



Growing McMinnville **MINDFULLY**

Land Use Efficiencies and UGB Amendments

TONIGHT'S CONSIDERATION

Continued conversation of land needs for the planning horizon of 2021 - 2041

More specifically:

- ❖ **Land – use efficiency measures (LUEM) = meet Residential and Industrial land need within existing UGB**
- ❖ **But what about Commercial which cannot be met with land-use efficiency measures?**

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Further Complicated: Sequential UGB Work Plan requires that the LUEMs and UGB Amendment be adopted by March 1, 2026

SEQUENTIAL UGB WORK PLAN

Attachment A

City of McMinnville Work Program

Sequential UGB Amendment

Proposed Planning Period

The City is proposing 2021-2041 as the 20-year planning period for UGB assessment and amendment. This period is appropriate as the City has (1) completed a draft HNA and EOA and this was the planning period used for that analysis and (2) because the City's most recent UGB amendment occurred in December 2020. So, using the proposed period would reduce costs and administrative burdens associated with re-analyzing years from a different period.

Pre-Task: Complete and Disseminate Election to Use Sequential UGB Process. OAR 660-025-0185.

- A. City – Develop notice of election to use sequential UGB and Draft Work Program.
- B. County – Concur with notice of election to use sequential UGB.
- C. DLCD – Receive joint notice of election to use sequential UGB.
 - i. Assist city in development of final work plan.
 - ii. Issue approval of election to use sequential UGB and work plan.

Proposed Work Program

1. Complete Housing Needs Analysis (HNA), Economic Opportunities Analysis (EOA) and Buildable Lands Inventory¹. OAR 660-024-0040 & OAR 660-024-0050.

Begin by 12/31/2019, Complete by 2/29/24

- A. City – Complete appropriate studies and data mining to ascertain 20-year residential land need, 20-year employment land need and inventory buildable lands.
 - i. Post Acknowledgement Plan Amendment to Comprehensive Plan, adoption by McMinnville City Council via ordinance
 - ii. Notice to DLCD pursuant to OAR 660-025-0140
- B. DLCD – Receive Adopted Housing Needs Analysis, Economic Opportunities Analysis and Buildable Lands Inventory.
 - i. Serve on Technical Advisory Committee.
 - ii. Review and provide feedback on HNA/EOA/BLI prior to Adoption.
 - iii. For HNA and EOA, DLCD Director review within 90 days pursuant to OAR-660-025-0150 (appealable to LCDC)

Complete Land Use Efficiency Measures and Urban Growth Boundary Expansion.

Results from the HNA, EOA, and accounting for efficiency measures, the city will determine the total amount of housing and employment land that needs to be added to the UGB. The final UGB expansion must be approved by both the City and the County. Subtasks consist of:

Begin by 12/31/23 and Complete Task 2 by 3/1/26

City – Perform land evaluation.

- i. Land-Use Efficiency Measures. Identify and evaluate land use efficiency measures that will help meet residential and employment land need within the existing urban growth boundary. Prepare adoption-ready efficiency measures and adjust identified land needs accordingly.
- ii. Establish Preliminary Study Area. Use combined land need analysis from Task 1, as modified by Task 2(b)(i), to determine the scope of UGB Amendment.
 - a. Identify the initial study area pursuant to OAR 660-024-0065.
 - b. Identify exclusions from the preliminary Study Area.
 - c. Identify the final study area.
- iii. Evaluate Land in the Study Area for Inclusion in the UGB. Perform land evaluation pursuant to OAR 660-024-0067
- iv. UGB Comprehensive Plan Amendment, OAR 660-025-0175.
 - a. Complies with Statewide Goals, Statutes, and Rules
 - b. Develop Framework Plan for UGB lands with Comprehensive Plan Map designations and proposed land uses.
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County – Review and Consider Adoption of City UGB Amendment

- i. Review and consideration City UGB amendment into County Comprehensive Plan
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DLCD –

- i. Serve on Technical Advisory Committee.
- ii. Review and provide feedback on study area, land evaluation and comprehensive UGB plan amendment..
- iii. DLCD Director review within 90 days pursuant to OAR-660-025-0150 (appealable to LCDC)

One of the proposed completion dates in this program are binding; they are preliminary estimates. For the purposes of an urban growth boundary amendment, a task approval is valid for four years. This means that if the UGB expansion is not completed within that time period, the expired work task would need to be updated, and the City must acknowledge this. This period may be extended for up to one year by the director if the local governments request for the extension. The four-year period begins on the later date of:

Final approval order;
Final approval order; or
Final approval order of judicial review of the final approval order.

