



**City Council Meeting Agenda  
Tuesday, February 27, 2024  
7:00 p.m. – City Council Regular Meeting**

*Welcome! The public is strongly encouraged to participate remotely but there is seating at Civic Hall for those who are not able to participate remotely. However, if you are not feeling well, please stay home and take care of yourself.*

*The public is strongly encouraged to relay concerns and comments to the Council in one of three ways:*

- *Email at any time up to **12 p.m. on Monday, February 26th** to [CityRecorderTeam@mcminnvilleoregon.gov](mailto:CityRecorderTeam@mcminnvilleoregon.gov)*
- *If appearing via telephone only please sign up prior by **12 p.m. on Monday, February 26th** by emailing the City Recorder at [CityRecorderTeam@mcminnvilleoregon.gov](mailto:CityRecorderTeam@mcminnvilleoregon.gov) as the chat function is not available when calling in zoom;*
- *Join the zoom meeting use the raise hand feature in zoom to request to speak, once your turn is up we will announce your name and unmute your mic. **You will need to provide your First and Last name, Address, and contact information (email or phone) to the City.***

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*You can live broadcast the City Council Meeting on cable channels Xfinity 11 and 331, Frontier 29 or webstream here:*

[mcm11.org/live](http://mcm11.org/live)

*Download the "Cablecast" app on iOS, Android, Roku, Apple TV or Amazon Firestick and watch McMinnville City Council on all your devices.*

**CITY COUNCIL REGULAR MEETING:**

*You may join online via Zoom Meeting:*

<https://mcminnvilleoregon.zoom.us/j/81914779196?pwd=xu6smNj6PXedWFOhlywXqemLPoXNOC.1>

Zoom ID: 819 1477 9196

Zoom Password: 689609

*Or you can call in and listen via Zoom: 1-253- 215- 8782*

ID: 819 1477 9196

**7:00 PM – REGULAR COUNCIL MEETING – VIA ZOOM AND SEATING AT CIVIC HALL**

**1. CALL TO ORDER & ROLL CALL**

**2. PLEDGE OF ALLEGIANCE**

**3. PROCLAMATION**

**a. Women's History Month Proclamation**

**4. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT –**

*The Mayor will announce that interested audience members are invited to provide comments. Anyone may speak on any topic other than: a matter in litigation, a quasi-judicial land use matter; or a matter scheduled for public hearing at some future date. The Mayor may limit comments to 3 minutes per person for a total of 30 minutes. The Mayor will read comments emailed to City Recorded and then any citizen participating via Zoom.*

**5. ADVICE/ INFORMATION ITEMS**

- a. Reports from Councilors on Committee & Board Assignments**
- b. Department Head Reports**
- c. December 2023 Cash and Investment Report (in packet)**

6. CONSENT AGENDA

- a. Consider **Resolution No. 2024-09**: A Resolution of the City of McMinnville appointing Tyler Reid Judge Pro Tempore of the McMinnville Municipal Court.
- b. Consider the Minutes of the January 12, 2021, City Council Work Session & Regular Meeting.
- c. Consider the Minutes of the January 20, 2021, City Council Work Session Meeting.
- d. Consider the Minutes of the January 26, 2021, City Council Regular Meeting.
- e. Consider the Minutes of the February 13, 2024, City Council Work Session & Regular Meeting.
- f. Consider the request from Hawaii Five-0-Three Cafe for Commercial OLCC Liquor License located at 619 NE 3rd Street.

7. RESOLUTION

- a. Consider **Resolution No. 2024-07**: A Resolution approving code compliance liens on properties to recover unpaid civil penalty citations.
- b. Consider **Resolution No. 2024-10**: A Resolution adopting a fiscal year 2023-24 supplemental budget for the Fire District Transition Fund.

8. ORDINANCES

- a. Consider the second reading of **Ordinance No. 5141**: An Ordinance Adopting the November 2023 “McMinnville Urbanization Report”, and Updating the McMinnville Comprehensive Plan, Volume I, by Adopting the November 2023 “McMinnville Housing Needs Analysis” and the November 2023 “McMinnville Economic Opportunities Analysis”, and Repealing Ordinances No. 4746 and 4976.
- b. Consider the first reading with a possible second reading of **Ordinance No. 5142**: An Ordinance Adopting the Fox Ridge Road Area Plan and its Appendices as Supplemental Document to the McMinnville Comprehensive Plan.

9. ADJOURNMENT OF REGULAR MEETING



## PROCLAMATION

*Whereas*, Women's History Month is a celebration of women's contributions to history, culture and society and has been observed annually in the month of March in the United States since 1987; and

*Whereas*, Women's History Month is a dedicated month to reflect on the often-overlooked contributions of women to United States history; and

*Whereas*, McMinnville women of every race, class, and ethnic background have made historic contributions to the growth and strength of our city in countless ways; and

*Whereas*, McMinnville women have played and continue to play critical economic, cultural, and social roles in every sphere of the life of the City by constituting a significant portion of the labor force, working both inside and outside of the home; and

*Whereas*, McMinnville women have played a unique role throughout the history of the City by comprising the majority of the volunteer labor force of the City; and

*Whereas*, McMinnville women were particularly important in the establishment of early charitable, philanthropic, and cultural institutions in our City; and

*Whereas*, McMinnville women of every race, class, and ethnic background served as early leaders in the forefront of every major social change movement; and

*Whereas*, McMinnville women have courageously served our country in the national and state armed forces; and

*Whereas*, McMinnville women have been leaders, not only in securing their own rights of suffrage and equal opportunity, but also in the industrial labor movement, the civil rights movement, and other peaceful movements, which create a more fair and just society for all; and

*Whereas*, McMinnville women of every race, class, ethnicity, gender identity and sexual orientation continue to make strides in reclaiming their rightful leadership roles in our collective histories, our present, and our future.

*NOW, THEREFORE*, I, Remy Drabkin, Mayor of the City of McMinnville do hereby proclaim *that March is designated as*

### **Women's History Month**

in the City of McMinnville and do recommend its observance with appropriate programs, ceremonies, and activities. I also invite all to visit [www.WomensHistoryMonth.gov](http://www.WomensHistoryMonth.gov) and [www.womenshistory.org](http://www.womenshistory.org) to learn more about the generations of women who have left enduring imprints on our history

*IN WITNESS WHEREOF*, I have hereunto set my hand and caused the OFFICIAL Seal of the City of McMinnville to be affixed this 27<sup>th</sup> day of February, 2024.

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Remy Drabkin, Mayor



# City of McMinnville

December 2023

## CASH AND INVESTMENT BY FUND

FUND #	FUND NAME	GENERAL OPERATING		
		CASH IN BANK	INVESTMENT	TOTAL
01	General	\$2,183,795.82	\$16,967,177.29	\$19,150,973.11
05	Grants & Special Assessment	\$695.36	\$367,057.52	\$367,752.88
07	Transient Lodging Tax	\$193.68	(\$7,000.00)	(\$6,806.32)
08	Affordable Housing	\$813.91	\$1,960,000.00	\$1,960,813.91
10	Telecommunications	\$40.06	\$2,030.00	\$2,070.06
15	Emergency Communications	\$50.28	\$140,094.81	\$140,145.09
20	Street (State Tax)	\$399.16	\$2,227,341.93	\$2,227,741.09
25	Airport Maintenance	\$883.97	\$939,749.03	\$940,633.00
45	Transportation	\$379.48	\$5,153,494.92	\$5,153,874.40
50	Park Development	\$890.02	\$2,494,441.49	\$2,495,331.51
58	Urban Renewal	\$0.00	\$0.00	\$0.00
59	Urban Renewal Debt Service	\$346.94	\$1,431,896.10	\$1,432,243.04
60	Debt Service	\$259.47	\$2,709,103.33	\$2,709,362.80
70	Building	\$913.36	\$2,198,240.37	\$2,199,153.73
75	Wastewater Services	\$638.17	\$1,875,591.01	\$1,876,229.18
77	Wastewater Capital	\$210.08	\$36,831,103.65	\$36,831,313.73
80	Information Systems & Services	\$81.60	\$216,742.38	\$216,823.98
85	Insurance Reserve	\$393.36	\$222,290.54	\$222,683.90
99	Fire District Transition Fund	\$354.42	\$69,000.00	\$69,354.42
CITY TOTALS		2,191,339.14	75,798,354.37	77,989,693.51

MATURITY				
DATE	INSTITUTION	TYPE OF INVESTMENT	INTEREST RATE	CASH VALUE
N/A	Key Bank of Oregon	Checking & Repurchase Sweep Account	0.85%	\$2,191,339.14
N/A	Key Bank of Oregon	Money Market Savings Account	0.00%	\$0.00
N/A	State of Oregon	Local Government Investment Pool (LGIP)	5.00%	\$54,320,771.86
N/A	State of Oregon	Urban Renewal Loan Proceeds (LGIP)	5.00%	\$0.00
N/A	Umpqua Bank	Money Market Savings Account	5.22%	\$10,255,931.51
12/2/23	Umpqua Bank	Certificate of Deposit	5.39%	\$10,291,036.12
N/A	MassMutual Financial Group	Group Annuity	3.00%	\$930,614.88
				<u>\$77,989,693.51</u>





# Staff Report

**DATE:** February 15 , 2024  
**TO:** Mayor and City Councilors  
**FROM:** Jason Carbajal, Court Supervisor  
**SUBJECT:** Judge, *Pro Tempore*

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## STRATEGIC PRIORITY & GOAL:



### COMMUNITY SAFETY & RESILIENCY

Proactively plan for and responsively maintain a safe and resilient community



### CITY GOVERNMENT CAPACITY

Strengthen the City's ability to prioritize & deliver municipal services with discipline and focus.



### ENGAGEMENT & INCLUSION

Create a culture of acceptance and mutual respect that acknowledges differences and strives for equity

## Report in Brief:

The City Council may appoint, in addition to the Municipal Court Judge, a Judge *Pro Tempore* (McMinnville Municipal Code § 2.40.020). On occasion, the presiding Municipal Court Judge is unavailable and the Judge *Pro Tempore* ("Pro Tem") will take the bench during those absences. This resolution appoints a Pro Tem for the McMinnville Municipal Court. The Pro Tem appointment is necessary due to Judge Arnold Poole's ability to attend annual judicial conferences without disrupting the McMinnville Municipal Court's duties.

## Background:

The McMinnville Municipal Court operates every Wednesday, and typically will have two court days per month focused on traffic violations and two per month on misdemeanors. Municipal Court Judge Arnold Poole presides every week that court is in session. Such regularity leaves little room for any unavailability of Judge Poole, to both his detriment and that of a successful court schedule. The Municipal Court allows for the appointment of a pro tempore municipal judge who may step in when the presiding municipal judge is unavailable ("by reason of absence from the city, illness, vacations or disqualification by reason of knowledge or relationship to the cause before him" MMC § 2.40.020).

Staff recommends the appointment of Judge *Pro Tempore* Tyler Reid. Mr. Reid is a former Pro Tem for the Albany Municipal Court and is currently a trial attorney, partner and manager for Felling & Reid LLC

in Albany, OR. Mr. Reid possesses the background and expertise fulfilling the qualification requirement under Municipal Code § 2.40.030.

**Financial Impact:**

The budget includes funds for Judge *Pro Tempore* services.

**Attachments:**

- Resolution appointing Tyler Reid as Judge *Pro Tempore* of the McMinnville Municipal Court.
  - Exhibit A – Agreement for Municipal Court Pro Tem Judicial Services.
- Resume for Mr. Tyler Reid.

**Recommendation:**

Staff recommends that Council adopt the attached Resolution, making this appointment.

**RESOLUTION NO. 2024-09**

A Resolution of the City of McMinnville appointing Tyler Reid Judge Pro Tempore of the McMinnville Municipal Court.

**RECITALS:**

**Whereas**, the City Council, under Municipal Code section 2.40.020, has the authority to appoint a Judge *Pro Tempore* to serve when the appointed Municipal Judge is unavailable; and

**Whereas**, Mr. Arnold Poole currently serves as Municipal Judge of the Municipal Court; and

**Whereas**, the City does not currently have an appointed Judge *Pro Tempore* for the Municipal Court to serve in the absences of the Municipal Judge; and

**Whereas**, having satisfied Municipal Code section 2.40.030 concerning qualifications for the post, the City Council appoints Mr. Tyler Reid as Judge *Pro Tempore* for the City's Municipal Court.

**NOW, THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF MCMINNVILLE, OREGON as follows:**

1. That Mr. Tyler Reid is appointed Judge *Pro Tempore*, and the City Manager is authorized to enter into an agreement with Mr. Reid in a form substantially similar to Exhibit 1 attached hereto.
2. This Resolution is effective upon passage.

Adopted by the Common Council of the City of McMinnville at a regular meeting held the 27<sup>th</sup> day of February, 2024 by the following votes:

Ayes: \_\_\_\_\_

Nays: \_\_\_\_\_

Approved this 27<sup>th</sup> day of February, 2024.

\_\_\_\_\_  
City Council President

Approved as to form:

Attest:

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
City Recorder

Exhibits:

Exhibit A – Agreement for Municipal Court Pro Tem Judicial Services.

**CITY OF McMinnville**  
**AGREEMENT FOR MUNICIPAL COURT *PRO TEM* JUDICIAL SERVICES**

This Agreement for Municipal Court *Pro Tem* Judicial Services (“Agreement”) is made and entered into on this \_\_\_\_\_ day of February 2024 (“Effective Date”) by and between the **City of McMinnville**, a municipal corporation of the State of Oregon (hereinafter referred to as the “City”), and **Tyler Reid**, a(n) individual (hereinafter referred to as “Pro Tem Judge”).

**RECITALS**

WHEREAS, the City requires services which Pro Tem Judge is capable of providing, under terms and conditions hereinafter described; and

WHEREAS, Pro Tem Judge represents that Pro Tem Judge is qualified to perform the services described herein on the basis of specialized experience and technical expertise; and

WHEREAS, Pro Tem Judge is prepared to provide such services as the City does hereinafter require.

NOW, THEREFORE, in consideration of these mutual promises and the terms and conditions set forth herein, the parties agree as follows:

**AGREEMENT**

**Section 1. Scope of Work**

Pro Tem Judge shall diligently perform the judicial services as Pro Tem Judge according to the requirements identified in the Scope of Work for the Project, attached hereto as **Exhibit 1** and incorporated by reference herein (the “Services”).

**Section 2. Term**

The term of this Agreement shall be from the Effective Date until March 1, 2025, unless earlier terminated in accordance herewith or an extension of time is agreed to, in writing, by the City.

**Section 3. Pro Tem Judge’s Services**

3.1. All written documents prepared by Pro Tem Judge in conjunction with the Services shall bear the signature, stamp, or initials of Pro Tem Judge.

3.2. Pro Tem Judge shall maintain the confidentiality of any confidential information that is exempt from disclosure under state or federal law to which Pro Tem Judge may have access by reason of this Agreement. Pro Tem Judge warrants that Pro Tem Judge’s employees assigned to the Services provided in this Agreement shall be clearly instructed to maintain this confidentiality. All

agreements with respect to confidentiality shall survive the termination or expiration of this Agreement.

#### **Section 4. Compensation**

4.1. Except as otherwise set forth in this **Section 4**, the City agrees to pay Pro Tem Judge a not-to-exceed unit price of SEVENTY-FIVE DOLLARS (\$75.00) per hour for performance of the Services (“Compensation Amount”). Any compensation in excess of the Compensation Amount will require an express written Addendum to be executed between the City and Pro Tem Judge.

4.2. During the course of Pro Tem Judge’s performance, if the City, through its Project Manager, specifically requests Pro Tem Judge to provide additional services that are beyond the Scope of Work described on **Exhibit 1**, a written Addendum to this Agreement must be executed in compliance with the provisions of **Section 14**.

4.3. Except for amounts withheld by the City pursuant to this Agreement, Pro Tem Judge will be paid for Services for which an itemized invoice is received by the City within thirty (30) days of receipt, unless the City disputes such invoice. In that instance, the undisputed portion of the invoice will be paid by the City within the above timeframe. The City will set forth its reasons for the disputed claim amount and make good faith efforts to resolve the invoice dispute with Pro Tem Judge as promptly as is reasonably possible.

4.4. Pro Tem Judge’s Compensation Amount is all inclusive and includes, but is not limited to, all work-related costs, expenses, salaries or wages, plus fringe benefits and contributions, including payroll taxes, workers compensation insurance, liability insurance, profit, pension benefits and similar contributions and benefits, technology and/or software charges, licensing, trademark, and/or copyright costs, office expenses, travel expenses, mileage, and all other indirect and overhead charges.

#### **Section 5. City’s Rights and Responsibilities**

5.1. The City will designate a Project Manager to facilitate day-to-day communication between Pro Tem Judge and the City, including timely receipt and processing of invoices, requests for information, and general coordination of City staff to support the Project.

5.2. Award of this contract is subject to budget appropriation. Funds are approved for Fiscal Year 2021-22. If not completed within this fiscal year, funds may not be appropriated for the next fiscal year. The City also reserves the right to terminate this contract early, as described in **Section 13**.

#### **Section 6. City’s Project Manager**

The City’s Project Manager is Jason Carbajal. The City shall give Pro Tem Judge prompt written notice of any re-designation of its Project Manager.

## **Section 7. Pro Tem Judge's Project Manager**

Pro Tem Judge's Project Manager is Tyler Reid.

## **Section 8. Duty to Inform**

If at any time during the performance of this Agreement or any future phase of this Agreement for which Pro Tem Judge has been retained, Pro Tem Judge becomes aware of actual or potential problems, conflicts of interest, or possible ethics issues, or of any nonconformance with federal, state, or local laws, rules, or regulations, Pro Tem Judge shall give prompt written notice thereof to the City's Project Manager.

## **Section 9. Subcontractors and Assignments**

Pro Tem Judge shall not subcontract with others for any of the Services prescribed herein. Pro Tem Judge shall not assign any of Pro Tem Judge's rights acquired hereunder without obtaining prior written approval from the City, which approval may be granted or denied in the City's sole discretion.

## **Section 10. Pro Tem Judge Is Independent Contractor**

Pro Tem Judge is an independent contractor for all purposes and shall be entitled to no compensation other than the Compensation Amount provided for under **Section 4** of this Agreement. Pro Tem Judge will be solely responsible for determining the manner and means of accomplishing the end result of Pro Tem Judge's Services. The City does not have the right to control or interfere with the manner or method of accomplishing said Services. The City, however, will have the right to specify and control the results of Pro Tem Judge's Services so such Services meet the requirements of the Project.

## **Section 11. Pro Tem Judge Responsibilities**

11.1. Pro Tem Judge must make prompt payment for any claims for labor, materials, or services furnished to Pro Tem Judge by any person in connection with this Agreement as such claims become due. Pro Tem Judge shall not permit any liens or claims to be filed or prosecuted against the City on account of any labor or material furnished to or on behalf of Pro Tem Judge. If Pro Tem Judge fails, neglects, or refuses to make prompt payment of any such claim, the City may, but shall not be obligated to, pay such claim to the person furnishing the labor, materials, or services and offset the amount of the payment against funds due or to become due to Pro Tem Judge under this Agreement. The City may also recover any such amounts directly from Pro Tem Judge.

11.2. Pro Tem Judge must comply with all applicable Oregon and federal wage and hour laws. Pro Tem Judge shall make all required workers compensation and medical care payments on time. Pro Tem Judge shall be fully responsible for payment of all employee withholdings required by law, including but not limited to taxes, including payroll, income, Social Security (FICA), and Medicaid. Pro Tem Judge shall also be fully responsible for payment of salaries, benefits, taxes, Industrial Accident Fund contributions, and all other charges on account of any employees. Pro

Tem Judge shall pay to the Department of Revenue all sums withheld from employees pursuant to ORS 316.167. All costs incident to the hiring of assistants or employees shall be Pro Tem Judge's responsibility. Pro Tem Judge shall defend, indemnify, and hold the City harmless from claims for payment of all such expenses.

11.3. No person shall be discriminated against by Pro Tem Judge in the performance of this Agreement on the basis of sex, gender, race, color, creed, religion, marital status, age, disability, sexual orientation, gender identity, or national origin. Any violation of this provision shall be grounds for cancellation, termination, or suspension of the Agreement, in whole or in part, by the City.

