most likely be reduced during the land-use efficiency analysis.
- ❖ 422 acres is less than 0.1% (1/10 of 1%) of the total land acreage in Yamhill County.
- ❖ If the 422 acres was all EFU land, then it would be slightly more than 0.2% (2/10 of 1%)
- ❖ It is smaller than many farm tracts in Yamhill County.

# Determining What Action to Pursue

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## Per Section 17.72.130(B)(2) of the McMinnville Municipal Code:

Upon receipt of the decision of the Planning Commission, the City Council shall:

- a. Adopt an ordinance effecting the proposed change as submitted by the Planning Commission, or
- b. Adopt an ordinance effecting the proposed change in an amended form, or
- c. Refuse to adopt the amendment through a vote to deny, or
- d. Call for a public hearing on the proposal, subject to the notice requirements stated in Section 17.72.120(D).

# QUESTIONS?