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- iii. Evaluate Land in the 024-0067
- iv. UGB Comprehensive
 - a. Complies with State
 - b. Develop Framework land uses.
- v. Post Acknowledgement McMinnville City Cou

County – Review and Co

- i. Review and consider
- ii. Adoption of City UGR
ORS 197.628 to ORS

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- iii. DLCD Director review and approval

one of the proposed comp
the purposes of an urban g
expansion is not complet
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approval order;
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Still waiting on final decision document of LCDC upholding DLCD Director's Decision

March 5, 2024 – Submittal

August 1, 2024 – DLCD Director's Decision

**October 25, 2024,
LCDC Appeal Hearing**

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Attachment A

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- (a) Director approval order;
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- ❖ **Land – use efficiency measures (LUEM) = meet Residential and Industrial land need within existing UGB**
- ❖ **But what about Commercial which cannot be met with land-use efficiency measures?**

- 1. Can we get a UGB amendment done by March 1, 2026?**
- 2. Can we extend the UGB Sequential Work Plan deadline past March 1, 2026?**
- 3. What resources would it take to put together a UGB amendment for Commercial Land?**

GROWTH PLANNING, ORS 197

Sequential UGB Amendment Process



1. Identify the amount of land needed for housing, employment, and public amenities for future population

2. Identify land use efficiencies within the existing UGB to accommodate housing and employment need

3. Amend UGB to accommodate additional land needs, if needed

State requires that cities to address all residential land deficits

State allows cities to address employment land deficits

LAND NEEDS FOR 2021 – 2041

Category	Deficits before Efficiencies	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,396 dwelling unit capacity (295 unit surplus)	Needs Met in UGB
Industrial	29 acres	30 acres (1 acre surplus)	Needs Met in UGB
Commercial	159 acres	88 acres (71 acre deficit)	Unmet Needs in UGB

RESIDENTIAL LAND NEEDS

- ❑ The McMinnville HNA showed a deficit of **1,101 dwelling units** or 202 acres
- ❑ LUEMs result in a new increase in **1,396 units** of capacity
- ❑ Conclusion: McMinnville has enough land within its UGB to accommodate growth over the 2021-2041 period

INDUSTRIAL LAND NEEDS

- ❑ McMinnville's EOA showed a **29-acre** land deficit
- ❑ Land Use Efficiency Measures
 - Changes in the McMinnville Airport Master Plan, adding **30 acres** of land into the industrial land supply
 - McMinnville Landing (Innovation Campus) retains Industrial zoning, overlay will focus on uses with higher job generation to compensate for land used for Retail Center
- ❑ Conclusion: McMinnville has enough industrial land to accommodate growth through 2041

COMMERCIAL LAND NEEDS

- ❑ McMinnville's EOA showed a **159-acre** land deficit
- ❑ Land Use Efficiency Measures
 - Linfield University identified their interest in putting **44 acres** of C3 zoned land back on the buildable lands inventory. City is seeking a letter to that effect and will adopt a revised BLI.
 - McMinnville Landing includes a **44-acre** Retail Center component that will prioritize commercial uses, but will not show as designated commercial because implementing regulations will retain Industrial designation
- ❑ Conclusion
 - Half of McMinnville's commercial land deficit will be accommodated through the LUEMs above
 - McMinnville will want to consider opportunities to support infill and development in existing commercial areas

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STAFF / PC RECOMMENDATIONS

- **Proceed with the LUEMs as described for residential, industrial and commercial**
- **Re-visit commercial land need by conducting a new Economic Opportunities Analysis (EOA) when the City next develops a Housing Capacity Analysis (HCA) in 2032**