## **Section 12. Indemnity**

12.1. Indemnification. Pro Tem Judge acknowledges responsibility for liability arising out of the performance of this Agreement, and shall defend, indemnify, and hold the City harmless from any and all liability, settlements, loss, costs, and expenses in connection with any action, suit, or claim resulting or allegedly resulting from Pro Tem Judge's negligent acts, omissions, errors, or willful or reckless misconduct pursuant to this Agreement, or from Pro Tem Judge's failure to perform its responsibilities as set forth in this Agreement. The review, approval, or acceptance by the City, its Project Manager, or any City employee of documents or other work performed, prepared, or submitted by Pro Tem Judge shall not be considered a negligent act, error, omission, or willful misconduct on the part of the City, and none of the foregoing shall relieve Pro Tem Judge of its responsibility to perform in full conformity with the City's requirements, as set forth in this Agreement, and to indemnify the City as provided above and to reimburse the City for any and all costs and damages suffered by the City as a result of Pro Tem Judge's negligent performance of this Agreement, failure of performance hereunder, violation of state or federal laws, or failure to adhere to the standards of performance and care described in **Subsection 12.2**. Pro Tem Judge shall defend the City (using legal counsel reasonably acceptable to the City) against any claim that alleges negligent acts, omissions, errors, or willful or reckless misconduct by Pro Tem Judge. As used herein, the term "Pro Tem Judge" applies to Pro Tem Judge and its own agents and employees.

12.2. Standard of Care. In the performance of professional services, Pro Tem Judge agrees to use at least that degree of care and skill exercised under similar circumstances by reputable members of Pro Tem Judge's profession practicing in the Portland metropolitan area. Pro Tem Judge will re-perform any Services not meeting this standard without additional compensation. Pro Tem Judge's re-performance of any Services, even if done at the City's request, shall not be considered as a limitation or waiver by the City of any other remedies or claims it may have arising out of Pro Tem Judge's failure to perform in accordance with the applicable standard of care of this Agreement and within the prescribed timeframe.

## **Section 13. Early Termination; Default**

13.1. This Agreement may be terminated prior to the expiration of the agreed upon terms:

13.1.1. By mutual written consent of the parties;

13.1.2. By the City, for any reason, and within its sole discretion, effective upon delivery of written notice to Pro Tem Judge by mail or in person; or

13.1.3. By Pro Tem Judge, effective upon seven (7) days' prior written notice in the event of substantial failure by the City to perform in accordance with the terms through no fault of Pro Tem Judge, where such default is not cured within the seven (7) day period by the City. Withholding of disputed payment is not a default by the City.

13.2. If the City terminates this Agreement, in whole or in part, due to default or failure of Pro Tem Judge to perform Services in accordance with the Agreement, the City may procure, upon reasonable terms and in a reasonable manner, services similar to those so terminated. In addition to any other remedies the City may have, both at law and in equity, for breach of contract, Pro Tem Judge shall be liable for all costs and damages incurred by the City as a result of the default by Pro Tem Judge, including, but not limited to all costs incurred by the City in procuring services from others as needed to complete this Agreement. This Agreement shall be in full force to the extent not terminated by written notice from the City to Pro Tem Judge. In the event of a default, the City will provide Pro Tem Judge with written notice of the default and a period of ten (10) days to cure the default. If Pro Tem Judge notifies the City that it wishes to cure the default but cannot, in good faith, do so within the ten (10) day cure period provided, then the City may elect, in its sole discretion, to extend the cure period to an agreed upon time period, or the City may elect to terminate this Agreement and seek remedies for the default, as provided above.

13.3. If the City terminates this Agreement for its own convenience not due to any default by Pro Tem Judge, payment of Pro Tem Judge shall be prorated to, and include, the day of termination and shall be in full satisfaction of all claims by Pro Tem Judge against the City under this Agreement.

13.4. Termination under any provision of this section shall not affect any right, obligation, or liability of Pro Tem Judge or the City that accrued prior to such termination. Pro Tem Judge shall surrender to the City items of work or portions thereof, referred to in **Section 16**, for which Pro Tem Judge has received payment or the City has made payment.

## **Section 14. Modification/Addendum**

Any modification of the provisions of this Agreement shall not be enforceable unless reduced to writing and signed by both the City and Pro Tem Judge. A modification is a written document, contemporaneously executed by the City and Pro Tem Judge, which increases or decreases the cost to the City over the agreed Compensation Amount in **Section 4** of this Agreement, or changes or modifies the Scope of Work or the time for performance. No modification shall be binding or effective until executed, in writing, by both Pro Tem Judge and the City. If Pro Tem Judge incurs additional costs or devotes additional time on Project tasks, the City shall be responsible for payment of only those additional costs for which it has agreed to pay under a signed Addendum to this Agreement.



## **Section 15. Access to Records**

The City shall have access, upon request, to such books, documents, receipts, papers, and records of Pro Tem Judge as are directly pertinent to this Agreement for the purpose of making audit, examination, excerpts, and transcripts during the term of this Agreement and for a period of four (4) years after termination of this Agreement, unless the City specifically requests an extension. This clause shall survive the expiration, completion, or termination of this Agreement.

## **Section 16. Property of the City**

All documents, reports, and research gathered or prepared by Pro Tem Judge under this Agreement, including but not limited to spreadsheets, charts, graphs, drawings, modeling, maps, data generation, papers, diaries, and reports, shall be the exclusive property of the City and shall be delivered to the City prior to final payment. Any statutory or common law rights to such property held by Pro Tem Judge as creator of such work shall be conveyed to the City upon request without additional compensation.

## **Section 17. Notices**

Any notice required or permitted under this Agreement shall be in writing and shall be given when actually delivered in person or forty-eight (48) hours after having been deposited in the United States mail as certified or registered mail, addressed to the addresses set forth below, or to such other address as one party may indicate by written notice to the other party.

To City:                      City of McMinnville  
                                     230 NE Second Street  
                                     McMinnville, OR 97128

To Pro Tem Judge:      Tyler Reid  
                                     Felling & Reid, LLC  
                                     221 3<sup>rd</sup> AVE SW  
                                     Albany, OR 97321

## **Section 18. Miscellaneous Provisions**

18.1. Integration. This Agreement, including all exhibits attached hereto, contains the entire and integrated agreement between the parties and supersedes all prior written or oral discussions, representations, or agreements. In case of conflict among these documents, the provisions of this Agreement shall control.

18.2. Legal Effect and Assignment. This Agreement shall be binding upon and inure to the benefit of the parties hereto and their respective heirs, personal representatives, successors, and assigns. This Agreement may be enforced by an action at law or in equity.

18.3. No Assignment. Pro Tem Judge may not assign this Agreement, nor delegate the performance of any obligations hereunder, unless agreed to in advance and in writing by the City.

18.4. Adherence to Law. In the performance of this Agreement, Pro Tem Judge shall adhere to all applicable federal, state, and local laws (including the McMinnville Code and Public Works Standards), including but not limited to laws, rules, regulations, and policies concerning employer and employee relationships, workers compensation, and minimum and prevailing wage requirements. Any certificates, licenses, or permits that Pro Tem Judge is required by law to obtain or maintain in order to perform the Services described on **Exhibit 1**, shall be obtained and maintained throughout the term of this Agreement.

18.5. Governing Law. This Agreement shall be construed in accordance with and governed by the laws of the State of Oregon, regardless of any conflicts of laws. All contractual provisions required by ORS Chapters 279A, 279B, 279C, and related Oregon Administrative Rules to be included in public agreements are hereby incorporated by reference and shall become a part of this Agreement as if fully set forth herein.

18.6. Jurisdiction. Venue for any dispute will be in Yamhill County Circuit Court.

18.7. Legal Action/Attorney Fees. If a suit, action, or other proceeding of any nature whatsoever (including any proceeding under the U.S. Bankruptcy Code) is instituted in connection with any controversy arising out of this Agreement or to interpret or enforce any rights or obligations hereunder, the prevailing party shall be entitled to recover attorney, paralegal, accountant, and other expert fees and all other fees, costs, and expenses actually incurred and reasonably necessary in connection therewith, as determined by the court or body at trial or on any appeal or review, in addition to all other amounts provided by law. If the City is required to seek legal assistance to enforce any term of this Agreement, such fees shall include all of the above fees, whether or not a proceeding is initiated. Payment of all such fees shall also apply to any administrative proceeding, trial, and/or any appeal or petition for review.

18.8. Nonwaiver. Failure by either party at any time to require performance by the other party of any of the provisions of this Agreement shall in no way affect the party's rights hereunder to enforce the same, nor shall any waiver by the party of the breach hereof be held to be a waiver of any succeeding breach or a waiver of this nonwaiver clause.

18.9. Severability. If any provision of this Agreement is found to be void or unenforceable to any extent, it is the intent of the parties that the rest of the Agreement shall remain in full force and effect, to the greatest extent allowed by law.

18.10. Modification. This Agreement may not be modified except by written instrument executed by Pro Tem Judge and the City.

18.11. Time of the Essence. Time is expressly made of the essence in the performance of this Agreement.

18.12. Calculation of Time. Except where the reference is to business days, all periods of time referred to herein shall include Saturdays, Sundays, and legal holidays in the State of Oregon, except that if the last day of any period falls on any Saturday, Sunday, or legal holiday observed by the City, the period shall be extended to include the next day which is not a Saturday, Sunday, or legal holiday. Where the reference is to business days, periods of time referred to herein shall exclude Saturdays, Sundays, and legal holidays observed by the City. Whenever a time period is set forth in days in this Agreement, the first day from which the designated period of time begins to run shall not be included.

18.13. Headings. Any titles of the sections of this Agreement are inserted for convenience of reference only and shall be disregarded in construing or interpreting any of its provisions.

18.14. Number, Gender and Captions. In construing this Agreement, it is understood that, if the context so requires, the singular pronoun shall be taken to mean and include the plural, the masculine, the feminine and the neuter, and that, generally, all grammatical changes shall be made, assumed, and implied to individuals and/or corporations and partnerships. All captions and paragraph headings used herein are intended solely for convenience of reference and shall in no way limit any of the provisions of this Agreement.

18.15. Good Faith and Reasonableness. The parties intend that the obligations of good faith and fair dealing apply to this Agreement generally and that no negative inferences be drawn by the absence of an explicit obligation to be reasonable in any portion of this Agreement. The obligation to be reasonable shall only be negated if arbitrariness is clearly and explicitly permitted as to the specific item in question, such as in the case of where this Agreement gives the City “sole discretion” or the City is allowed to make a decision in its “sole judgment.”

18.16. Other Necessary Acts. Each party shall execute and deliver to the other all such further instruments and documents as may be reasonably necessary to carry out this Agreement in order to provide and secure to the other parties the full and complete enjoyment of rights and privileges hereunder.

18.17. Interpretation. As a further condition of this Agreement, the City and Pro Tem Judge acknowledge that this Agreement shall be deemed and construed to have been prepared mutually by each party and it shall be expressly agreed that any uncertainty or ambiguity existing therein shall not be construed against any party. In the event that any party shall take an action, whether judicial or otherwise, to enforce or interpret any of the terms of the Agreement, the prevailing party shall be entitled to recover from the other party all expenses which it may reasonably incur in taking such action, including attorney fees and costs, whether incurred in a court of law or otherwise.

18.18. Entire Agreement. This Agreement and all documents attached to this Agreement represent the entire agreement between the parties.

18.19. Counterparts. This Agreement may be executed in one or more counterparts, each of which shall constitute an original Agreement but all of which together shall constitute one and the same instrument.

18.20. Authority. Each party signing on behalf of Pro Tem Judge and the City hereby warrants actual authority to bind their respective party.

The Pro Tem Judge and the City hereby agree to all provisions of this Agreement.

**PRO TEM JUDGE:**

**CITY:**

Tyler Reid

CITY OF McMINNVILLE

By: \_\_\_\_\_

By: \_\_\_\_\_

Print Name: \_\_\_\_\_

Print Name: \_\_\_\_\_

As Its: \_\_\_\_\_

APPROVED AS TO FORM:

\_\_\_\_\_  
City Attorney

## **Exhibit 1**

### **Scope of Services**

The Pro-Tem Municipal Court Judge serves as an on-call judicial officer to provide coverage for the City's Municipal Court Judge during periods of absence, excessive workload, or other times requiring judicial services beyond the capabilities of the Municipal Court Judge. Typical duties include:

1. Presiding over Municipal Court for all Misdemeanor, City matters, criminal jury and non-jury trials, pre-trial conferences, and other cases appropriately tried in Municipal Court.
2. Adjudicating all complaints that are filed within the jurisdiction of the Court including, but not limited to, Misdemeanors, traffic violations, parking violations, city ordinances, city violations.
3. Reviewing and/or denying requests for continuances.
4. Determining innocence or culpability (when hearing cases without a jury) and levying fines commensurate with the violation in such a manner to preserve equity and uniformity in the application of existing laws and ordinances.
5. Directing jurors in trial cases on their role in the interpretation and application of law.
6. Supporting court activities with Court Clerks, City Attorney and/or City Prosecutor and other city departments.
7. Performing legal research, reviewing legislation and current case law affecting offenses and the criminal justice system and implement procedures to ensure compliance.
8. Conducting hearings.
9. Issuing warrants, summons, etc.
10. Collaborating with the Municipal Court Judge, City Manager, City Attorney, City Prosecutor and applicable city departments to ensure policies, ordinances and orders are within the parameters of state law and also consistent with the values of the community and needs of the department.
11. Supporting the relationship between the City of McMinnville and the general public by demonstrating courteous and cooperative behavior when interacting with visitors and City staff.
12. Maintaining confidentiality of work-related issues and City information.
13. Performing other related duties as assigned.

# TYLER REID

[REDACTED], Salem, OR 97321 | [REDACTED] [REDACTED]

## Education

### ***Willamette University College of Law, juris doctorate, May 2012***

Magna Cum Laude, GPA 3.85

Certificate in Law and Government

### ***Whitworth College, Biology/Pre-Medicine B.S., May 1999***

GPA 3.49

## Experience

### ***Dallas Alliance Church***

Minister of Youth, 2001-2006

### ***Olsen Design and Development***

Construction Project Manager, 2006-2008

### ***Marion County District Attorney's Office***

Law Clerk juvenile division, 2010-2012

### ***Tyler Reid, LLC***

Trial attorney, owner and manager, 2012-2016

### ***Albany Municipal Court***

Judge pro tem, 2018-2019

### ***Felling & Reid, LLC***

Trial attorney, partner and manager, 2017-present

## Other

Linn-Benton Bar Association board member; Young Life volunteer

CITY OF McMinnville  
MINUTES OF CITY COUNCIL WORK SESSION  
Held via Zoom Video Conference and at the Kent L. Taylor Civic Hall on Gormley Plaza  
McMinnville, Oregon

Tuesday, January 12, 2021 at 6:00 p.m.

Presiding: Scott Hill, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Excused Absence</u>
	Remy Drabkin, Council President	
	Adam Garvin	
	Zack Geary	
	Kellie Menke	
	Sal Peralta	
	Chris Chenoweth	

Also present were City Manager Jeff Towery, City Attorney Amanda Guile-Hinman, Police Chief Matt Scales, City Recorder Claudia Cisneros, Information Services Specialist Megan Simmons, Finance Director Jennifer Cuellar, Planning Director Heather Richards, Parks and Recreation Director Susan Muir, Human Resources Manager Kylie Bayer, Library Director Jenny Berg, Community Development Director Mike Bisset, Information System Director Scott Burke, Public Affairs & Community Engagement Noelle Amaya, and Jerry Eichten, McMinnville Community Media and Dora Totoian, News-Register.

1. CALL TO ORDER: Mayor Hill called the meeting to order at 6:03 p.m. and welcomed all in attendance.

2. GOAL SETTING KICK OFF MEETING WITH WENDY STASSENS:

City Manager Towery introduced Wendy Stassens, consultant.

Ms. Stassens gave a presentation on the 2021 Goal Setting, Implementing McMinnville Strategy. She discussed the outcomes they were trying to achieve, putting an operating system in place, vision component, data component, traction, goal setting plan of four work sessions, kickoff work session and homework, turning the thought work into data, goal setting preparation exercise, and deadline for completed spreadsheets.

There was discussion regarding the homework, goal setting exercise, and timeline.

3. ADJOURNMENT: Mayor Hill adjourned the meeting at 7:02 pm.

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Claudia Cisneros, City Recorder

CITY OF McMinnville  
MINUTES OF CITY COUNCIL REGULAR SESSION  
Held via Zoom Video Conference and at the Kent L. Taylor Civic Hall on Gormley Plaza  
McMinnville, Oregon

Tuesday, January 12, 2021 at 7:00 p.m.

Presiding: Scott Hill, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Excused Absence</u>
	Remy Drabkin, Council President	
	Adam Garvin	
	Zack Geary	
	Kellie Menke	
	Sal Peralta	
	Chris Chenoweth	

Also present were City Manager Jeff Towery, City Attorney Amanda Guile-Hinman, Police Chief Matt Scales, City Recorder Claudia Cisneros, Information Services Specialist Megan Simmons, Finance Director Jennifer Cuellar, Planning Director Heather Richards, Parks and Recreation Director Susan Muir, Human Resources Manager Kylie Bayer, Library Director Jenny Berg, Community Development Director Mike Bisset, Information System Director Scott Burke, Public Affairs & Community Engagement Noelle Amaya, and Jerry Eichten, McMinnville Community Media and Dora Totoian, News-Register.

1. CALL TO ORDER: Mayor Hill called the meeting to order at 7:03 p.m. and welcomed all in attendance.

2. PLEDGE OF ALLEGIANCE

Mayor Hill led the Pledge of Allegiance.

3. PROCLAMATION & RECOGNITION OF COUNCILOR WENDY STASSENS

Mayor Hill read the proclamation declaring January 12, 2021 as Wendy Stassens Day. He presented a plaque to former Councilor Stassens in recognition of her service.

Former Councilor Stassens thanked everyone for the honor.

The Council and staff expressed their appreciation for her service.



4. OATH OF OFFICE

Municipal Judge Noble administered the Oath of Office to Mayor Hill and Councilors Chenoweth, Menke, and Garvin.

5. ELECTION OF COUNCIL PRESIDENT

Mayor Hill read from the City Charter the responsibilities of Council President. He thanked Councilor Menke for serving as the previous Council President.

Councilor Menke nominated Councilor Drabkin for Council President. The Council voted unanimously in favor.

6. PRESENTATIONS

6.a. City Branding Project

Human Resources Manager Bayer introduced Jen Wick and Nicole Sakai of Factory North who would be giving the presentation.

Ms. Sakai began the presentation by introducing the company.

Ms. Wick introduced herself and gave some previous work examples in other communities. She then discussed the purpose of a brand, project goals, benefits of a branded design system, bringing McMinnville values to the work, design and collateral deliverables, considerations and things they were thinking about, where they were at, and next steps.

There was discussion regarding how the project dovetailed with other work that had been done with Visit McMinnville, balancing strong identity of departments and creating a cohesive brand, need for a timeless design, how the project would affect wayfinding, minimizing costs in implementation, improving digital presence, Visit McMinnville's and City's contribution, timeline of the project, how the project aligned with the Strategic Plan, accessibility, efficiency, life expectancy of a brand, tying into the core services discussion, citizen involvement, implementing the new brand, logo reflecting the community, and partnerships.

7. PUBLIC HEARING

7.a. Public Hearing regarding vacating a portion of SE Chandler Avenue between SE Davis Street and the Southern Pacific Railroad (RV 1-20)

Mayor Hill opened the public hearing and asked if any Councilor had a potential conflict of interest or needed to recuse themselves from the hearing.

Councilor Geary had been contacted by the party for potential future uses of the site. He recused himself from the hearing.

Community Development Director Bisset presented the staff report. The City had received a vacation application, including the required signatures from affected neighbors. They had received one comment from McMinnville Water & Light noting an easement that needed to be retained. Staff recommended approval.

There was no public testimony.

Mayor Hill closed the public hearing.

8. INVITATION TO CITIZENS FOR PUBLIC COMMENT

Mark Davis, McMinnville resident, addressed a budget error in the franchise fee calculations discussed at the last work session. It was suggested that it only became obvious recently. However, he noted in the June 13, 2017 minutes that he had commented about the franchise fee discrepancy. He made a similar statement to McMinnville Water & Light, but nothing was done. He thought it showed an incompetence in the auditors. He thought the money should be used for affordable housing.

Tynan Pierce, McMinnville resident, thought the Council should officially condemn the attacks on the Capitol and white supremacy.

9. ADVICE/ INFORMATION ITEMS

9.a. Reports from Councilors on Committee & Board Assignments

Councilor Menke reported on an upcoming meeting on communal living.

Councilor Garvin discussed the Airport Commission meeting and new appointments.

Councilor President Drabkin reported on the Affordable Housing Task Force and Yamhill County Regional Leadership meetings. She then discussed potential funds for affordable housing as well as formation of the DEI Committee. She discussed County data on Covid vaccine distributions.

Councilor Geary reported on the Landscape Review Committee, McMinnville Community Media, Mac Pac, Climate Friendly and Equitable Communities Rules Advisory Committee, and McMinnville Active Transportation Concept Plan meetings.

Councilor Peralta reported on the Council of Governments.

Mayor Hill reported on the Mid-Willamette Valley Transportation Advisory Committee meeting.

9.b. Department Head Reports

Community Development Director Bisset discussed flooding and flows in the Wastewater Treatment Plant.

Human Resources Manager Bayer discussed the evaluation of the City Manager, DEI Committee, and Covid-19.

Planning Director Richards discussed the prescription pick up program and food box deliveries. The UGB work was sent to the County Commission who passed it unanimously. It was then sent to the State and they had received one objection.

Finance Director Cuellar reported on the Audit Committee work and budget kick off meeting with staff.

Police Chief Scales discussed DEI training, new police officer, and providing Christmas gifts to families in need.

Fire Chief Leipfert discussed the Toy and Joy program, Christmas lights, and feasibility study presentations.

City Manager Towery would be helping with interviews for the City Manager of Carlton. City offices would be closed for MLK Jr. Day.

10. CONSENT AGENDA

- a. Consider request from AtTheWire LLC DBA: Lytle-Barnett for a Winery 2nd Location OLCC Liquor License located at 1206 NE 11th Way.

*Council President Garvin MOVED to adopt the consent agenda as presented; SECONDED by Councilor Peralta. Motion PASSED unanimously.*

11. RESOLUTION

- 11.a. Consider **Resolution 2021-01**: A Resolution appointing members to the Airport Commission.

Community Development Director Bisset said there were two open seats on the Airport Commission. Interviews were held and he recommended the appointment of Grayson Barrows and Richard Martinez for terms to end in 2024.

*Councilor Garvin MOVED to adopt Resolution 2021-01; SECONDED by Councilor Geary. Motion PASSED unanimously.*

12. ORDINANCE

- 12.a. Consider first reading with possible second reading of **Ordinance No. 5099**: An Ordinance Vacating a Portion of SE Chandler Avenue Between SE Davis Street and the Southern Pacific Railroad (RV 1-20).

Councilor Geary recused himself from the decision.

No Councilor present requested that the ordinance be read in full.

City Attorney Guile-Hinman read by title only Ordinance No. 5099, vacating a portion of SE Chandler Avenue between SE Davis Street and the Southern Pacific Railroad (RV 1-20).

Community Development Director Bisset said staff recommended approval of the ordinance as presented.

Councilor Chenoweth asked about giving away the land without anything in return.

Community Development Director Bisset explained the process for vacating public right-of-way, and how the property went back to the adjacent property owners where the land came from originally. The County surveyor would determine how the land would be distributed. The zoning would not be changed.

*Councilor Peralta MOVED to pass Ordinance 5099 to a second reading; SECONDED by Councilor Menke. Motion PASSED unanimously 5-0-1 with Councilor Geary recused.*

City Attorney Guile-Hinman read by title only for a second time Ordinance 5099.

*Councilor Chenoweth MOVED to approve Ordinance No. 5099, vacating a portion of SE Chandler Avenue between SE Davis Street and the Southern Pacific Railroad (RV 1-20); SECONDED by Councilor Garvin. PASSED unanimously 5-0-1 by roll-call vote with Councilor Geary recused.*

13. ADJOURNMENT: Mayor Hill adjourned the Regular City Council Meeting at 9:30 p.m.

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Claudia Cisneros, City Recorder

CITY OF McMinnville  
MINUTES OF CITY COUNCIL WORK SESSION  
Held via Zoom Video Conference and at the Kent L. Taylor Civic Hall on Gormley Plaza  
McMinnville, Oregon

Tuesday, January 20, 2021 at 6:00 p.m.

Presiding: Scott Hill, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Excused Absence</u>
	Remy Drabkin, Council President	
	Adam Garvin	
	Zack Geary	
	Kellie Menke	
	Sal Peralta	
	Chris Chenoweth	

Also present were City Manager Jeff Towery, City Attorney Amanda Guile-Hinman, Police Chief Matt Scales, City Recorder Claudia Cisneros, Fire Chief Rich Leipfert, Finance Director Jennifer Cuellar, Planning Director Heather Richards, Parks and Recreation Director Susan Muir, Human Resources Manager Kylie Bayer, Community Development Director Mike Bisset, Information System Director Scott Burke, and Jerry Eichten, McMinnville Community Media.

1. CALL TO ORDER: Mayor Hill called the meeting to order at 6:03 p.m. and welcomed all in attendance.

2. GOAL SETTING WITH WENDY STASSENS:

Wendy Stassens, consultant, introduced the updated goal setting plan.

The Council shared takeaways from the homework including the challenges, refining the Strategic Plan action items to measurable actions, and need for feedback from staff and stakeholders.

City Manager Towery provided context for the goal setting and work in progress from staff's perspective. He discussed the top priority items staff had been working on and gave examples of how staff anticipated things in the plan originally and handled things that had come up since then.

Ms. Stassens discussed the importance of creating alignment with a shared vision and identifying gaps.

Mayor Hill led the Council in an exercise to clarify their shared vision of what a city that embodied the mission, vision, and values of the Strategic Plan would look like, feel like, and function like.

The Council shared the vision of their desired future for McMinnville.

Ms. Stassens led the Council in a gap analysis exercise to describe the gaps between the current state and the desired state of the City.

The Council shared what they thought were the biggest gaps including effective communication, training, housing, livability, core services and capacity of staff, growing partnerships, financial resources and contingency, safety, business development, planning and building, actionable items for goals, working together, timeliness of the permit process, maintaining affordable housing inventory, aligning the Strategic Plan to the budget, too many public buildings downtown, consolidating City/County services to one building and using the other buildings for affordable housing, Fire District, plan for transportation, recreation, infrastructure for growth, internet needs, capacity, connectivity, and measurability of goals.

Parks and Recreation Director Muir explained the dot exercise to identify the most critical Strategic Plan objectives. The link would be sent to Council and it was due back by Monday.

There was discussion regarding next steps to narrow down the priorities and create the goals.

3. ADJOURNMENT: Mayor Hill adjourned the meeting at 8:45 p.m.

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Claudia Cisneros, City Recorder

CITY OF McMinnville  
MINUTES OF CITY COUNCIL REGULAR SESSION  
Held via Zoom Video Conference and at the Kent L. Taylor Civic Hall on Gormley Plaza  
McMinnville, Oregon

Tuesday, January 26, 2021 at 7:00 p.m.

Presiding: Scott Hill, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Excused Absence</u>
	Remy Drabkin, Council President	
	Adam Garvin	
	Zack Geary	
	Kellie Menke	
	Sal Peralta	
	Chris Chenoweth	

Also present were City Manager Jeff Towery, City Attorney Amanda Guile-Hinman, Police Chief Matt Scales, City Recorder Claudia Cisneros, Finance Director Jennifer Cuellar, Planning Director Heather Richards, Parks and Recreation Director Susan Muir, Human Resources Manager Kylie Bayer, Library Director Jenny Berg, Community Development Director Mike Bisset, Information System Director Scott Burke, Fire Chief Rich Leipfert, Fire Operations Chief Amy Hanifan, and Jerry Eichten, McMinnville Community Media and Dora Totoian, News-Register.

1. CALL TO ORDER: Mayor Hill called the meeting to order at 7:00 p.m. and welcomed all in attendance.

2. INVITATION TO CITIZENS FOR PUBLIC COMMENT

No community comments.

3. PRESENTATIONS

3.a. ESCI Fire Department Consolidation Implementation/Strategic Planning Session

Fire Chief Leipfert introduced Sheldon Gilbert, consultant.

Mr. Gilbert gave a presentation on the fire district and departments consolidation feasibility study. He discussed the process, study purpose, and recommendation for four phases. He led the Council in an exercise to

identify the strengths, weaknesses, opportunities, and threats. Strengths included: good relationships, good economies of scale and synergy of working together, working solution for barriers with staffing and support of fire teams with growth challenges, opportunity for seamless fire and EMS response services, increase of morale amongst troops and fresh approach and start to fire protection, opportunity to reset the tax base and tax rate, opportunity for operational unity and training and SOPs, and single purpose governing body. Weaknesses included: will take more time to meet the City's staffing issues, transition could inhibit ability to address funding priorities with law enforcement issues and fiscally isolating law enforcement services, losing intimacy with constituents, loss of local control and identity, and minimum vs. maximum tax rate potential. Opportunities included: relate services for fire protection to certain tax base, resources coming from different directions reducing response times x 2 ERF, more energy towards volunteer recruitment, opportunity to address retention needs, and more opportunity for different locations, certifications, and levels of service with more opportunities for promotions. Challenges/threats included: could torpedo public support of existing and future tax rates, loss of control could equate to loss of charter by assigning authority to the fire district, able to maintain current service levels, alignment with staff support, "eleventh hour" fatal flaw or grenade, timing and pace moving forward for broader support and maintaining good communication, too many jurisdictions could be cumbersome, and challenge to sell a regional concept to the public. He then discussed the implementation process.

Mayor Hill said staff had asked for a Councilor to participate in the stakeholder meetings.

*Council President Drabkin MOVED to APPOINT Councilor Garvin to the Stakeholder Focus Committee; SECONDED by Councilor Menke. Motion PASSED unanimously.*

#### 4. NEW BUSINESS

##### 4.a. Discussion of Letter to Governor Brown in Support of McMinnville's Small Businesses

Mayor Hill said the City received a letter from the Chamber to the Governor asking to reopen fitness centers and restaurants, and he asked if the City should also sign the letter.

There was discussion regarding how this was not in the City's jurisdiction, lack of information, response from staff on what the City had done to support businesses during Covid, other programs that had helped businesses, timing of the letter, problem solving collaboratively instead,



and approaching the Governor as the City with a program that was right sized for McMinnville.

There was no support for the City to sign the letter.

4.b. Discussion of City Council Joint Statement Regarding January 6, 2021 Capitol's Violence

Mayor Hill asked the Council to consider a joint statement regarding the actions that occurred on January 6.

There was discussion regarding not making this about racism, how the Council needed to be non-partisan, and denouncing violence and racism.

*Councilor Geary MOVED to ADOPT the Mayor's letter on behalf of the City; SECONDED by Councilor Peralta. Motion PASSED 4-3 with Mayor Hill breaking the tie.*

5. ADVICE/ INFORMATION ITEMS

5.a. Reports from Councilors on Committee & Board Assignments

Councilor Peralta said the annual Council of Governments meeting would be in February.

Councilor President Drabkin said the Affordable Housing Task Force would meet tomorrow. She and Councilor Menke met with staff, local non-profits, federal delegation, and Mayor Hill regarding future federal dollars for maintaining affordable housing inventory stock. For more information about the Covid vaccine, people could contact the County. Fitness centers were allowed to reopen as of today.

Councilor Geary said the Landscape Review Committee would meet tomorrow, Mac Pac would meet in February, and there would be a service club speaking tour in February. The pool subcommittee had formed and toured Newberg's facility. The Climate Friendly and Equitable Communities Rules Advisory Committee met yesterday and the McMinnville Active Transportation Concept Plan group was looking at the 99W couplet concept.

Councilor Garvin said the Airport Commission would meet tomorrow. He looked forward to serving on the Fire District committee.

Councilor Menke reported on Visit McMinnville's discussion on the Visitor Center, possible Beverly Cleary statue, and art mural for Rosemary

Court. She gave statistics on YCAP's grant revenue and personnel as well as the motel program.

Mayor Hill reported on the Newberg-Dundee bypass maps. He met with the Oregon International Airshow to discuss details of the show in the summer.

5.b. Department Head Reports

City Attorney Amanda Guile-Hinman announced she had been appointed as the Co-Chair of the Oregon State Bar's Pro Bono Committee.

Planning Director Richards shared they were working on a code amendment for childcare facilities.

Library Director Berg discussed the Community Reads program.

Human Resources Manager Bayer discussed DEI Committee interviews and bilingual pay incentive policy.

Police Chief Scales reported on creating a police advisory committee, upcoming bills that could affect policing, and swearing in of a new police officer.

Fire Chief Leipfert discussed their interaction with Public Health during Covid.

City Manager Towery reported on the meeting with the Airshow and how it would be a drive-in event.

6. RESOLUTIONS

- 6.a. Consider **Resolution 2021-04**: A Resolution authorizing the approval of Cooperative Improvement Agreement No. 34513 and Intergovernmental Agreement No. 34613 with the Oregon Department of Transportation, related to the Three Mile Lane Bridge replacement project.

Community Development Director Bisset said the agreements were in conjunction with ODOT's plans for the Three Mile Lane Bridge project. As part of the project, the City would construct a sanitary sewer forced main and McMinnville Water & Light would construct water, power, and communication lines.

There was discussion regarding timing of construction and impacts to downtown businesses and safety.

Valerie from ODOT thought there would be minimal impacts. They would have a much better sense after they received a construction timeline from the contractor and they would include the City in the coordination.

*Councilor Geary MOVED to adopt Resolution 2021-04; SECONDED by Councilor Peralta. Motion PASSED unanimously.*

- 6.b. Consider **Resolution No. 2021-02**: A Resolution approving the award of a Personal Services Contract to Jacobs Engineering Group Inc. for an Infrastructure-Based Time Extension Request (IBTER) Analysis as required by HB 2001 and OAR 660-046-0300.

Planning Director Richards explained the analysis to be done of the City's infrastructure and how it would be impacted by HB 2001. They received a state grant that would help fund the work. It needed to be completed by June 2021.

*Councilor Peralta MOVED to adopt Resolution 2021-02; SECONDED by Councilor Garvin. Motion PASSED unanimously.*

- 6.c. Consider **Resolution No. 2021-05**: A Resolution authorizing the approval of a cooperative fund exchange agreement between the City of McMinnville and Oregon Department of Transportation (ODOT) known as Fund Exchange Program (FEX) Agreement No. 34653.

Community Development Director Bisset said the City executed a loan agreement in 2013 for the first phase of the bypass project and had been making annual payments. They were able to use federal funds in exchange for state funds to cover the expense.

*Councilor Menke MOVED to adopt Resolution 2021-05; SECONDED by Councilor Peralta. Motion PASSED unanimously.*

7. ADJOURNMENT: Mayor Hill adjourned the Regular City Council Meeting at 9:44 p.m.

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Claudia Cisneros, City Recorder

CITY OF McMinnville  
MINUTES OF CITY COUNCIL WORK SESSION  
Held via Zoom Video Conference and at the Kent L. Taylor Civic Hall on Gormley Plaza  
McMinnville, Oregon

Tuesday, February 13, 2024 at 6:00 p.m.

Presiding: Adam Garvin, Council President

Recording Secretary: Daniel Ruiz

Councilors:	<u>Present</u>	<u>Absent</u>
	Kellie Menke	Remy Drabkin, Mayor
	Zack Geary	Sal Peralta
	Chris Chenoweth	
	Jessica Payne	

Also present were City Manager Jeff Towery, City Attorney David Ligtenberg, City Recorder Claudia Cisneros, Deputy City Recorder/Executive Assistant Daniel Ruiz, Finance Director Jennifer Cuellar, and members of the News Media – Kyle Dauterman, McMinnville Community Media and Scott Unger, *News-Register (via Zoom)*.

1. CALL TO ORDER: Council President Garvin called the meeting to order at 6:00 p.m. and welcomed all in attendance.
2. CAMPAIGN FINANCE ORDINANCE DISCUSSION:

City Attorney David Ligtenberg shared a PowerPoint, there was discussion about redundancy with state election laws and the timing of the ordinance with election season.

Finance Director Jennifer Cuellar discussed time/staff needs to field & investigate complaints. The council discussed the need for this ordinance with the size of the City and discussed whether or not the ordinance would discourage community members from running for office. Discussed Oregon Elections System for Tracking & Reporting (ORESTAR) and providing more information about ORESTAR for the public on the City website.

There was a consensus from the Council requesting staff to bring back the Ordinance for repeal.

3. ADJOURNMENT: Council President Garvin adjourned the meeting at 6:34 p.m.

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Daniel Ruiz, Deputy City Recorder

CITY OF McMinnville  
MINUTES OF CITY COUNCIL MEETING  
Held via Zoom Video Conference and at the Kent L. Taylor Civic Hall on Gormley Plaza  
McMinnville, Oregon

Tuesday, February 13, 2024 at 7:00 p.m.

Presiding: Adam Garvin, Council President

Recording Secretary: Daniel Ruiz

Councilors:	<u>Present</u>	<u>Absent</u>
	Kellie Menke	Remy Drabkin, Mayor
	Zack Geary	Sal Peralta
	Chris Chenoweth	
	Jessica Payne	

Also present were City Manager Jeff Towery, City Attorney David Ligtenberg, City Recorder Claudia Cisneros, Deputy City Recorder/Executive Assistant Daniel Ruiz, Finance Director Jennifer Cuellar, and Community Development Director Heather Richards, and members of the News Media – Kyle Dauterman, McMinnville Community Media and Scott Unger, *News-Register* (via Zoom).

1. CALL TO ORDER: Council President Garvin called the meeting to order at 7:00 p.m. and welcomed all in attendance.
2. PLEDGE OF ALLEGIANCE  
  
Councilor Chenoweth led the pledge of allegiance.
3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT:  
Council President Garvin invited the public to comment.  
  
Scott Thorkinson discussed electric vehicle charging stations and requested Council to look into getting grant money to bring them to the city and with higher voltage.
4. PUBLIC HEARING
- 4.a. Public Hearing to consider Resolution No. 2024-06: A Resolution to submit an application for a McMinnville 2024 Housing Rehabilitation Community Development Block Grant (CDBG) to the Oregon Business Development Department (OBDD), and appointing Community Development Director, Heather Richards, as both the project and environmental review certifying officer.

Council President opened the public hearing and read the hearing statement. He asked if any Councilor wished to make a disclosure or abstain from participating or voting on this hearing. There was none.

Community Development Director Heather Richards introduced Mark Irving from Yamhill County Affordable Housing Association (YCAHC). Ms. Richards reminded Council this was heard back in November 2023 to express interest in applying for this grant for \$500,000 for the McMinnville House Rehabilitation Program. This program has been done twice in McMinnville in 2014 and 2019. Discussed the partnership with YCAHC the history of the program, who they work with, and how the program works. Ms. Richards stated the council's consideration is to apply for the \$500,000 grant and to appoint herself as the project and environmental review certifying officer. This program typically lasts two years and Ms. Richards works with the partners to review the grant applications as they come in as well as the disbursement of the grant funds. Ms. Richards stated this public hearing is required and has noticed the hearing in the local newspaper in English and Spanish.

Ms. Richards stated in November of 2023 when there was a total of 123 families on the waitlist. Mr. Irving stated that has increased from 180 Countywide to 230 Countywide and 180 solely for McMinnville.

Councilor Payne asked about the goal of the funds, the prioritization of the needs, and where the funds come from. Ms. Richards & Mr. Irvine clarified with \$500,000 in funds they typically only provide 30 – 40 homes and Ms. Richards clarified where the funds come from. Mr. Irvin mentioned the YCAHC determines the needs of the families for these grants and find other ways to help them by offering them four or five different opportunities through different loans and grants if they don't get selected for this grant.

Councilor Garvin asked if the grant would be focused on certain types of homes or certain needs. Mr. Irvine stated the type and needs are based on certain criteria and Ms. Richards clarified this is open to all housing types not just manufactured and focuses on income levels and needs. There was discussion on staffing/time needs.

Public Testimony:

Mark Davis McMinnville community member, expressed his support for the program. Shared his experience with this program when he worked for the Housing Authority and requested the Council to support this program.

Council President closed the public hearing at 7:23 pm.

5. ADVICE/ INFORMATION ITEMS

5.a. Reports from Councilors on Committee & Board Assignments

Councilor Chenoweth stated Historic Landmark Committee met and voted on the chair and vice chair and had attended a great training regarding Public Hearing processes.

Councilor Geary said DEIAC discussed the Fox Ridge Road master plan and assessment tool. Affordable Housing Committee (AHC) selected chair and vice chair moved forward the density bonus and small lot allowance work. Stormwater utility public advisory committee met and discussed policy discussion regarding generating stormwater rates and the process if the rate is approved and gave the timeline for this work. MURAC committee met discussed 3<sup>rd</sup> Street improvement project.

Councilor Menke stated AHC Menke was reelected as Vice Chair and Councilor Geary was elected as Co-Chair. Parkway Committee will meet on Thursday.

Councilor Payne stated Landscape Review met and discussed two different parking lot plans both approved with conditions.