McMinnville EOA Buildable Lands Inventory Update

Unconstrained Vacant
and Partially Vacant by
Zone/Comprehensive
Plan Designation

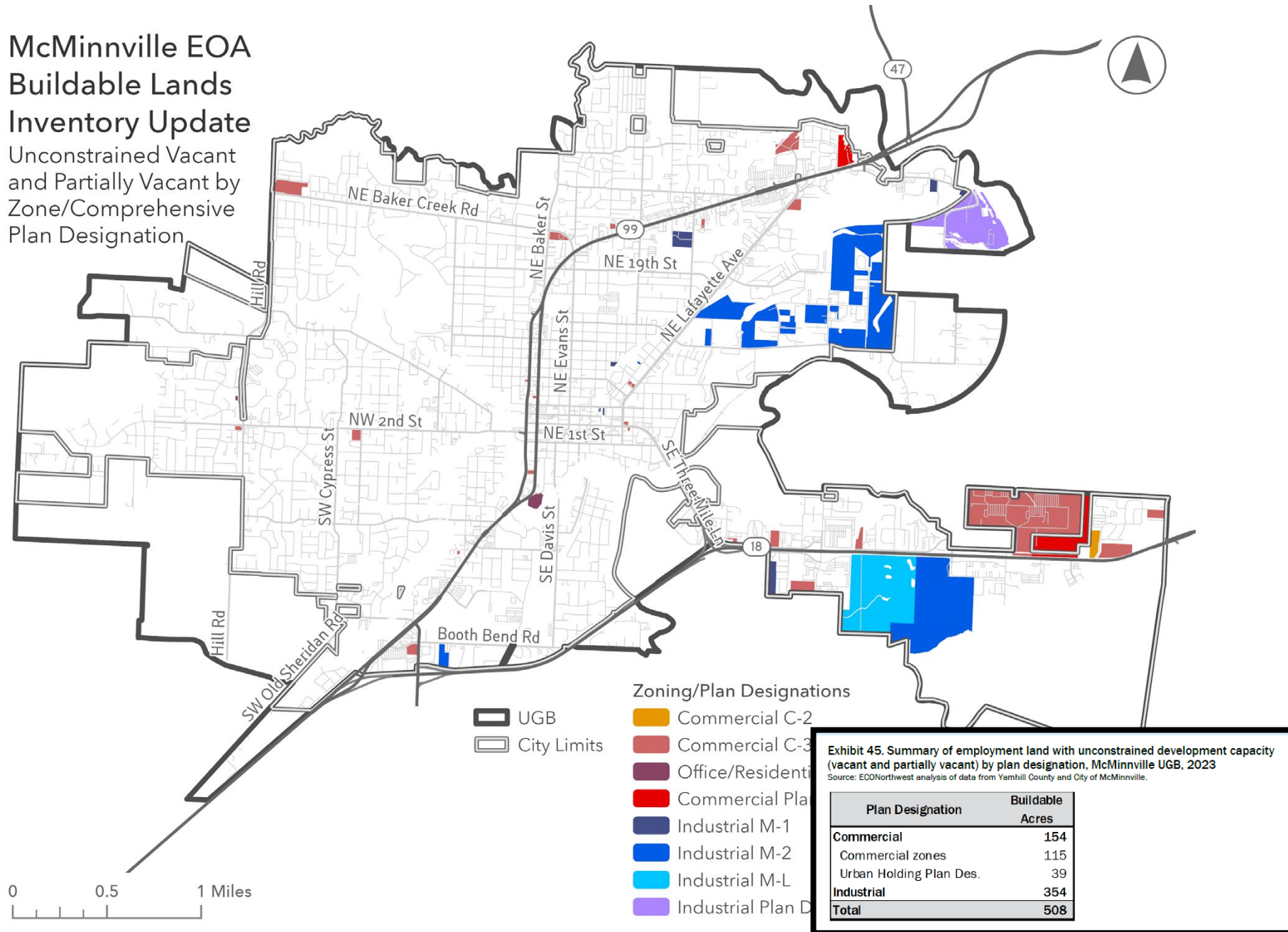


Exhibit 45. Summary of employment land with unconstrained development capacity (vacant and partially vacant) by plan designation, McMinnville UGB, 2023
Source: ECONorthwest analysis of data from Yamhill County and City of McMinnville.

COMMERCIAL LAND NEED

What is available to develop in next 6 Years (2032)	Deficit for Planning Horizon
39 Neighborhood Serving Commercial	Land-Use Efficiency Measure = Linfield Property of 44 Acres.
44 McMinnville Landing	Remaining 115 Acres of Commercial land need not met.
44 Linfield Commercial	
127 Acres	(115 Acres)

COMMERCIAL LAND NEED

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Concerns Expressed by City Council:

- ❖ Time it takes to amend UGB and break ground on commercial land will be much longer than 6 years (2032). More like 10 – 15 years. (2040)
- ❖ Commercial land serves the community and provides a quality of life, as well as jobs, and tax base.
- ❖ The City has a current retail leakage problem.