Council President Garvin said YCOM heard a lengthy report and didn't have time to get into the budget but established a meeting schedule for the rest of the year. Fire District has done most of the transitional work with the city. Had airport commission vacancy interviews and the recommendation will be at the next Council meeting. Visit McMinnville will have their annual board retreat towards the end of the month.

5.b.

#### Department Head Reports

City Manager Jeff Towery had nothing to report.

City Manager David Lichtenberg reminded the council of the long work session next week.

Community Development Director Heather Richards reported the State House Committee on Homelessness and Housing passed the city's House Bill 4134 "Housing Oregon's Workforce". Also mentioned MURAC and Council work session on February 27 discussing the 3<sup>rd</sup> Street Project. There is a vacancy for the planning commission.

Finance Director Jennifer Cuellar-Smith let the council know on Wednesday, Thursday, and Friday will be first-round budget meetings with all departments.

City Recorder Claudia: Introduced new Deputy City Recorder Daniel Ruiz

- i. Cable Franchise Renewal Update (staff report and memo in packet)
- ii.

Ms. Cuellar referred the Council to the packet outlining the timeline, the recommendation from Comcast, and information regarding trend lines for the Franchise fees and revenue.

Nancy Werner Special Legal Counsel stated have been in negotiations with Comcast for over a year. Currently in the informal process as set by the federal law. Spoke about the policy issues first being the Public, Educational, Governmental (PEG) capital fee, next issue is the extension of the cable system, and lastly is the service to public buildings

Councilor Chenoweth, Payne, and Council President Garvin expressed their support for McMinnville Community Media (MCM) Nancy Werner answered questions regarding the timeline.

6. CONSENT AGENDA

- a. Consider the request from Gerald's LLC for Full on-premises commercial, OLCC Liquor License located at 1135 SW Baker Street.
- b. Consider the request from Mikey's Pizza Inc. dba: Joysticks Arcade & Eatery for Full on-premises commercial, OLCC Liquor License located at 211 NE 3rd Street.
- c. Consider the request from Stoney Wines for Winery 2nd Location, OLCC Liquor License located at 475 NE 17th Street.
- d. Consider the request from Celestial Hill Vineyard LLC dba: Celestial Hill for Winery 3rd Location, OLCC Liquor License located at 525 NE 3rd Street.

*Councilor Geary MOVED to adopt the consent agenda as presented; SECONDED by Councilor Menke. Motion PASSED unanimously.*

7. NEW BUSINESS

- 7.a. Motion to Authorize City Manager to execute the Intergovernmental Agreement between the City of McMinnville and Yamhill County for Expanded Community Outreach Services.

Mr. Towery presented the staff report stating the City has been working with McMinnville Industrial Promotions (MIP) to get a letter of agreement and then the City will enter into an Intergovernmental Agreement (IGA) with the County for the services. The IGAs scope of work was left flexible to be able to evolve the services as time goes on.

Jason Henness Behavioral Health Director from Yamhill County, spoke about the work they have been doing and this would help do proactive work.



Councilor Chenoweth asked about recoup of cost if IGA is terminated and would like to see termination language added to the agreement t.

Councilor Payne expressed concerns regarding items number 6 and 7 in the IGA. Mr. Henness provided the background and skill set of the team.

Councilor Chenoweth, Geary, Menke, and Council President Garvin expressed their appreciation to the City and County for this work.

*Councilor Menke MOVED to approve the Motion to Authorize City Manager to execute the Intergovernmental Agreement between the City of McMinnville and Yamhill County for Expanded Community Outreach Services SECONDED by Councilor Geary. Motion PASSED 5-0.*

8. RESOLUTIONS

- 8.a. Consider **Resolution No. 2024-08**: A Resolution appointing Debbie Harmon Ferry and Meredith Maxfield as representatives of the City of McMinnville Budget Committee.

Ms. Cuellar said the Budget Committee had two vacancies with six applications and the recommendation was to reappoint Ms. Harmon Ferry and Ms. Maxfield this would be their second term ..

*Councilor Geary MOVED to approve Resolution No. 2024-08, appointing Debbie Harmon Ferry and Meredith Maxfield as representatives of the City of McMinnville Budget Committee as amended; SECONDED by Councilor Payne. Motion PASSED 5-0.*

- 8.b. Consider **Resolution No. 2024-06**: A Resolution to submit an application for a McMinnville 2024 Housing Rehabilitation Community Development Block Grant (CDBG) to the Oregon Business Development Department (OBDD), and appointing Community Development Director, Heather Richards, as both the project and environmental review certifying officer.

Ms. Richards had nothing further to add.

*Councilor Payne MOVED to approve Resolution No. 2024-06, to submit an application for a McMinnville 2024 Housing Rehabilitation Community Development Block Grant (CDBG) to the Oregon Business Development Department (OBDD), and appointing Community Development Director, Heather Richards, as both the project and environmental review certifying officer; as amended SECONDED by Councilor Chenoweth. Motion PASSED 5-0.*

9. ADJOURNMENT: Council President Garvin adjourned the meeting at 8:29 p.m.

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Daniel Ruiz, Deputy City Recorder

Final Action:

Approved ☐ Disapproved ☐

## Liquor License Recommendation

BUSINESS NAME / INDIVIDUAL: Hawaii Five-0-Three Cafe

BUSINESS LOCATION ADDRESS: 619 NE 3<sup>rd</sup> Street

LIQUOR LICENSE TYPE: Commercial

Is the business at this location currently licensed by OLCC

Yes



No



If yes, what is the name of the existing business:

Hours of operation: N/A

Entertainment: N/A

Hours of Music: N/A

Seating Count: N/A

EXEMPTIONS:

(list any exemptions)

Tritech Records Management System Check: Yes ☒ No ☐

Criminal Records Check: Yes ☐ No ☒

Recommended Action: Approve ☒ Disapprove ☐



Chief of Police / Designee

City Manager / Designee



## OREGON LIQUOR & CANNABIS COMMISSION LIQUOR LICENSE APPLICATION

### Instructions

1. **Complete and sign** this application.
2. Prior to submitting this application to the OLCC, send the completed application to **the local government for the premises address** to obtain a recommendation.
  - If the premises street address is within a city's limits, the local government is the city.
  - If the premises street address is not within a city's limits, the local government is the county.
3. You can submit the application to the OLCC if:
  1. You have WRITTEN documentation showing the date the local government received the application or;
  2. The local government has provided you their recommendation.

**ALL forms and documents must be a PDF attachment**

4. **Email the PDF application that contains the local government recommendation or proof of submission to:** [OLCC.LiquorLicenseApplication@oregon.gov](mailto:OLCC.LiquorLicenseApplication@oregon.gov).
5. **Do not** include any license fees with your application packet (fees will be collected at a later time).  
*When it's time to pay the license fee you must pay the full yearly fee for the current license year (the license fee will not be prorated). If you pay in the last quarter of your license year you must also pay the yearly fee for the next license year.*

**License Request Options** - Please see the general definitions of the license request options below:

- **New Outlet:** The licensing of a business that does not currently hold an active liquor license.
- **Change of Ownership:** The request to completely change the licensee of record at a licensed business.
- **Greater Privilege:** The request to change from an Off-Premises to a Limited or Full On-Premises Sales license **OR** from a Limited to Full On-Premises Sales license.
- **Additional Privilege:** The licensee currently holds an active liquor license at the premises and that same licensee would like to request to add an **additional** different liquor license type at that same premises location.

### Additional Information

**Applicant Identification:** Please review [OAR 845-006-0301](#) for the definitions of "applicant" and "licensee" and [OAR 845-005-0311](#) to confirm that all individuals or entities with an ownership interest (other than a waivable ownership interest, per OAR 845-005-0311[6]) in the business have been identified as license applicants on this document. If you have a question about whether an individual or entity needs to be listed as an applicant for the license, discuss this with the OLCC staff person assigned to your application.

**Premises Address:** This is the physical location of the business and where the liquor license will be posted.

**Applicant Signature(s):** Each individual listed in the applicant information box on page 2 (entity or individuals applying for the license) must sign the application.

If an applicant listed in the applicant information box on page 2 is an entity (such as a corporation or limited liability company), at least one member or officer of the entity must sign the application.

**Applicant/Licensee Representative(s):** In order to make changes to a license or application or to receive information about a license or application by someone other than the applicant/licensee you must:

- Complete the [Authorized Representative Form](#) designating a person/entity to act on your behalf and submit with the application.

For help with this application or any related documents or processes, email [olcc.alcohollicensing@oregon.gov](mailto:olcc.alcohollicensing@oregon.gov).



# LIQUOR LICENSE APPLICATION

Page 1 of 4

Check the appropriate license request option:

☐ [New Outlet](#) | ☐ [Change of Ownership](#) | ☐ [Greater Privilege](#) | ☐ [Additional Privilege](#)

Select the license type you are applying for.

More information about all license types is available [online](#).

## Full On-Premises

- ☒ Commercial
- ☐ Caterer
- ☐ Public Passenger Carrier
- ☐ Other Public Location
- ☐ For Profit Private Club
- ☐ Nonprofit Private Club

## Winery

- ☐ Primary location
- Additional locations: ☐ 2nd ☐ 3rd ☐ 4th ☐ 5th

## Brewery

- ☐ Primary location
- Additional locations: ☐ 2nd ☐ 3rd

## Brewery-Public House

- ☐ Primary location
- Additional locations: ☐ 2nd ☐ 3rd

## Grower Sales Privilege

- ☐ Primary location
- Additional locations: ☐ 2nd ☐ 3rd

## Distillery

- ☐ Primary location
- Additional tasting locations: (Use the DISTT form [HERE](#))

## ☐ Limited On-Premises

## ☐ Off Premises

## ☐ Warehouse

## ☐ Wholesale Malt Beverage and Wine

## LOCAL GOVERNMENT USE ONLY

### LOCAL GOVERNMENT

After providing your recommendation, return this form to the applicant **WITH** the recommendation marked below

Name of City OR County (not both)

Please make sure the name of the Local Government is printed legibly or stamped below

Date application received: 2/16/24

Optional: Date Stamp Received Below

- ☐ Recommend this license be granted
- ☐ Recommend this license be denied
- ☐ No Recommendation/Neutral

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature

Hawaii Five-0-Three Cafe

Trade Name

## STAFF REPORT

**DATE:** February 27, 2024  
**TO:** McMinnville City Council  
**FROM:** Nic Miles, Code Compliance Officer  
**SUBJECT:** Resolution No. 2024-07, Unpaid Citations and Abatement Costs

### STRATEGIC PRIORITY & GOAL:



### COMMUNITY SAFETY & RESILIENCY

Proactively plan for & responsively maintain a safe & resilient community.

**OBJECTIVE/S:** Build a community culture of safety (consider safety best practices)

---

### Report in Brief:

This is the consideration of Resolution No. 2024-07, approving liens on properties that have not paid civil penalty citations for violations of Section 8.10 of the McMinnville Municipal Code. These liens represent the few property nuisances that were not able to be resolved voluntarily.

### Background:

In October 2019, City Council voted to approve amendments to Title 2 and Title 8 of the McMinnville Municipal Code. Those updates provided code compliance staff with more efficient tools for addressing property maintenance and health and safety concerns in an expeditious time frame. Since that time, code compliance staff has continued to resolve most complaints through voluntary compliance. For those property owners who do not voluntarily comply, the City may issue civil penalty citations. Per Sections 2.50.310(E)(6) & 2.50.250(F)(2) of the McMinnville Municipal Code, if the property owner refuses to pay the civil penalty citation within 30 days of issuance, the City has the right to lien the property for the amount owed per the McMinnville Municipal Code after City Council approval. Resolution No. 2024-07 represents unpaid civil penalty citations for four properties that have gone unpaid for more than 30 days.

### Discussion:

Unpaid Civil Penalty Citations:

*1200 NW St. Andrews Pt.*

*Animals and Animal Excrement; Noise: \$500.00*

- Code compliance staff received complaints that a dog that belongs to this property was barking in excess of 10 minutes per hour and roaming freely in the surrounding area. Staff issued a \$500 civil penalty citation for failing to voluntarily comply with code requirements.

3248 NE Newby St.

Noise: \$500.00

- Code compliance staff received complaints from neighbors that dogs at this property were barking in excess of 10 minutes per hour. Staff issued two separate \$250 civil penalty citations for continuing to violate code requirements related to barking dogs.

648 NW Arthur St.

Debris, Junk and Garbage; Discarded Motor Vehicles: \$500.00

- Code compliance staff received complaints from neighbors that a tenant at this property was storing multiple vehicles, vehicle parts and other junk and debris in the driveway and surrounding yard area. Staff issued a \$500 civil penalty citation for failing to voluntarily comply with code requirements.

813 NE Hembree St.

Accessory Structures; Discarded Motor Vehicles; Sidewalk Obstruction: \$750.00

- Code compliance staff received complaints from a neighbor that there were several inoperable vehicles parked in the driveway of this property, many also being either dismantled or having expired registration. Additional violations involved non-compliant uses of accessory structures. Staff issued a \$750 civil penalty citation for failing to voluntarily comply with code requirements.

#### **Attachments:**

Resolution No. 2024-07

#### **Fiscal Impact:**

Placing these unpaid civil penalty citations as liens against the properties will result in eventual full cost recovery, including administrative time and resources.

#### **Recommendation:**

Staff recommends that these unpaid civil penalty citations be placed on the lien docket.

***“I move to approve Resolution No. 2024-07”***

## RESOLUTION NO. 2024-07

A Resolution approving code compliance liens on properties to recover unpaid civil penalty citations.

### RECITALS:

**Whereas**, On August 13, 2019, the McMinnville City Council adopted Ordinances No. 5078 and 5079, amending the McMinnville Municipal Code to restructure the code compliance program with an emphasis on efficiency, timeliness, voluntary compliance, and the ability to abate properties and issue civil penalties when voluntary compliance was not achieved; and

**Whereas**, Per Section 2.50.310(A) of the McMinnville Municipal Code, if it is found that a code violation exists and has not been corrected within ten (10) days of the date of the notice of code violation or the final order issued upon appeal of the notice, the city manager or designee may impose a civil penalty; and

**Whereas**, Per Section 2.50.310(E)(6) of the McMinnville Municipal Code, the amount of the civil penalty may become a lien on the property if not paid within thirty (30) days of invoicing; and

**Whereas**, Per Section 2.50.250(F)(2) of the McMinnville Municipal Code, assessment of delinquent correction action costs to be entered in the docket of city liens must be made by city council resolution.

### **NOW, THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF McMINNVILLE, OREGON, as follows:**

1. That the following properties have been assessed either corrective action costs or civil penalties that after due process and notification, the property owners have refused to pay within thirty (30) days and are now approved to be recorded as liens on the property:

Property Address	Violation Type	Amount of Lien
1200 NW St. Andrews Point	Civil Penalty Citation	\$500.00
3248 NE Newby Street	Civil Penalty Citation	\$500.00
648 SW Arthur Street	Civil Penalty Citation	\$500.00
813 NE Hembree Street	Civil Penalty Citation	\$750.00

2. That this resolution shall take effect immediately upon passage and shall continue in full force and effect until modified, revoked, or replaced.

Adopted by the Common Council of the City of McMinnville at a regular meeting held the 27th day of February, 2024 by the following votes:

Ayes: \_\_\_\_\_

Nays: \_\_\_\_\_

Approved this 27th day of \_\_\_\_\_ 2024.

\_\_\_\_\_  
City Council President

Approved as to form:

Attest:

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
City Recorder



## STAFF REPORT

**DATE:** February 27, 2024  
**TO:** McMinnville City Council  
**FROM:** Nic Miles, Code Compliance Officer  
**SUBJECT:** Resolution No. 2024-07, Unpaid Citations and Abatement Costs

### STRATEGIC PRIORITY & GOAL:



### COMMUNITY SAFETY & RESILIENCY

Proactively plan for & responsively maintain a safe & resilient community.

**OBJECTIVE/S:** Build a community culture of safety (consider safety best practices)

---

### Report in Brief:

This is the consideration of Resolution No. 2024-07, approving liens on properties that have not paid civil penalty citations for violations of Section 8.10 of the McMinnville Municipal Code. These liens represent the few property nuisances that were not able to be resolved voluntarily.

### Background:

In October 2019, City Council voted to approve amendments to Title 2 and Title 8 of the McMinnville Municipal Code. Those updates provided code compliance staff with more efficient tools for addressing property maintenance and health and safety concerns in an expeditious time frame. Since that time, code compliance staff has continued to resolve most complaints through voluntary compliance. For those property owners who do not voluntarily comply, the City may issue civil penalty citations. Per Section 2.50.250(E)(6) of the McMinnville Municipal Code, if the property owner refuses to pay the civil penalty citation within 30 days of issuance, the City has the right to lien the property for the amount owed per the McMinnville Municipal Code after City Council approval. Resolution No. 2024-07 represents unpaid civil penalty citations for four properties that have gone unpaid for more than 30 days.

### Discussion:

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*Animals and Animal Excrement; Noise: \$500.00*

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**Attachments:**

Resolution No. 2024-07

**Fiscal Impact:**

Placing these unpaid civil penalty citations as liens against the properties will result in eventual full cost recovery, including administrative time and resources.

**Recommendation:**

Staff recommends that these unpaid civil penalty citations be placed on the lien docket.

***“I move to approve Resolution No. 2024-07”***

## RESOLUTION NO. 2024-07

A Resolution approving code compliance liens on properties to recover unpaid civil penalty citations.

### RECITALS:

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**Whereas**, Per Section 2.50.310(A) of the McMinnville Municipal Code, if it is found that a code violation exists and has not been corrected within ten (10) days of the date of the notice of code violation or the final order issued upon appeal of the notice, the city manager or designee may impose a civil penalty; and

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813 NE Hembree Street	Civil Penalty Citation	\$750.00

2. That this resolution shall take effect immediately upon passage and shall continue in full force and effect until modified, revoked, or replaced.

Adopted by the Common Council of the City of McMinnville at a regular meeting held the 27th day of February, 2024 by the following votes:

Ayes: \_\_\_\_\_

Nays: \_\_\_\_\_

Approved this 27th day of \_\_\_\_\_ 2024.

\_\_\_\_\_  
MAYOR

Approved as to form:

Attest:

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
City Recorder

## STAFF REPORT

**DATE:** February 27, 2024  
**TO:** Jeff Towery, City Manager  
**FROM:** Jennifer Cuellar, Finance Director  
**SUBJECT:** FY2023-24 Budget Amendment Resolution for Fire District Transition

---



### CITY GOVERNMENT CAPACITY

Strengthen the City's ability to prioritize & deliver municipal services with discipline and focus.

**Report in Brief:** In May 2023 the voters approved the creation of the McMinnville Fire District (MFD), which meant fire services for McMinnville would no longer be provided by the City of McMinnville. The FY2023-24 budget includes estimates for six months of activities as a transition. At the time, we were unaware that revenues would continue to come to the City in the second half of the fiscal year. These dollars need to be sent to the MFD. An estimate of \$2,750,000 in intergovernmental and transport revenue received will offset the added budget authority of special payments, which is the budget category the city's payments to MFD will be coded to.

### **Discussion of Budget Amendment**

Oregon Revised Statute (ORS) 294.471(1)(a) allows a local government to prepare a budget amendment when circumstances arise that were unknown at the time the budget was prepared. At the time of creating the FY2023-24 budget, the City was not aware of the extended time frame required to allow the MFD to receive the ambulance transport revenues directly.

An estimated total of \$2,750,000 in additional MFD revenues associated with ambulance transport services are anticipated to be received by the City. An equivalent amount is budgeted as a special payment for disbursement to the MFD.

Because the added appropriation to the Fire District Transition Fund is greater than 10% of its appropriated budget, ORS 294.473 requires that a public hearing be held on the supplemental budget. Then a Council resolution may be used to formalize the budget amendment.

### **Fiscal Impact:**

This action has no impact on the City's financial status. While it does require some staff time to continue to provide this service to the MFD, this supplemental budget's expenditure is fully covered by the new revenue received.

The proposed budget amendment is as follows:

<b>Fire District Transition Fund:</b>	<b>Amended Budget as of Dec 2023</b>	<b>Budget Adjustment</b>	<b>Amended Budget</b>
<b>Resources:</b>			
<b>Resources:</b>			
Intergovernmental Funds	\$ 3,896,542	\$ 1,000,000	\$ 4,896,542
Charges for Services	1,274,000	\$ 1,750,000	\$ 3,024,000
All other resources unchanged	<u>259,333</u>	<u>0</u>	<u>259,333</u>
Total Resources	<u>5,429,875</u>	<u>2,750,000</u>	<u>8,179,875</u>
<b>Requirements:</b>			
Special Payments Out	\$ -	\$ 2,750,000	\$ 2,750,000
Program (unchanged)	<u>5,429,875</u>	<u>0</u>	<u>5,429,875</u>
	<u>\$ 5,429,875</u>	<u>2,750,000</u>	<u>\$ 8,179,875</u>

**Council Options:**

1. Adopt the FY2023-24 budget amendment thereby allowing budget appropriation room to meet the need of disbursing ambulance transport service revenue to the MFD.
2. Do not adopt the proposed FY2023-24 budget amendment. This would mean the City would incur a budget violation to turn these funds to the MFD.

**Documents:**

1. Resolution 2024-10 FY2023-24 Budget Amendment Fire District Transition

## RESOLUTION NO. 2024 - 10

A Resolution adopting a fiscal year 2023-24 supplemental budget for the Fire District Transition Fund.

### RECITALS:

**Whereas**, this resolution proposes to amend the FY2023-24 City of McMinnville budget due to an unknown circumstance as described in Oregon Revised Statute (ORS) 294.471(1)(a); and

**Whereas**, the unknown circumstance was the inability to adhere to the original plan of separating financial operations as of Dec 2023 between the City and the new McMinnville Fire District with the reality that transport payments and interagency payments from community care organizations and the State of Oregon are continuing to be paid to the City on behalf of the McMinnville Fire Department; and

**Whereas**, an estimate of \$2,750,000 of unanticipated revenue to the Fire District Transition fund for the balance of the current fiscal year requires the addition of \$2,750,000 in special payment out expense so that the City can reimburse the Fire District for these collected revenues; and

**Whereas**, the supplemental budget is more than 10% of the original appropriations and requires a public budget hearing as provided in ORS 294.473; and

**Whereas**, the hearing was noticed on February 21, 2024, and held on February 27, 2024, prior to consideration of this supplemental budget resolution; and

**NOW, THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF McMINNVILLE, OREGON, as follows:**

1. **Adopt the following Budget Amendment:** The Common Council of the City of McMinnville adopts the following Budget Amendment for 2023-2024 in the Fire District Transition Fund.
2. **Make Added Appropriations:** The new appropriations for fiscal year 2023-2024 are hereby adopted as detailed in Exhibit A.

Adopted by the Common Council of the City of McMinnville at a regular meeting held the 27th day of February 2024 by the following votes:

Ayes:\_\_\_\_\_

Nays:\_\_\_\_\_

Approved this 27th day of February 2024.

\_\_\_\_\_  
MAYOR

Approved as to form:

Attest:

\_\_\_\_\_  
CITY ATTORNEY

\_\_\_\_\_  
CITY RECORDER

## Exhibit A

<b>Fire District Transition Fund:</b>	<b>Amended Budget as of Dec 2023</b>	<b>Budget Adjustment</b>	<b>Amended Budget</b>
<b>Resources:</b>			
<b>Resources:</b>			
Intergovernmental Funds	\$ 3,896,542	\$ 1,000,000	\$ 4,896,542
Charges for Services	1,274,000	\$ 1,750,000	\$ 3,024,000
All other resources unchanged	<u>259,333</u>	<u>0</u>	<u>259,333</u>
Total Resources	<u>5,429,875</u>	<u>2,750,000</u>	<u>8,179,875</u>
<b>Requirements:</b>			
Special Payments Out	\$ -	\$ 2,750,000	\$ 2,750,000
Program (unchanged)	<u>5,429,875</u>	<u>0</u>	<u>5,429,875</u>
	<u>\$ 5,429,875</u>	<u>2,750,000</u>	<u>\$ 8,179,875</u>



## STAFF REPORT

**DATE:** February 27, 2024  
**TO:** Mayor and City Councilors  
**FROM:** Heather Richards, Community Development Director  
**SUBJECT:** Ordinance No. 5141 – Adopting a Housing Needs Analysis and Economic Opportunity Analysis as Addendums to the McMinnville Comprehensive Plan (Dockets G 1-20, and G 3-20)

### STRATEGIC PRIORITY & GOAL:

 <b>GROWTH &amp; DEVELOPMENT CHARACTER</b> Guide growth & development strategically, responsively & responsibly to enhance our unique character.	 <b>HOUSING OPPORTUNITIES</b> (ACROSS THE INCOME SPECTRUM) Create diverse housing opportunities that support great neighborhoods.
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**OBJECTIVE/S:** Strategically plan for short and long-term growth and development that will create enduring value for the community

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

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### Report in Brief:

This is the consideration of a second reading of Ordinance No. 5141 adopting the McMinnville Urbanization Report (November 23), and the 2023 Housing Needs Analysis (November 23) and Economic Opportunity Analysis (November 23) as addendums to the McMinnville Comprehensive Plan, Volume 1. (The McMinnville Comprehensive Plan has three volumes: 1) Data; 2) Goals and Policies; and 3) Implementing Zoning Ordinance, Chapter 17 of the McMinnville Municipal Code).

Ordinance No. 5141 adopts the documents and findings with the acreage associated with the “Retail Leakage” analysis and the acreage associated with “Other Needed Sites Calculated Separately from Average Employment Densities” retained in the land need for a total residential, employment and public land deficit of 422 acres.

At the November 28 City Council meeting, the City Council voted 4 – 2 on the first reading of the Ordinance.

**2021 – 2041, 47,498 Population.**  
**Land Deficiency Identified (gross buildable acres):**

<i>Ordinance</i>	<i>Housing Land Need</i>	<i>Employment Land Need</i>	<i>Public / Institutional Land Need</i>	<i>Total</i>
<b>5141</b>	<b>202 Acres</b>	<b>29 Industrial 159 Commercial  188 Acres</b>	<b>32 Acres</b>	<b>422 Acres</b>

**Background:**

Per ORS 197.296, the City of McMinnville needs to submit a Housing Needs Analysis to Department of Land Conservation and Development (DLCD) by December 31, 2023. Working with a Project Advisory Committee, the City also updated its Economic Opportunity Analysis.

This proceeding is a legislative land-use item for the City Council. The City Council is the final decision maker for this land-use action since it is an amendment to the McMinnville Comprehensive Plan.

The Planning Commission hosted a public hearing and heard public testimony on September 7 and September 21, 2023, and voted to recommend adoption of the two documents with the following amendments:

- Reduce park land need by 62 acres in Appendix E of the Economic Opportunity Analysis.
- Consider removal of 49 acres of commercial land need associated with the site specific needs identified in the MAC Town 2032 Economic Development Strategic Plan, and consider removal of the 12 acres of commercial land need associated with the retail leakage analysis in the Economic Opportunity Analysis.

Three people provided testimony at the Planning Commission public hearing: 1) Mark Davis representing himself; and 2) Sid Friedman and Rob Hallyburton representing Friends of Yamhill County. Mark Davis also provided two written letters of testimony as did Friends of Yamhill County and Thousand Friends of Oregon. All testimony provided by Mark Davis, Friends of Yamhill County and Thousand Friends of Oregon expressed concerns with elements of the two documents, either in terms of legal compliance or the assumptions and data used by the Project Advisory Committee to make their recommendation to the Planning Commission.

The Planning Commission considered the testimony provided, advice from the City's legal counsel, Bill Kabeiseman from Bateman Seidel, advice from the City's consultant, Beth Goodman of ECONorthwest and city staff to make their recommendation to the City Council. The reduction in park land need was based on a mathematical error pointed out by Mark Davis in his public testimony. The consideration of the other two elements of the Economic Opportunity Analysis was based on a risk analysis of successful litigation if challenged by Friends of Yamhill County and Thousand Friends of Oregon. (A further analysis of the public testimony received is provided in the "Discussion" section of this staff report).

The project website with the public record can be found at: [G 1-20, G 2-20 & G 3-20 Project Materials \(BLI/HNA/HS\) | McMinnville Oregon.](#)

This work was started in 2018/2019 resulting in draft documents that needed to be updated to reflect the December 2020 (acknowledged by DLCD April 2021) urban growth boundary (UGB) amendment for the planning period of 2003 – 2023, and the recent mandates from the Oregon Legislature for missing middle housing code reforms as well as reduction of capacity analysis for rural residential lands within the UGB for more than 14 years per OAR 660-038-0170(6)(b).

There are three steps in planning for growth relative to land supply:

- 1) **Needs Analysis** – Identification of how much land is needed for housing, industrial, commercial and public land to support population growth for twenty years.
- 2) **Land-Use Efficiencies Analysis** – is there a way to reduce the additional land need by densifying the development within the existing urban growth boundary.
- 3) **Urban Growth Boundary Alternatives Analysis** – an evaluation of land within 1-mile radius of the existing urban growth boundary to identify the best land for the City’s urban growth boundary expansion that is the least impactful to prime farm and forest land.

This is the consideration of the first step in the process – the needs analysis. Step 2 will follow in 2024, and Step 3 will follow in 2025 if warranted.

The planning horizon is 2021-2041, planning for a population of 47,498.

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.

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

The documents discuss the different applicable statutory requirements and local policies that framed the discussion and recommendations of the project advisory committee as well as the decisions made by the project advisory committee that best reflected community values in terms of housing density, employment land needs and public land needs. The committee evaluated local data and planning scenarios with the assistance of the consultant team and evaluated those scenarios within the regulatory framework of state laws, administrative rules and local comprehensive plan policies.

If a needs analysis shows a need for additional land, typically the City would be required to submit with the needs analysis how it was addressing that additional land need – either through land-use efficiencies that created higher density development within the existing urban growth boundary or an expansion of the urban growth boundary or both. However, the state recently passed statutory provisions that allow for a sequential UGB analysis providing cities with

additional time to evaluate land-use efficiencies and a potential UGB expansion after submitting a needs analysis (OAR 660-025-0040).

In this case, the needs analysis showed the additional land need for approximately 422 or 361 additional acres for housing, industrial, commercial, and public development needs to meet the projected population growth in the 2021 – 2041 planning horizon, dependent upon the policy choices made by the City Council.

### **Discussion:**

Two ordinances were provided for the City Council to consider.

- **Ordinance No. 5139** adopts the documents and findings with a reduced commercial land need removing acreage associated with the “Retail Leakage” analysis and the acreage associated with “Other Needed Sites Calculated Separately from Average Employment Densities” for a total residential, employment and public land deficit of 361 acres.
- **Ordinance No. 5141** adopts the documents and findings with the acreage associated with the “Retail Leakage” analysis and the acreage associated with “Other Needed Sites Calculated Separately from Average Employment Densities” retained in the land need for a total residential, employment and public land deficit of 422 acres.

The difference between the two ordinances was 61 acres of commercial land need associated with the Retail Leakage analysis (12 acres) and the site-specific analysis associated with implementing the MAC Town 2032 Economic Development Strategic Plan - for those economic development projects that have been identified as unique to McMinnville but with very low job density (41 acres) and are discussed in the Economic Opportunities Analysis (Attachment C of both ordinances).

The Planning Commission discussed these two items at length with legal counsel and the consultant – Retail Leakage (Exhibit 57 of the Economic Opportunity Analysis) and Site Specific Needs Identified in the MAC Town 2032 Economic Development Strategic Plan (Exhibit 58 of the Economic Opportunity Analysis). FRIENDS argued that the City used a safe harbor to calculate the employment forecast based on population growth and then added to it these two additional elements. Although Goal 9 of the Oregon land use system very clearly states that cities must plan for enough land to meet their economic development needs based, including site specific needs based on their local economic development strategy, staff recommended removing these two items as there is not adequate case law to determine the legal risk if challenged. The Planning Commission elected to defer this decision to the City Council. The removal of these two items reduces the commercial land need by 61 acres

Both items were challenged for their legal veracity by 1000 Friends of Oregon and Friends of Yamhill County in public testimony. Bill Kabeiseman, contracted legal counsel from Bateman Seidel and Beth Goodman from ECONorthwest feel that the analysis meets the requirements of state and local regulations, but warn that there is no legal precedent in the Oregon land use system as to how the analysis would fare within an appeal.

1000 Friends of Oregon and Friends of Yamhill County raised 13 issues that they had with the Housing Needs Analysis, Economic Opportunity Analysis and Buildable Lands Inventory.

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

All of the issues raised were evaluated by city staff, the consultant and legal counsel and it was concluded that the argument was mostly persuasive argument to change the outcome of the analysis in terms of assumptions and decisions made by the project advisory committee during the development of the plans, and none had significant legal noncompliance issues except for the two issues identified by the Planning Commission that do not have legal precedence. (Please see response memorandum dated September 18 in the public record on the project website at [G 1-20, G 2-20 & G 3-20 Project Materials \(BLI/HNA/HS\) | McMinnville Oregon](#)).

Many of the Friends of Yamhill County / Thousand Friends of Oregon (FRIENDS) persuasive arguments centered around encouraging the City to use the “safe harbors” in the laws. Safe Harbors are presumably not appealable in a challenge to the analysis. However, the laws also allow cities to make assumptions based on the best available data relative to the local conditions in their communities to ensure that future land needs are meeting community values and needs. Both the safe harbors and local data scenarios were provided to the Project Advisory Committee for consideration. In most cases, the PACs chose to use local data for their recommendations.

FRIENDS had concerns about the data used by the PAC to make their recommendations. However, as is noted in both a Bateman Seidel memorandum and a ECONorthwest memorandum, the data used by the PAC is legally legitimate, and the best data available to them at the time.

Per 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.*** (Emphasis added)

At the November 28, 2023 City Council meeting, the City Council voted 4 – 2 to approve the first reading of Ordinance No.5141.

On December 21, the Yamhill County Board of Commissioners approved the City of McMinnville’s Written Notice of Election to use the sequential review process under ORS 197.626(3) and OAR 660-025-0185.

On December 22, the City made a request to the Department of Land Conservation and Development to use the sequential review process and approve the proposed work plan adopted by the City Council via Resolution No. 2023-63.

On February 7, 2024, the City received approval from the Department of Land Conservation and Development (DLCD) to initiate the sequential UGB process. In doing so, DLCD revised the work plan in terms of tasks and timeframes, extending the deadline for submitting the needs analysis to February 29, 2024.

This approval letter allows the City to conclude its adoption of the Housing Needs Analysis, Economic Opportunities Analysis, Urbanization Report and Buildable Lands Inventory.

### **Attachments:**

Approval Letter from Department of Land Conservation and Development to Use the Sequential UGB Process, dated February 7, 2024

Ordinance No. 5141

- Exhibit A: *McMinnville Urbanization Study*, November 2023
- Exhibit B: *McMinnville Housing Needs Analysis*, November 2023
- Exhibit C: *McMinnville Economic Opportunities Analysis*, November 2023
- Exhibit D: Decision Document and Findings

**Additional Documents Located on the Project Website:** [G 1-20, G 2-20 & G 3-20 Project Materials \(BLI/HNA/HS\)](#) | [McMinnville Oregon](#)

### **Fiscal Impact:**

The initial drafts of the Housing Needs Analysis and Economic Opportunity Analysis cost approximately \$165,000 in consultant fees plus staff support at \$75,000.

Thus far, the estimate for the City's public hearing support, findings development and public testimony rebuttal is approximately \$15,000 for consultant and legal fees plus staff support of \$5,000.

The anticipated costs for the housing planning in 2024 – 2025 necessitated by state mandates is \$500,000, \$335,000 in consultant support and \$165,000 in staff support. Please see table below. The City is requesting \$200,000 in grant funds for consultant support, matching the grant funds with \$135,000 for consultant support and \$165,000 in-kind staff support, for a match of 60%. \$90,000 is currently budgeted in the FY 23/24 long-range planning fund.

The City recently received \$185,000 in grant funds from the Department of Land Conservation and Development to offset the costs.

Product	Consultant Expenses	In-Kind Staff Support	Total (Consultant + In-Kind Staff)
<b><u>Housing Production Strategy</u></b> (Required by HB 2003 (2019)) Deadline: December 31, 2024	\$35,000	\$15,000 (.15 FTE)	\$50,000
<b><u>Land-Use Efficiencies</u></b> (Required by HB 2003 (2019)) Deadline: December 31, 2024	\$50,000	\$50,000 (.50 FTE)	\$100, 000
<b><u>UGB Amendment</u></b> (Required by HB 2003 (2019)) Deadline: December 31, 2025	\$250,000	\$100,000 (.75 fte)	\$350,000
TOTAL	\$335,000	\$165,000	\$500,000

### **City Council Options:**

Per Section 17.72.130 of the McMinnville Municipal Code, the City Council has the following options:

- 1) Adopt Ordinance No. 5141 adopting the *McMinnville Urbanization Study (November 2023)*, and amending the *McMinnville Comprehensive Plan, Volume 1* by adopting the *McMinnville Housing Needs Analysis (November 2023)*, and the *McMinnville Economic Opportunities Analysis (November 2023)*.
- 2) Adopt Ordinance No. 5141 with amendments to the *McMinnville Urbanization Study (November 2023)*, and the *McMinnville Housing Needs Analysis (November 2023)*, and the *McMinnville Economic Opportunities Analysis (November 2023)*, providing findings for the amendments.
- 3) Do not adopt Ordinance No. 5141, electing not to adopt the *McMinnville Urbanization Study (November 2023)*, and amend the *McMinnville Comprehensive Plan, Volume 1* by adopting the *McMinnville Housing Needs Analysis (November 2023)*, and the *McMinnville Economic Opportunities Analysis (November 2023)*.





# Oregon

Tina Kotek, Governor

## Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: 503-373-0050

Fax: 503-378-5518

[www.oregon.gov/LCD](http://www.oregon.gov/LCD)

February 7, 2024



Heather Richards  
Community Development Director  
City of McMinnville  
231 NE Fifth Street  
McMinnville, OR 97128

By email: [Heather.Richards@mcminnvilleoregon.gov](mailto:Heather.Richards@mcminnvilleoregon.gov)

**RE:** Approval of Request to Initiate Sequential UGB Process

Dear Community Development Director Richards,

I am pleased to inform you that the Department of Land Conservation and Development has received and approved your notice of election to use the sequential UGB process. As cited in your memorandum, OAR 660-025-0185 is applicable. It states:

A city and a county or counties may elect to submit a component of an urban growth boundary amendment...when the city and county determine that the final urban growth boundary amendment is likely to exceed 50 acres. The local governments must submit written notice of election to use the sequential review process contained in this rule to the department prior to submittal of a component for review. The notice of election shall propose the planning period for the amendment and include a draft work program. Upon joint written notice pursuant to section (2), the department will prepare a work program consisting of tasks to complete one or more of: land need analyses, land inventories, and responses to deficiency.

The City's notice indicates that a future urban growth boundary amendment to accommodate needed housing is likely to exceed 50 acres, and proposes a planning period of 2021 to 2041. DLCD has reviewed your submittal and finds that it contains the statement of local circumstances and identification of a draft work program as required by this rule. It has also been agreed to by Yamhill County, as required in OAR 660-025-0185.

Since receiving your notice, DLCD staff have worked with city staff to finalize a work program for the city (Attachment A). The department hereby authorizes the City of McMinnville to utilize the sequential UGB work program as provided in Attachment A of this letter. We look forward



to working with you over the coming years to provide land for McMinnville's growing population in keeping with the statewide planning goals.

Please contact your regional representative, Melissa Ahrens, at (503) 779-9821 [melissa.ahrens@dlcd.oregon.gov](mailto:melissa.ahrens@dlcd.oregon.gov) if you have any questions.

Sincerely,



Brenda Bateman, Ph.D.  
Director

Attachments:

A. City of McMinnville Sequential UGB Work Program

cc: Ken Friday, Yamhill County Planning Director  
Melissa Ahrens, DLCD Regional Representative

**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 Inventory<sup>1</sup>. 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)

<sup>1</sup> Adoption of the HNA by 12/31/23 will require development and adoption of a housing production strategy report by 12/31/24, per ORS 197.290. However, the HPS report does not require review as a component of this sequential UGB process. Amended 02/28/2024  
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## Attachment A

### 2. Evaluate Land Use Efficiency Measures and Urban Growth Boundary Expansion.

Using 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 adopted by both the City and the County. Subtasks consist of:

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

#### A. **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.
- v. **Post Acknowledgement Plan Amendment to Comprehensive Plan and development code adoption by McMinnville City Council via ordinance.**

#### B. **County** – Review and Consider Adoption of City UGB Amendment

- i. Review and consideration City UGB amendment into County Comprehensive Plan
- ii. Adoption of City UGB amendment into County Comprehensive Plan pursuant to ORS 197.628 to ORS 197.650 and OAR 660-025-0175

#### C. **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)

**Please note:** None of the proposed completion dates in this program are binding; they are preliminary estimates. However, 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, readopted, then acknowledged. This period may be extended for up to one year by the director if the local governments show good cause for the extension. The four-year period begins on the later date of:

- (a) Director approval order;
- (b) Commission final approval order; or
- (c) Completion of judicial review of the final approval order.