WORK PLAN DEADLINE EXTENSION

- **City (staff and legal counsel) met with DLCD staff**
- **We can request an amendment to the work plan to ask for Task 2 to be divided into Task 2 and Task 3.**
 - **Task 2 = Land Use Efficiency Measures, March 1, 2026**
 - **Task 3 = UGB Alternatives Analysis (Amendment), February 7, 2028 (4 Years allowed by state law)**
- **Resolution of City Council and Yamhill County**
- **Findings = Appeal of HOA / EOA and delay of LCDC's Decision to Uphold Director's Decision**

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Task 2: March 1, 2026

A (i)

Task 3: February, 2028

A (ii, iii, iv and v)

B.

C.



**City of
McMinnville**

UGB ALTERNATIVES ANALYSIS

Action	Time
Identify Study Area	One Month
Evaluate Land in Study Area	Three Months
Develop Findings	Two Months
Reconstitute MUAMC	Two Months
Planning Commission	Two Months
City Council	Two Months
Yamhill County	Two Months
TOTAL:	14 Months

RESOURCES FOR A COMMERCIAL UGB AMENDMENT

- **Professional Services = \$100,000**
(Legal, Utility Analysis)

- **Senior Planner (0.5 FTE – 12 Months)**
- **Associate Planner (0.25 FTE – 6 Months)**
- **Planning Manager (0.10 FTE – 12 Months)**
- **CDD Director (0.10 FTE – 6 Months)**

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**We would need to start no later than
August, 2026, which would mean that
we would probably need to delay the
Downtown Master Plan Update to 2028**

[illegible]

LONG RANGE PLANNING WORK PLAN																
PLAN	2024				2025				2026		2026		2027			
	Jan - Mar	April - June	July - Sep	Oct - Dec	Jan - Mar	April - June	July - Sep	Oct - Dec	Jan - Mar	April - June	July - Sep	Oct - Dec	Jan - Mar	April - June	July - Sep	Oct - Dec
City of McMinnville Specialty Planning – Unique to McMinnville																
SODAN Intensive Level Survey			HLC Adoption													
Airport Master Plan Update								PC Public Hearing, 12.18.25	CC Adoption, 01.27.26							
Innovation Campus Plan				PC/CC Work Session			PC/CC Work Session	PC Public Hearing, 12.18.25	CC Adoption, 02.24.26							
Downtown Master Plan Update										Consultant RFP and Selection		PC/CC Work Session				
Code Amendments Required by State Law or as Directed by Planning Commission or City Council																
Accessory Structures			PC Public Hearing	CC Adoption												
Landscape MMC Amendments				PC Public Hearing 11.27.24		CC Adoption Phase 1, 05.27.25		CC Adoption Phase 2, 10.14.25								
Small Lot Subdivisions (need to revise)								PC Public Hearing	CC Adoption							
Transitional Housing (need to revise)		PC/CC Work Session	on		PC/CC Work Session	PC Public Hearing	CC Adoption									
Recent legislation code audit and integration											PC Public Hearing	CC Adoption				
TMP – Alcohol Sales Downtown																

Note: All dates are approximate and are subject to change.

NEXT STEPS

ACTION	BEGIN DATE	DEADLINE
Approve Resolution and Findings for Sequential UGB Work Program Amendment (City and County)	October 28, 2025 -or- November 11, 2025	December 31, 2025
Amend Framework Plan for LUEM for residential land need.	Notice to DLCD, October 28, PC Public Hearing, December 18, CC Decision, January 27, 2026	March 1, 2026
Adopt Airport Master Plan for Industrial LUEMs	Notice to DLCD, October 28, PC Public Hearing, December 18, CC Decision, January 27, 2026	March 1, 2026
Letter from Linfield for putting commercial and residential land on the buildable lands inventory	December 31, 2025	March 1, 2026
Approve memorandum updating Buildable Lands Inventory	Resolution by CC, January 27, 2026	March 1, 2026
Adopt Planned Development Overlay and Master Plan for McMinnville Landing	Notice to DLCD, October 28, PC Public Hearing, December 18, CC Decision, February 24, 2026	March 1, 2026

QUESTIONS?