## **ORDINANCE NO. 5141**

**AN ORDINANCE ADOPTING THE NOVEMBER 2023 "MCMINNVILLE URBANIZATION REPORT", AND UPDATING THE MCMINNVILLE COMPREHENSIVE PLAN, VOLUME I, BY ADOPTING THE NOVEMBER 2023 "MCMINNVILLE HOUSING NEEDS ANALYSIS" AND THE NOVEMBER 2023 "MCMINNVILLE ECONOMIC OPPORTUNITIES ANALYSIS", AND REPEALING ORDINANCES NO. 4746 AND 4976.**

### **RECITALS:**

**WHEREAS**, the McMinnville City Council adopted McMinnville's first Housing Needs Analysis on May 22, 2001 (Ordinance No. 4746) as part of the City's work to determine future housing land needs for the planning horizon of 2000 - 2020; and

**WHEREAS**, the City Council amended McMinnville's Housing Needs Analysis on October 14, 2003 (Ordinance No. 4796) as part of the City's McMinnville Growth Management and Urbanization Plan work to determine future housing land needs for the planning horizon of 2003 - 2023; and

**WHEREAS**, per ORS 197.296, the City of McMinnville needs to submit an updated Housing Needs Analysis to the Department of Land Conservation and Development by December 31, 2023; and

**WHEREAS**, the City of McMinnville developed an updated Housing Needs Analysis in 2020 for a planning horizon of 2021 - 2041 and 2041 - 2067, providing notice of the proposed Comprehensive Plan Amendment to the Oregon Department of Land Conservation and Development on May 14, 2020, with a first evidentiary hearing scheduled for May 20, 2021; and

**WHEREAS**, the City of McMinnville opened the first public hearing with the McMinnville Planning Commission on May 20, 2021, and continued it to May 18, 2023, September 7, 2023, and September 21, 2023; and

**WHEREAS**, after considering public testimony, the McMinnville Planning Commission recommended approval of the McMinnville Housing Needs Analysis to the McMinnville City Council on September 21, 2023, by an unanimous vote of 8 - 0; and.

**WHEREAS**, the McMinnville City Council adopted McMinnville's first Economic Opportunities Analysis on October 14, 2003, (Ordinance No. 4795) as part of the City's McMinnville Growth Management and Urbanization Plan to determine future commercial and industrial land needs for the planning horizon of 2003 - 2023; and;

**WHEREAS**, the McMinnville City Council approved Ordinance No. 4976 updating the McMinnville Economic Opportunity Analysis on February 25, 2014; and

**WHEREAS**, in conjunction with its work to update the Housing Needs Analysis in 2020, the City of McMinnville developed an updated Economic

Opportunities Analysis in 2020 for a planning horizon of 2021 – 2041 and 2041 – 2067, providing notice of the proposed Comprehensive Plan Amendment to the Oregon Department of Land Conservation and Development on May 14, 2020, with a first evidentiary hearing scheduled for May 20, 2021; and

**WHEREAS**, the City of McMinnville opened the first public hearing with the McMinnville Planning Commission on May 20, 2021, and continued it to May 18, 2023, September 7, 2023, and September 21, 2023; and

**WHEREAS**, after considering public testimony, the McMinnville Planning Commission recommended approval of the 2023 McMinnville Economic Opportunity Analysis with amendments to the McMinnville City Council on September 21, 2023, by a unanimous vote of 8 - 0; and

**WHEREAS**, on October 10, 2023, the McMinnville City Council considered the McMinnville Planning Commission's recommendation and directed city staff to draft documents that adopted the 2023 McMinnville Housing Needs Analysis as recommended by the McMinnville Planning Commission, and to amend the 2023 McMinnville Economic Opportunities Analysis by increasing the amount of acreage associated with the parkland brought into McMinnville's urban growth boundary by Ordinance No. 5098 (adopted December 8, 2020) by 62 acres due to a calculation error and to remove 62 acres of parkland need from the deficit in Appendix E; and

**WHEREAS**, the amendments result in the identification of land deficits for the planning horizon of 2021-2041 in the manner of 202 gross buildable acres of residential land, 29 gross buildable acres of industrial land, 159 gross buildable acres of commercial land, and 32 gross buildable acres of public or institutional land for a total land deficit of 422 gross buildable acres within the city's existing urban growth boundary; and

**WHEREAS**, per ORS 197.626(3) and OAR 660-025-0185(1) and (2), the City will elect to use the Sequential Urban Growth Boundary Amendment Process to evaluate land use efficiency measures by December 31, 2024, and propose an urban growth boundary amendment, if deemed necessary, by March 1, 2026; and

**NOW, THEREFORE, THE COMMON COUNCIL FOR THE CITY OF MCMINNVILLE ORDAINS AS FOLLOWS:**

1. The City adopts Exhibit A to this ordinance, the *McMinnville Urbanization Report, dated November 2023*.
2. The City adopts Exhibit B to this ordinance, the *McMinnville Housing Needs Analysis, dated November 2023*, as part of the McMinnville Comprehensive Plan.
3. The City adopts Exhibit C to this ordinance, the *McMinnville Economic Opportunity Analysis, dated November 2023*, as part of the McMinnville Comprehensive Plan.

4. The City adopts Exhibit D to this ordinance, which includes findings of fact that support the development and conclusions reached for preparing and adopting the *McMinnville Urbanization Report, dated November 2023*, the *McMinnville Housing Needs Analysis, dated November 2023*, and the *McMinnville Economic Opportunities Analysis, dated November 2023*, demonstrating a land deficit of 422 gross buildable acres in the city's urban growth boundary to meet the residential, employment and public land supply needs of the City of McMinnville for a planning horizon of 2021-2041.
5. That Ordinances Nos. 4746 and 4976 are hereby repealed in their entirety.
6. This Ordinance will take effect 30 days after passage by the City Council.

Passed by the McMinnville City Council this 27th day of February 2024 by the following votes:

Ayes: \_\_\_\_\_

Nays: \_\_\_\_\_

\_\_\_\_\_  
Council President

Approved as to form:

Attest:

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
City Recorder

EXHIBITS:

- A. McMinnville Urbanization Report, November 2023
- B. McMinnville Housing Needs Analysis, November 2023
- C. McMinnville Economic Opportunities Analysis, November 2023
- D. Findings of Fact and Conclusionary Findings





# Updated McMinnville Urbanization Report:

## Housing Needs Analysis and Economic Opportunities Analysis

NOVEMBER 2023

**ECONorthwest**

ECONOMICS • FINANCE • PLANNING

Amended 02/28/2024

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# MCMINNVILLE URBANIZATION REPORT: SUMMARY

The City of McMinnville is in the process of reviewing future land needs and sufficiency of its Urban Growth Boundary (UGB) to meet those needs for a 20-year planning period beginning in 2021, this report was updated in 2023 to account for development through 2021 and the 2020 UGB expansion.

This evaluation process requires several technical studies. These include:

- a Goal 10 compliant housing needs assessment (HNA) and residential buildable land inventory,
- a Goal 9 compliant Economic Opportunities Analysis (EOA) and an employment buildable lands inventory, and
- an assessment of public and institutional land needs (e.g., parks, schools, etc).

These analyses allow the City of McMinnville to assess whether there is sufficient land within the Urban Growth Boundary (UGB) to accommodate land needs for the 20-year period between 2021-2041. The purpose of the Urbanization Report is to (1) evaluate growth forecasts; (2) inventory how much buildable land the City has; (3) identify housing needs; (4) identify economic development strategies; and (5) determine how much land the City will need to accommodate growth between 2021-2041.

McMinnville is growing. The official population forecast projects that McMinnville will grow at 1.36% annually adding 11,260 new residents during the 2021-2041 period. This translates into a need for 4,657 new housing units.



**New Population**  
**11,260**



**New Employment**  
**6,885**



**New Housing Units**  
**4,657**

## MCMINNVILLE NEEDS 422 ACRES TO ACCOMMODATE GROWTH THROUGH 2041

McMinnville's UGB will not accommodate all of McMinnville's housing needs. Over the planning period through 2041, McMinnville has a deficit of capacity for 1,101 dwelling units, which means the City has an approximate deficit of about 202 gross residential acres through 2041. For employment growth, McMinnville will need 188 gross acres for employment for the 2021 to 2041 period (29 industrial acres and 159 commercial acres). Finally, McMinnville will need an additional 32 acres in the 2021 to 2041 period for public and institutional uses (e.g., parks, schools, infrastructure, churches, etc.)

LAND USE TYPE	SURPLUS (DEFICIT)	
	20-YEAR (2021-2041)	46-YEAR (2021-2067)
Residential	(202)	(1,268)
Public or Institutional	(32)	(335)
Industrial	(29)	Not forecast for 2041-2067*
Commercial	(159)	(416)
<b>Total</b>	<b>(422)</b>	<b>(2,048)</b>

Source: ECONorthwest

\*Note: This analysis does not estimate demand for industrial land for the 2041-2067 period.



# INTRODUCTION



The City of McMinnville is in the process of analyzing whether it has enough land to accommodate future growth. McMinnville last reviewed its Urban Growth Boundary (UGB) in 2007-08. The UGB is the line that determines the outer extent of urban growth in McMinnville. McMinnville is growing — between 2000 and 2019 the city grew by 28% adding 7,431 new residents. Growth is forecast to continue — McMinnville is projected to grow to 47,498 by 2041 — a 29% increase over the 2019 population.

This report is the culmination of several years of work and was updated in 2023 to account for changes in McMinnville in recent years. It summarizes the results of two longer technical reports and a series of memoranda that evaluation different elements of land need and supply in McMinnville:

- **City of McMinnville Housing Needs Analysis (HNA)** presents the full results of the housing needs analysis (HNA) for McMinnville and is intended to comply with statewide planning Goal 10 (housing) and Oregon Administrative Rule (OAR) 660-008. It includes an inventory of buildable residential lands in McMinnville and an estimate of new housing units needed to accommodate forecast population growth.
- **City of McMinnville Housing Strategy**, presents recommendations and implementation actions intended to result in policy changes that provide opportunities for development of housing to meet McMinnville's identified housing needs.
- **McMinnville Economic Opportunities Analysis (EOA) Update**, includes a buildable lands inventory of commercial and industrial lands within the Urban Growth Boundary (UGB), an analysis of commercial and industrial land needs for the next 20 years (and longer), and a determination of sufficiency of whether the buildable lands in the UGB will meet the 20-year identified needs.
- **Public and Institutional Land Needs**, estimates other land needs that are not addressed in the HNA and EOA documents. This includes parks, schools, churches, cemeteries and other public and Institutional land needs.



City staff and ECONorthwest staff worked with the Housing Needs Analysis Project Advisory Committee (HNAPAC) to review the results of the Housing Needs Analysis and develop the Housing Policy and Actions Strategy, and the Economic Opportunities Assessment Project Advisory Committee (EOAPAC) to review the results of the Economic Opportunities Analysis and public/institutional land needs. The report reflects updates completed in 2023 to account for: land added to McMinnville's UGB in 2020, development in McMinnville through 2021, and to meet requirements of new State legislation.

This report is organized by the following sections:

- **Buildable Lands Inventory**
- **Housing Needs Analysis**
- **Economic Opportunities Analysis**
- **Public and Institutional Land Needs**



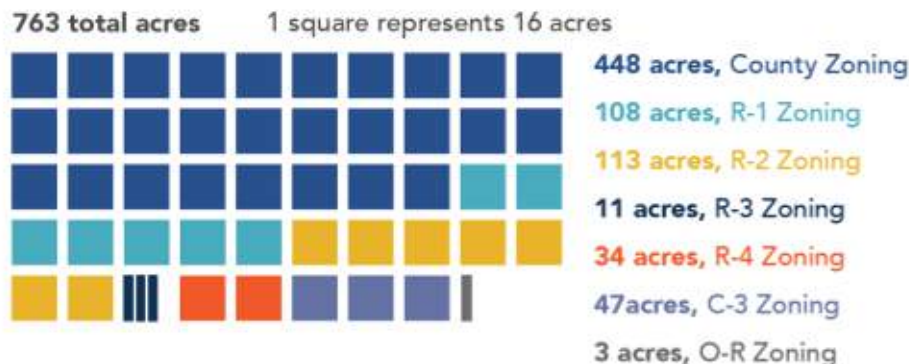
## Overview

The buildable lands inventory (BLI) provides a basis for analysis of development capacity on residential, commercial, and industrial land in the City of McMinnville. Legal requirements govern the development of the BLI. The Housing Needs Analysis and Economic Opportunities Analysis provide detailed methods, definitions, and results from the BLIs for residential, commercial, and industrial land. The report reflects updates completed in 2023 to account for: land added to McMinnville's UGB in 2020 and development in McMinnville through 2021, as well as policy changes enacted by HB 2001 (2019 Oregon Legislature).

## Residential Buildable Land

McMinnville has 763 acres of residential land that is vacant or partially vacant. The majority of McMinnville's buildable land (448 acres) is county-zoned land, which are not available for urban densities until they annex. In addition, some of McMinnville's buildable land (131 acres) is in Water Zone 2 which is not likely to be served with water for 10 years (about 2030).

### MCMINNVILLE'S BUILDABLE VACANT AND PARTIALLY VACANT RESIDENTIAL LAND, BY ZONING DISTRICT, 2023



## Definitions

### Buildable Land:

Unconstrained vacant and partially-vacant land designated for residential, commercial, or industrial development.

### Vacant Land:

Unconstrained suitable land designated for residential, commercial, or industrial development.

### Partially Vacant Land:

Unconstrained suitable land with enough land to could support additional residential, commercial, or industrial development under the existing zoning standards.

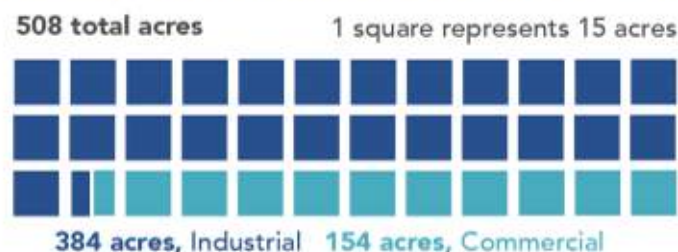
### Constrained land:

Land that is not available for development based upon one or more factors such as environmental protections, such as flood plain or wetlands.

## Commercial and Industrial Buildable Land

McMinnville has 508 acres of vacant and partially vacant land in commercial and industrial comprehensive plan designations. Of this land, 354 acres of McMinnville's vacant land are in industrial designations and about 154 vacant acres are in commercial designations.

### MCMINNVILLE'S BUILDABLE VACANT & PARTIALLY VACANT COMMERCIAL & INDUSTRIAL LAND, BY ZONING DISTRICT, 2023



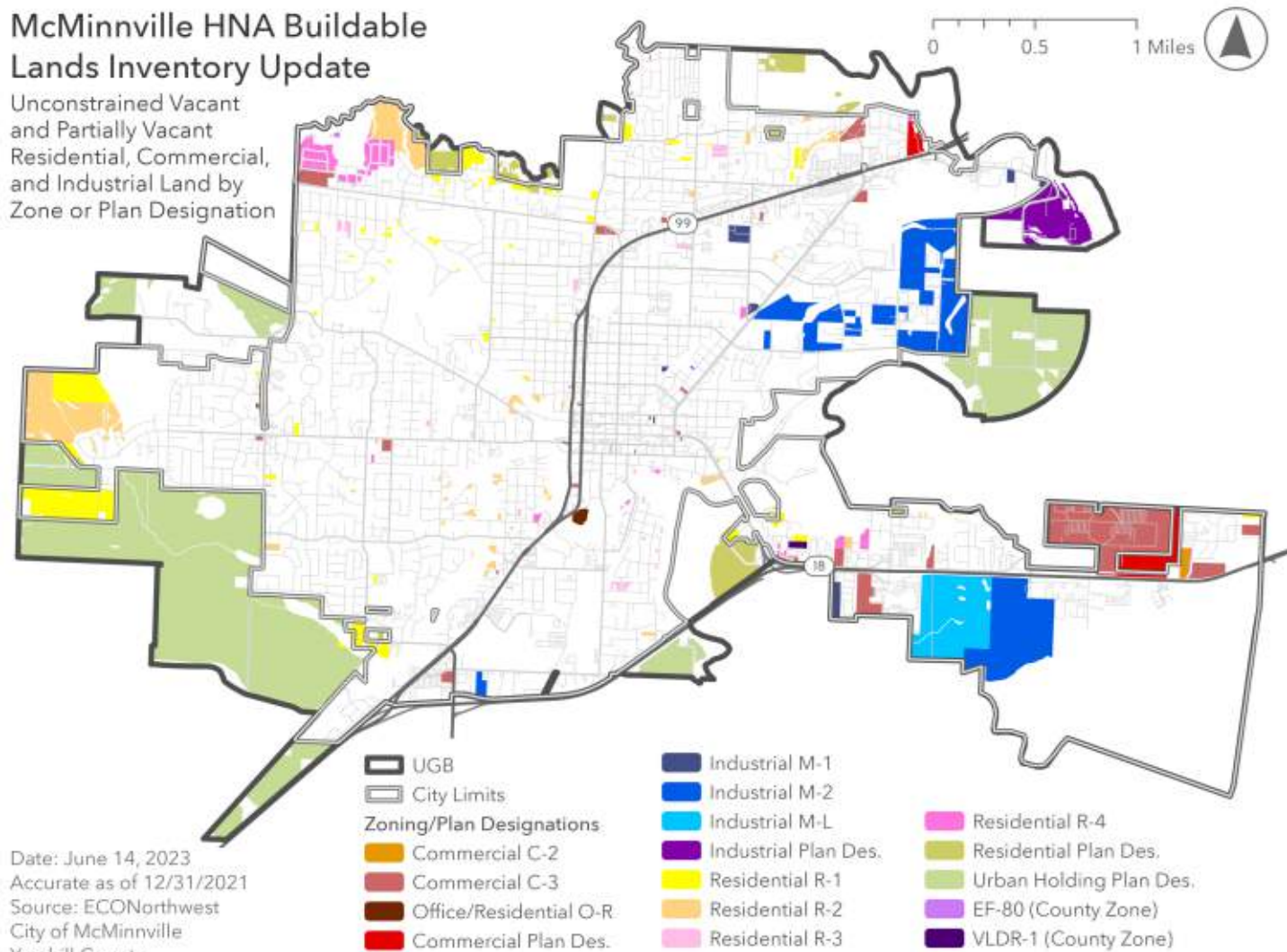
# BUILDABLE LANDS INVENTORY

## 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



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



## Housing Needs Analysis

McMinnville is in the process of updating its Housing Element of its Comprehensive Plan and zoning code. McMinnville has changed substantially over the last three decades. The community welcomed nearly 7,431 new residents from 2000 to 2019 and continues to be a growing city. In 2019, McMinnville had a population of 33,930 people. While the community makes up about one-third of Yamhill County's total population, McMinnville has grown at a much faster rate than the County.

As the region (including McMinnville) continues to grow, housing affordability is becoming a growing concern to residents. Some people in the community are finding it difficult to access housing that is affordable and also meets their family's needs.

As McMinnville grows, the City needs to take stock of how much land is available to accommodate new homes and reevaluate the City's development policies. The City needs to look at what types of housing (single family homes, townhomes, apartments, etc.) to encourage in different areas of town. The City also needs to evaluate whether its existing development policies, like the zoning code, provide opportunity for development of a range of housing types that are affordable to people who live and want to live in McMinnville.

The Housing Needs Analysis provides information about the factors that may affect residential development in McMinnville over the next 5, 10, 20, and 46 years, including housing market changes, demographics, and other factors. The Housing Needs Analysis (HNA) provides a factual basis for an evaluation and revision to the Housing Element in McMinnville's Comprehensive Plan, to ensure that McMinnville meets the essential requirements of statewide planning Goal 10: to provide opportunities for development of housing that meets the needs of households of all income levels and to ensure the city has a 20-year supply of buildable residential land.

This summary report presents the results of two longer reports:

- **McMinnville Housing Needs Analysis 2021 to 2041** presents the full results of the housing needs analysis (HNA) for McMinnville and is intended to comply with statewide planning Goal 10 (housing) and Oregon Administrative Rule (OAR) 660-008. In addition to the 20-year forecast period, the analysis looked at housing and land needs over a 5-, 10-, and 46-year planning horizon.
- **McMinnville Housing Policy and Actions** presents recommendations for a revision to McMinnville's Comprehensive Plan Housing Element and implementation actions intended to result in policy changes that provide opportunities for development of housing to meet McMinnville's identified housing needs.

City and ECONorthwest staff worked with the Housing Needs Analysis Project Advisory Committee (HNAPAC) to review the results of the Housing Needs Analysis and develop the Housing Strategy. The PAC met seven times between July 2018 and June 2019. Other public outreach included an open house and a stakeholder focus group. In 2023, a PAC met twice to discuss the updates to the analysis.



### McMinnville is growing

The community welcomed nearly 7,431 new residents between 2000 and 2019.

As McMinnville grows, the City needs to take stock of how much land is available to accommodate new homes.

# MCMINNVILLE'S POPULATION AND HOUSEHOLDS



**McMinnville's population has historically grown faster than both the county and state.**

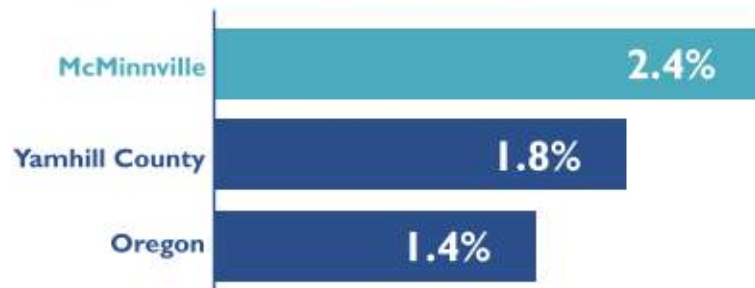
## McMinnville's Population and Households

Population and housing characteristics are useful for better understanding McMinnville and McMinnville's residents. Population growth, age of residents, household size and composition, and tenure status (homeowners and renters) provide useful context about how the characteristics of McMinnville's households compare to Yamhill County and Oregon.

Unless otherwise noted, all data in this document are from the U.S. Census 2012-2016 or 2013-2017 American Community Survey.

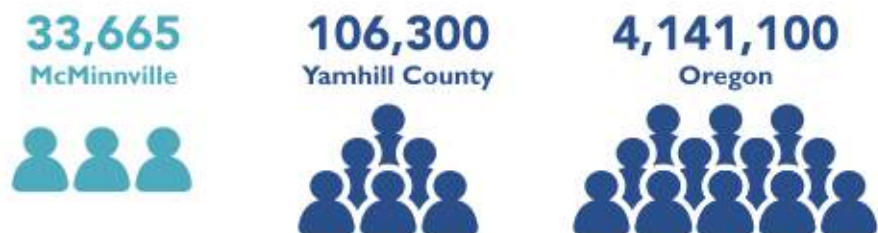
### AVERAGE POPULATION GROWTH PER YEAR, 1990-2017

Source: Portland State University, Population Research Center



### POPULATION, 2017

Source: Portland State University, Population Research Center



**McMinnville's median population age is 35.**

McMinnville's population is similarly aged to Yamhill County and Oregon's median.

### MEDIAN AGE, 2016

Source: Portland State University, Population Research Center

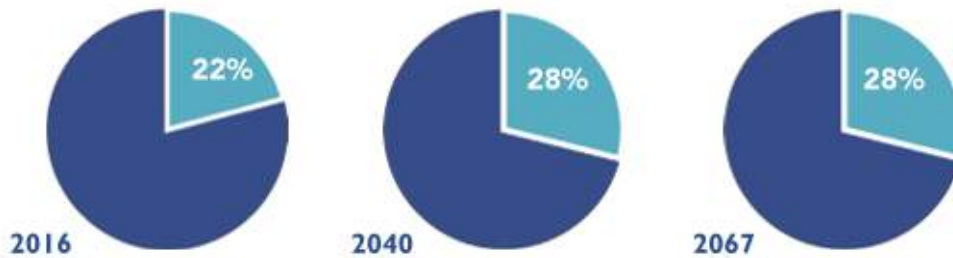




# MCMINNVILLE'S POPULATION AND HOUSEHOLDS

## POPULATION AGED 60 AND OLDER, MCMINNVILLE, 2016, 2040, & 2067

Source: Portland State University, Population Research Center



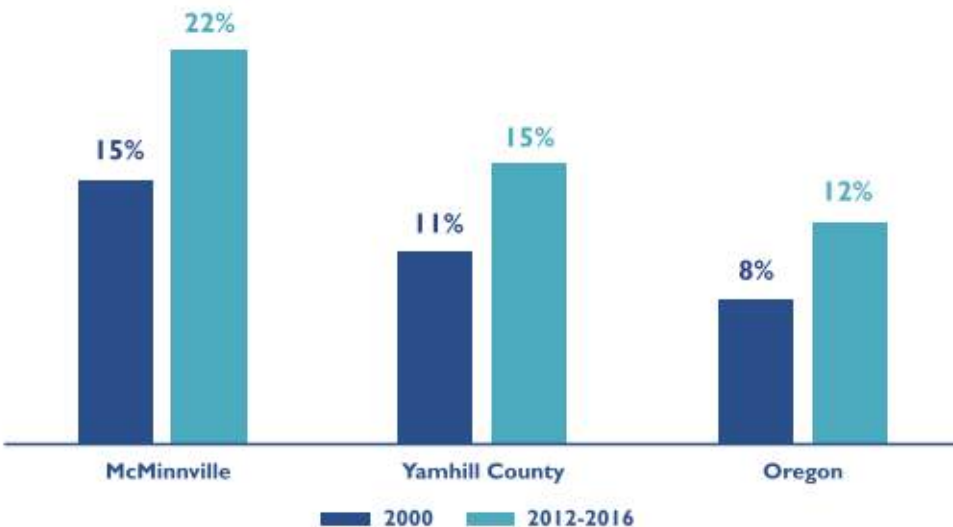
### Population over 60 years of age is expected to increase.

McMinnville's share of the population over 60 years of age is expected to increase over the next 20 years.

## AVERAGE NUMBER OF PEOPLE PER HOUSEHOLD, 2017



## PERCENT OF POPULATION THAT IS HISPANIC OR LATINO, 2000 & 2016



### McMinnville is ethnically diverse.

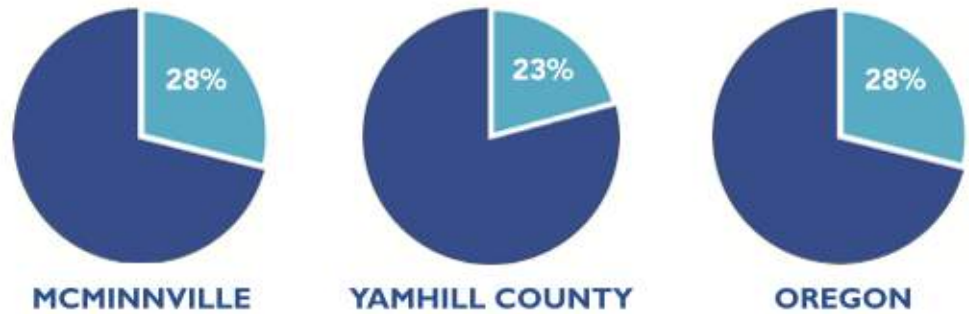
McMinnville's population is more ethnically diverse than Yamhill County and Oregon's population.

# MCMINNVILLE'S POPULATION AND HOUSEHOLDS

## McMinnville has an increasing number of one-person households.

From 2000 to 2017, McMinnville's share of one-person households grew from 24% of all households to 28%.

### PERCENT OF 1-PERSON HOUSEHOLDS, 2017

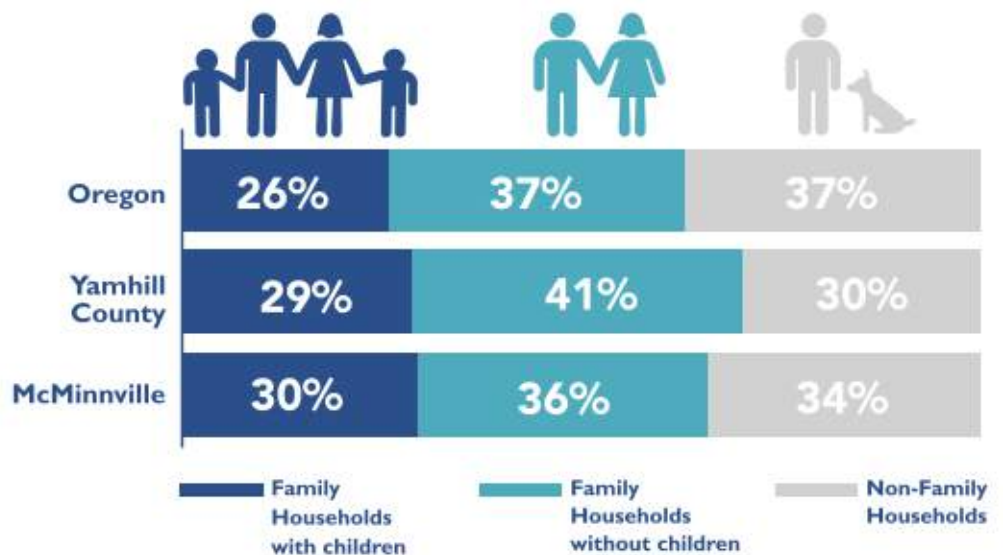


## About a third of McMinnville's households were non-family.

McMinnville had a larger share of non-family households than Yamhill County and a smaller share of non-family households than Oregon.

### HOUSEHOLD COMPOSITION, 2017

A family household is one in which the residents are related to at least one other person in the household by birth, marriage, or adoption. Non-family households include people living alone, unmarried couples, and unrelated housemates.





## McMinnville's Housing Market

Analysis of historical development trends in McMinnville provides insights into how the local housing market functions in the context of Yamhill County. This report groups housing into the three housing types shown below.



### SINGLE-FAMILY DETACHED

(includes manufactured homes)



### SINGLE-FAMILY ATTACHED

(townhouses)



### MULTIFAMILY

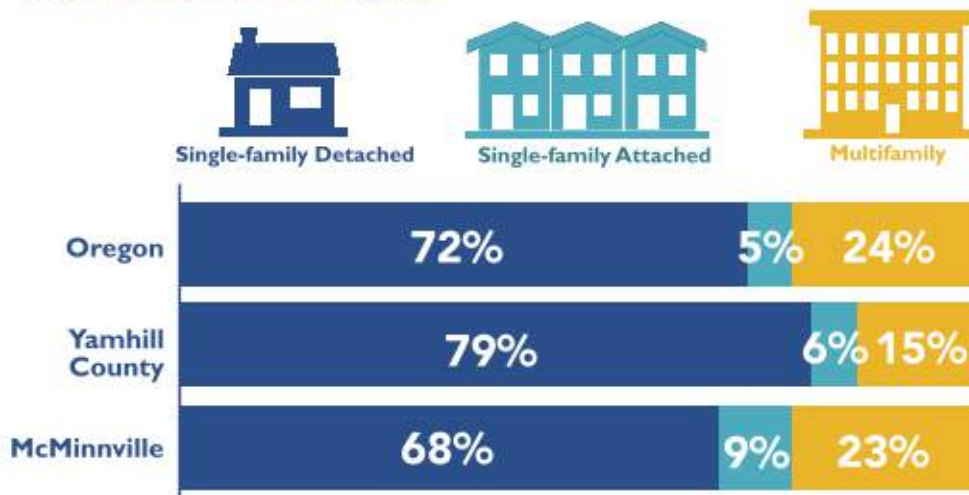
(duplexes, tri- and quad-plexes, buildings with 5+ units)

**Most of McMinnville's housing stock, including housing built since 2000 was single-family detached housing.**

Limited housing diversity limits opportunities for rental housing and limits the variety of housing available for ownership.

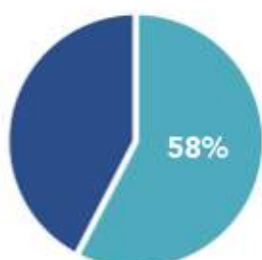
Since 2000, McMinnville mix of housing types has remained relatively unchanged, despite growth in total dwelling units. In McMinnville, government-assisted housing and housing for farmworkers can be any of the housing types listed above.

### MIX OF HOUSING TYPES, 2017



Urban areas, like McMinnville, will typically have a larger share of multifamily housing than more rural areas, such as unincorporated areas of Yamhill County.

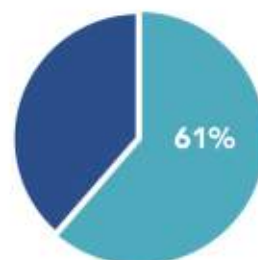
### PERCENT OF HOUSING UNITS THAT ARE OWNER-OCCUPIED, 2016



MCMINNVILLE



YAMHILL COUNTY



OREGON

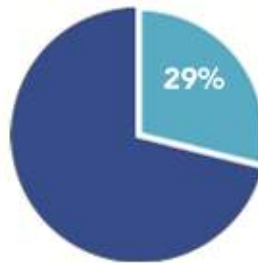
A majority of McMinnville's housing is owner-occupied. Most of McMinnville's homeowners (95%) live in single-family detached housing.

# MCMINNVILLE'S HOUSING MARKET

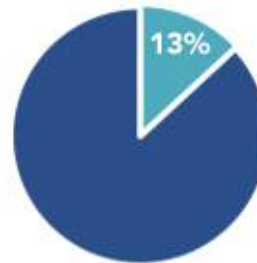
## PERCENT OF MCMINNIVILLE'S HOUSING UNITS THAT ARE RENTER-OCCUPIED BY TYPE OF HOUSING, 2016

**A majority of renters in McMinnville live in multifamily housing.**

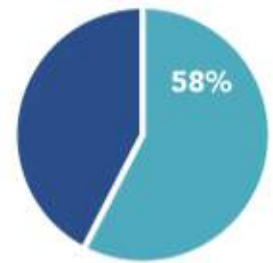
McMinnville has a larger share of renters than both the county and state.



**SINGLE-FAMILY DETACHED**



**SINGLE-FAMILY ATTACHED**



**MULTIFAMILY**

McMinnville issued about 3,000 permits for dwelling units between 2000 and 2017. Sixty-two percent of all permits issued were for single-family detached dwelling units, 8% were for single-family attached dwellings units, and 31% were for multifamily dwelling units.

The 2008 recession impacted McMinnville's housing market. McMinnville permitted about 1,300 fewer units between 2009-2017, compared to 2000-2008.

## BUILDING PERMITS ISSUED, 2000 TO 2017

Source: McMinnville Building Permit Database



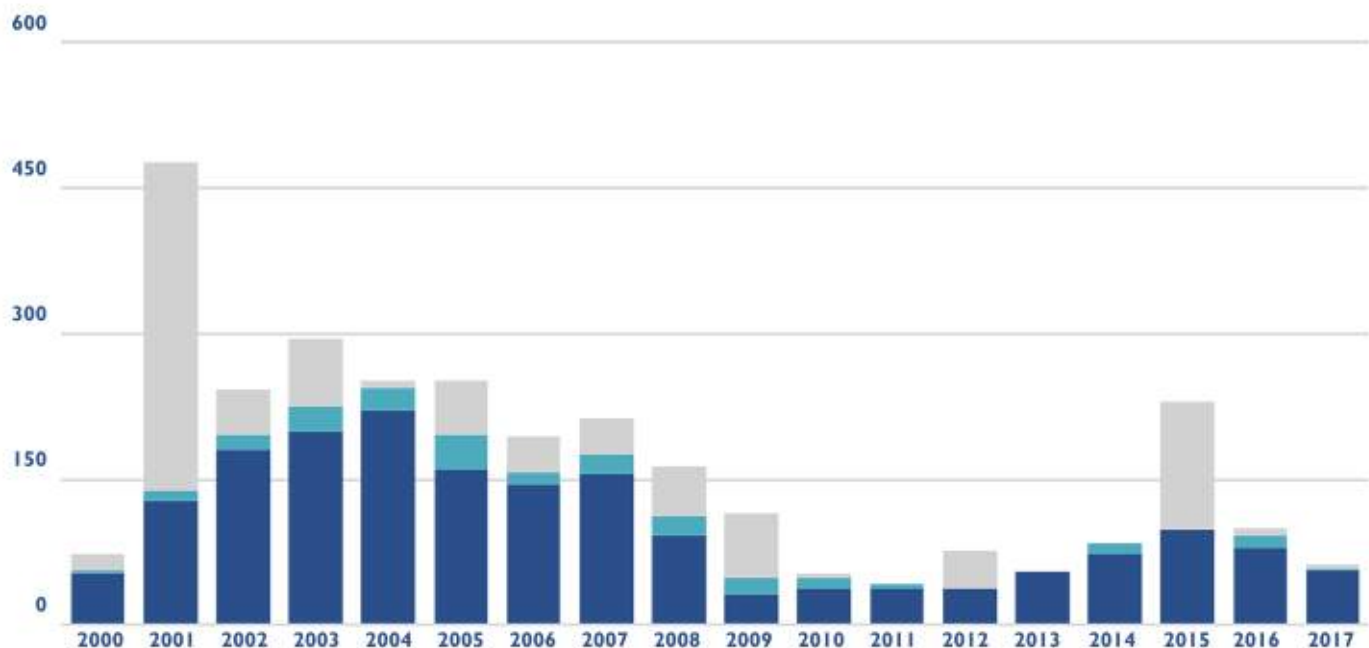
**SINGLE-FAMILY DETACHED**



**SINGLE-FAMILY ATTACHED**



**MULTI-FAMILY**



Housing Affordability

The term affordable housing refers to a household's ability to find housing within its financial means. Housing affordability affects both higher- and lower-income households and is an important issue for McMinnville and the region. Low-income households have fewer resources available to pay for housing and have the most difficulty finding affordable housing. Key points about affordability in McMinnville include:

- McMinnville will have an ongoing need for housing affordable to households across the income spectrum.
- The City is planning for housing types for households at all income levels.
- Future housing affordability will depend on the relationship between income and housing price. The key question, which is difficult to answer based on historical data, is whether housing prices will continue to outpace income growth. It seems likely that without public intervention, housing will become less affordable in McMinnville.



PERCENT OF HOUSEHOLDS THAT ARE COST BURDENED OR SEVERELY COST BURDENED, 2016



Cost-burdened households spend more than 30% of their gross income on housing.



# HOUSING AFFORDABILITY

Consistent with the region, over a third of McMinnville's households are paying more than they can afford for housing.

Renters are much more likely to be cost burdened than homeowners in McMinnville.

## PERCENT OF MCMINNVILLE'S HOUSEHOLDS THAT ARE COST BURDENED OR SEVERELY COST BURDENED, BY OWNERSHIP STATUS, 2016

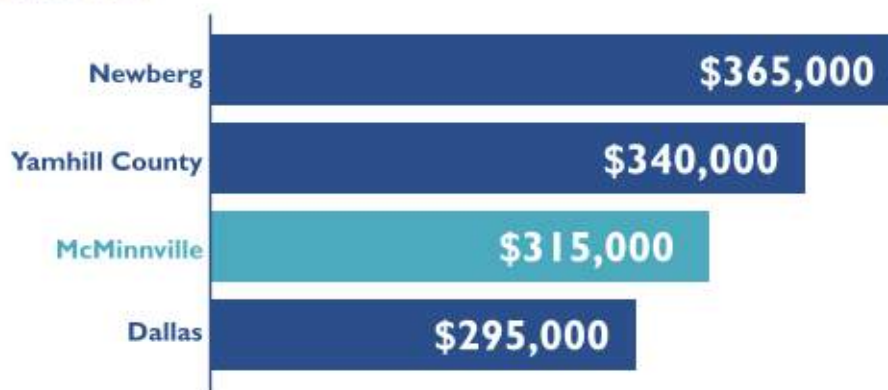


## MEDIAN MONTHLY RENTS, 2016



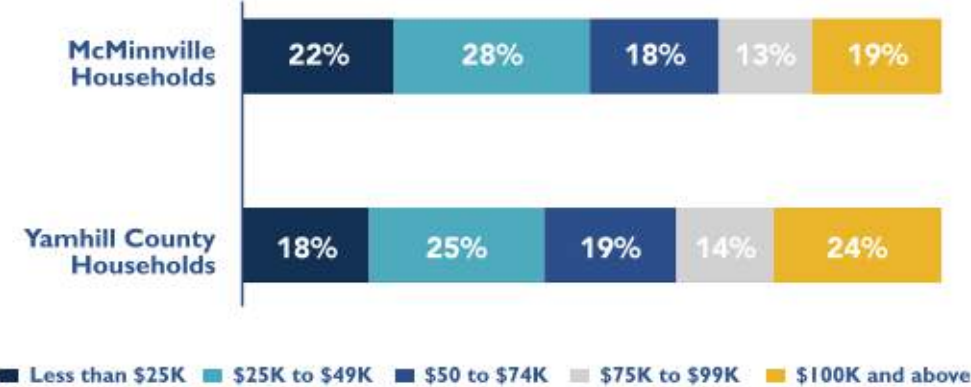
## MEDIAN HOME SALES PRICES, FEBRUARY 2019

Source: Redfin



# HOUSING AFFORDABILITY

## HOUSEHOLD INCOME DISTRIBUTION, 2016



Households earning less than \$25,000 per year are considered Very or Extremely Low-Income. Compared to Yamhill County, more households in McMinnville fall into this category.

Another way to evaluate housing affordability is to consider housing types affordable at different levels of income. The 2017 median household income in McMinnville was \$50,300.

A household in McMinnville would need to earn about \$90,000 per year to afford a house at the median home sales price of \$315,000 in McMinnville. Fewer than 24% of McMinnville's existing households have the income to afford a house at this price.

## FINANCIALLY ATTAINABLE HOUSING BY MEDIAN HOUSEHOLD INCOME, 2017

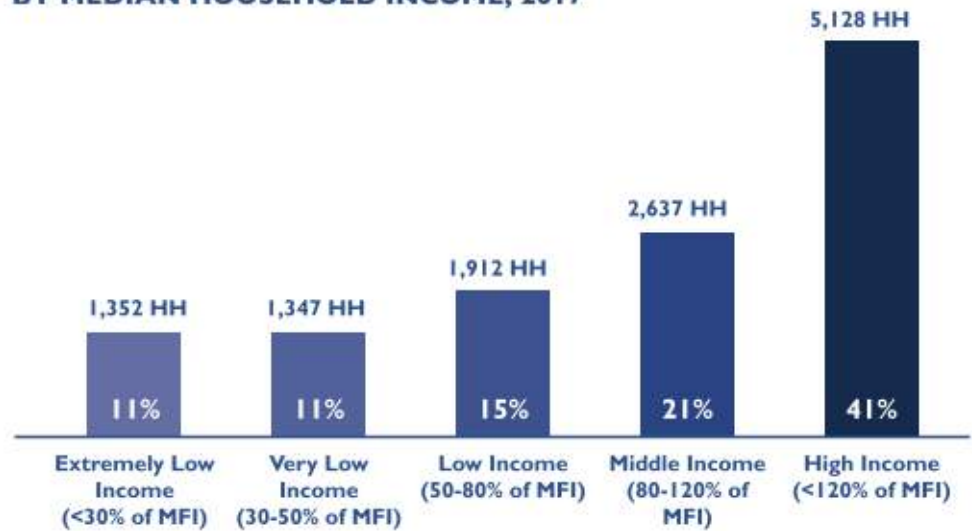
Source: Bureau of Labor Services



# HOUSING AFFORDABILITY

## SHARE OF MCMINNVILLE'S HOUSEHOLDS BY MEDIAN HOUSEHOLD INCOME, 2017

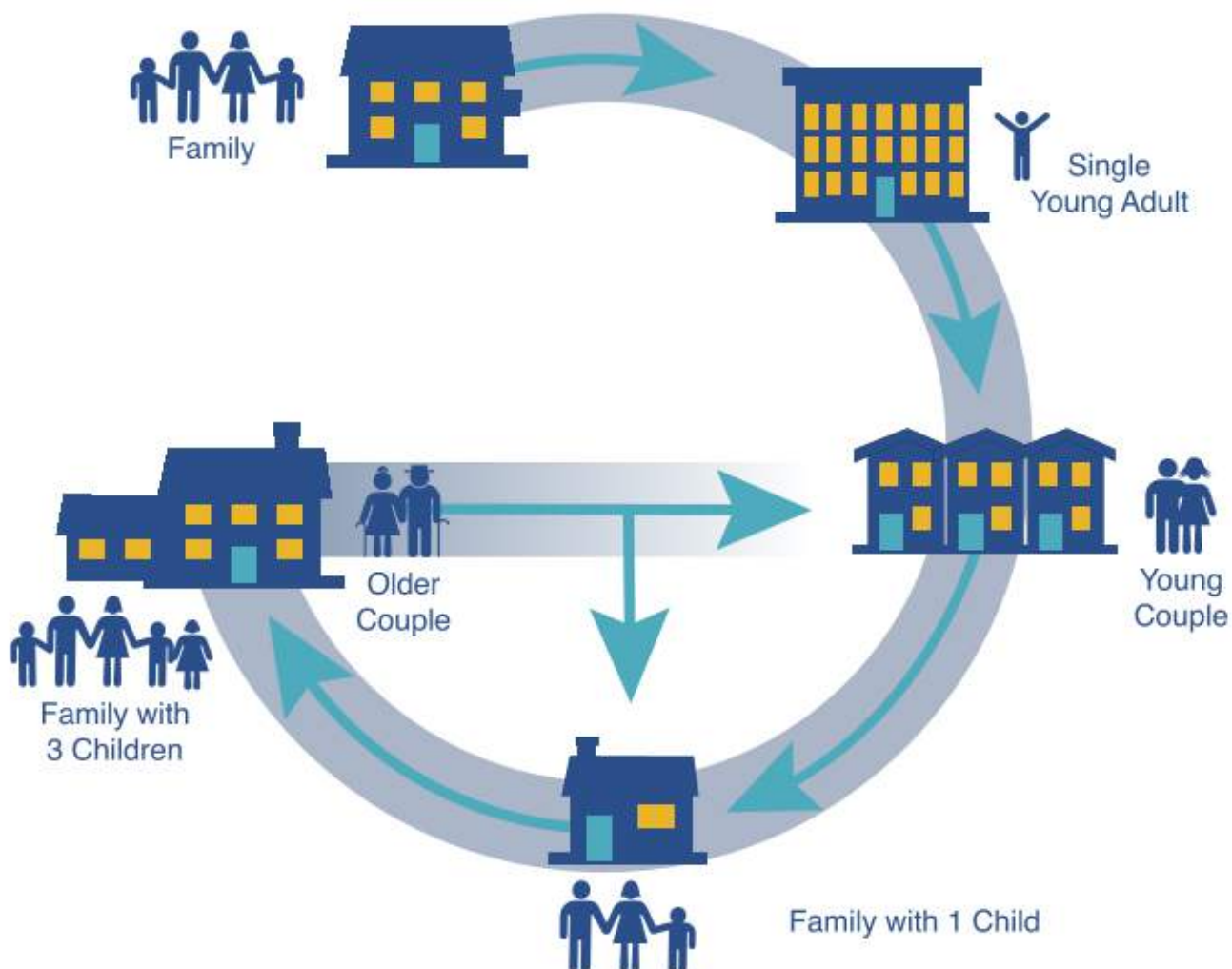
About 41% of McMinnville's households are high income, earning \$60,359 or more per year. About 37% of McMinnville's households earn 80% or less of MHI (about \$40,200 per year) and cannot afford a two-bedroom unit at Yamhill County's fair market rent of \$1,330.



## Factors Affecting Housing Need

Studies and data analysis have shown a clear linkage between demographic characteristics and housing choice, as shown in the figure below. Key relationships include:

- Housing needs change over a person's lifetime.
- Homeownership rates increase as income increases.
- Homeownership rates increase as age increases.
- Choice of single-family detached housing increases as income increases.
- Renters are much more likely to choose multifamily housing than single-family housing.
- Income is a strong determinant of tenure and housing-type choice for all age categories.





## FACTORS AFFECTING HOUSING NEED

The linkages between demographics and housing need can be used to predict future housing need in McMinnville. Three demographic trends are particularly important for McMinnville:

- **Aging of Baby Boomer Generation (born 1946 to 1964)**
- **Aging of the Millennial Generation (born early 1980s to early 2000s)**
- **Continued growth of the Latinx population**

### Housing Implications for Boomers:

Need for smaller, lower- cost housing near transit and urban amenities such as shopping and health care services.

### Aging of the Baby Boomers

Consistent with state and national trends, McMinnville's population is growing older. By 2040, 28% of the population of McMinnville is forecast to be 60 years of age and older, up from 22% in 2016.

#### LIKELY TRENDS AMONG BABY BOOMER HOUSEHOLDS:



### Housing Implications for Millennials:

Need for affordable owner and renter housing, especially in walkable neighborhoods. Millennial incomes will increase as they age. They will need opportunities for affordable, owner-occupied single-family housing, such as cottages or townhouses.

### Aging of the Millennials

The share of Millennials residing in McMinnville is forecast to stay consistent over the planning period. McMinnville's ability to attract and retain Millennials will depend on availability of affordable owner- and renter-occupied housing.

#### LIKELY TRENDS AMONG MILLENNIAL HOUSEHOLDS:



### Housing Implications for Latinx Households:

Need for larger, lower-cost renting and ownership opportunities to accommodate larger households with more children and multiple generations.

### Continued Growth of the Latinx Population

McMinnville's Latinx population grew by more than 3,400 people (7%) between 2000 and 2016. Nationwide, the Latinx population is predicted to be the fastest growing ethnic group over the next few decades.

#### CHARACTERISTICS OF LATINX HOUSEHOLDS COMPARED TO NON-LATINX HOUSEHOLDS:





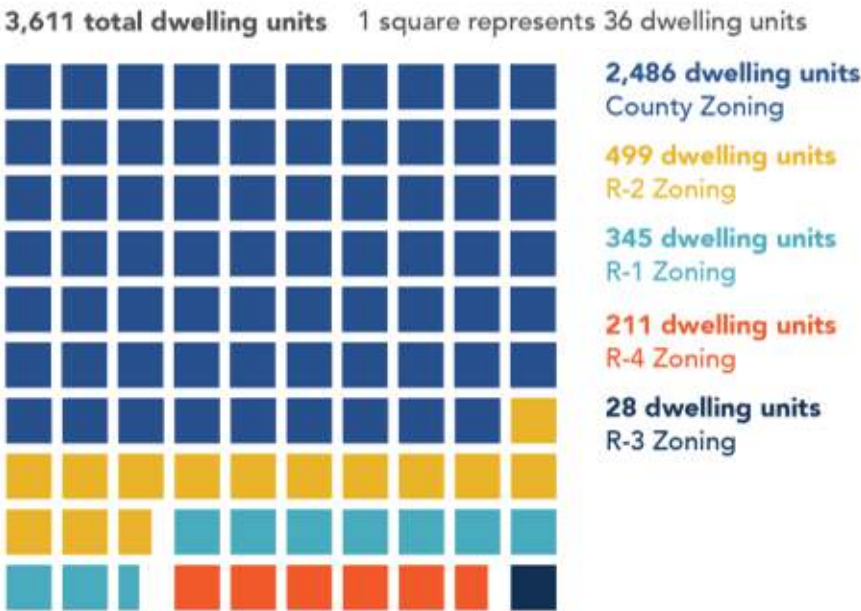
Development Capacity

The capacity analysis estimates the number of new dwelling units that can be accommodated on McMinnville’s buildable vacant and partially vacant residential land based on historical densities, with deductions for future rights-of-way. As part of the 2023 update, historical densities were increased by 3% to reflect changes to the City’s zoning code to allow more diverse housing types, such as townhouses, cottage housing, duplexes, triplexes, and quadplexes.



Capacity on Buildable Residential Land

CAPACITY ON RESIDENTIAL LAND, BY ZONING DISTRICT



Definitions

Capacity:

Number of dwelling units that can be accommodated on buildable land at planned densities.

Housing Density:

Number of dwelling units in an acre of land, with 43,560 square feet to 1 acre.

Future Density:

Density based on historical development densities with an increase of 3% to account for changes to McMinnville’s zoning code to comply with State requirements to allow more diverse housing types in residential areas per House Bill 2001 (2019).

DENSITY ON MCMINNVILLE’S RESIDENTIAL LAND BASED ON HISTORICAL DENSITIES, DWELLING UNITS PER GROSS ACRE (AMENDED PER HB 2001 (2019 OREGON LEGISLATURE))

3.19	4.43	4.94	6.28
R-1 Single-Family	R-2 Single-Family	R-3 Two-Family	R-4 Multiple-Family
6.49	22.56	5.05	
O-R Office / Residential	C-3 General Commercial	County Zoning	

# ACCOMMODATING NEEDED HOUSING

McMinnville's population is forecast to grow at 1.4% per year, adding over 11,200 new residents between 2021-2041. McMinnville will add another 15,300 new residents between 2041-2067.

**McMinnville's population growth will result in the addition of 4,657 new dwelling units between 2021-2041.**

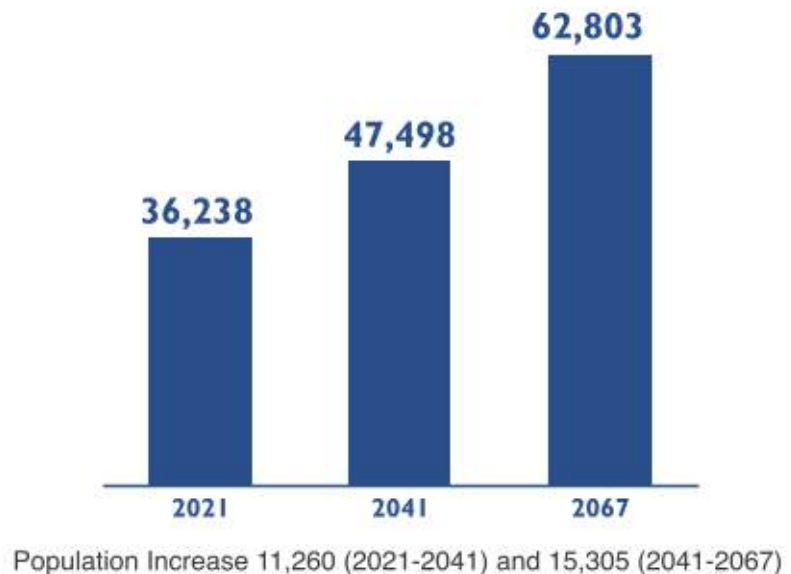
To accommodate growth between 2041-2067, McMinnville will add another 6,329 new dwelling units, for a total of 10,986 new units between 2021-2067. Some of these units will be accommodated through redevelopment or by accessory dwelling units and will not require buildable lands.

McMinnville needs to plan for a wider variety of housing types than has been produced in the past. These include different types of single-family detached units (e.g. tiny homes, cottages, small-lot single-family, traditional and high amenity), more townhouses, and more types of multifamily housing (e.g. duplexes, triplexes, quadplexes, apartments and condos with 5+ units).

## Demand For Residential Land, By Housing Type

McMinnville's population growth will affect the number of new households created and the demand for residential land. McMinnville's forecast for new housing is based on the forecast for population growth within the McMinnville UGB.

### FORECASTED TOTAL POPULATION, MCMINNVILLE UGB



McMinnville will need to provide land for 4,284 new dwelling units over the 20-year period, or 10,107 over the 46-year period. The analysis of housing affordability, the factors affecting housing need, and demographic changes suggest that McMinnville needs more affordable housing types (e.g., lower cost) and a greater variety of housing types, including more small-scale single-family detached housing, townhouses, and multifamily housing.

	 SINGLE-FAMILY DETACHED	 SINGLE-FAMILY ATTACHED	 MULTIFAMILY
2021-2041	2,524 new dwelling units	559 new dwelling units	1,202 new dwelling units
2021-2067	5,954 new dwelling units	1,318 new dwelling units	2,835 new dwelling units



## Comparison of Housing Capacity to Housing Demand

The last step in the Housing Needs Analysis is to compare the capacity of McMinnville's vacant and partially vacant residential land with demand for housing. McMinnville does not have enough land in its residential plan designations to accommodate growth of single-family detached, single-family attached (townhouses), or multifamily housing.



## Deficit of Capacity for New Housing

At historic housing densities (increased by 3% to account for the requirements of House Bill 2001 (2019) to allow more diverse housing types in residential areas), McMinnville has capacity for 3,611 dwelling units on existing vacant and partially vacant lands, including lands brought into the UGB in 2020.

### DEFICIT OF LAND FOR NEW HOUSING, MCMINNVILLE UGB, 2021-2041

A deficit of 1,101 dwelling units results in a deficit of:



### DEFICIT OF LAND FOR NEW HOUSING, MCMINNVILLE UGB, 2021-2067

A deficit of 6,924 dwelling units results in a deficit of:



# KEY FINDINGS AND CONCLUSIONS

## Key Findings and Conclusions

McMinnville's UGB is forecast to grow from 36,238 people in 2021 to 47,498 people in 2041, an increase of 11,260 people. After considering a number of factors, including household size and residential vacancy rates, McMinnville will have demand for about 4,657 new dwelling units over the 20-year planning period (2021 to 2041), and about 10,986 new dwelling units for the 46-year period between 2021 and 2067.

McMinnville will need to accommodate an average of 233 new dwelling units annually over the 20-year planning horizon. Over the 20-year planning period, McMinnville will accommodate 373 needed dwelling units through redevelopment and infill — these units will not require vacant or partially vacant lands. Accordingly, this will result in McMinnville needing to accommodate 4,284 needed new dwelling units on vacant or partially vacant buildable residential lands.

In the future, McMinnville will plan for an increased share of single-family attached dwelling units and multifamily units to meet the City's housing needs. Currently, about 68% of McMinnville's housing stock is single-family detached housing, 9% is single-family attached housing, and 23% is multifamily housing. Based on Project Advisory Committee recommendations, McMinnville will plan for a different mix in new housing, which will result in a slight change to McMinnville's aggregate overall mix of existing and new housing. McMinnville will plan for a decrease in share of single-family detached housing (55% of new housing stock) to provide opportunities for more single-family attached housing (12% of new housing) and multifamily housing (33% of new housing).

McMinnville is planning for slightly higher overall average density than it has in the past. As McMinnville shifts toward more single-family attached housing and multifamily housing, McMinnville's average housing density (for new dwelling units) will increase from 5.05 dwelling units per gross acre (historic average density) to 5.46 dwelling units per gross acre (needed average density) — an 11% increase.

McMinnville's existing deficit of relatively affordable housing on both sides of the affordability spectrum indicates a need for a wider range of housing types for renters and homeowners. About 36% of McMinnville's households are cost burdened (paying more than 30% of their income on housing), including a cost-burden rate of 52% for renter households. Without diversification of housing types, lack of affordability will continue to be a problem — possibly growing in the future if incomes continue to grow at a slower rate than housing costs. Under the current conditions between 2021 and 2041, about:

- **1,016 of the forecasted new households will have incomes of \$25,150 or less.** These households often cannot afford market-rate housing without government subsidy.
- **1,711 new households will have incomes between \$25,150 and \$60,359.** These households will need access to relatively affordable housing, such as single-family detached housing (e.g., tiny homes, cottages, small-lot, and traditional), single-family attached housing (e.g., town homes), and multifamily products (particularly middle housing types such as duplexes, triplexes, quadplexes, and apartments/multifamily condominiums).
- **1,930 new households will have incomes over \$60,359.** These households will need higher-amenity housing types such as single-family detached housing, single-family attached housing, and higher-end multifamily products (particularly condominiums).

McMinnville's UGB will not accommodate all of McMinnville's housing needs. Over the planning period through 2041, McMinnville has a deficit of capacity for 1,101 dwelling units, which means the City has an approximate deficit of about 202 gross acres by 2041.



# HOUSING POLICY RECOMMENDATIONS

The McMinnville Housing Strategy presents a full range of policy and action recommendations from the housing needs analysis. This section summarizes the recommendations from that memorandum.

The overall intention of these policy actions is to ensure that McMinnville is allowing for development of a wide range of housing types that will be affordable to households at all income levels, consistent with the intention of Oregon's Statewide Planning Goal 10. No single policy is sufficient to create an environment where more diverse housing and will be developed in McMinnville.

## Land Use Strategy

### Strategy 1. Growth Planning

- 1.1 Develop an Urban Reserve Area
- 1.2 Establish a Framework Plan for the URA
- 1.3 Identify an Expanded UGB per the URA
- 1.4 Develop Area Plans for UGB Lands Identifying Housing Opportunities
- 1.5 Conduct Infrastructure Planning for URA and UGB Areas (Update infrastructure plans for growth lands)
- 1.6 Update Goal 5 Natural Resource Planning & Policies, incl. Wetlands and Riparian Areas
- 1.7 Update Goal 7 Hazards Planning & Policies, incl. Landslide Susceptibility
- 1.8 Review and Update City/County Urban Growth Management Agreement (UGMA) if needed.
- 1.9 Implement Great Neighborhood Principles
- 1.10 Create a Diverse Housing Zone
- 1.11 Develop a High-Density Residential Zone
- 1.12 Develop Annexation Process to Mandate Housing Types Upon Annexation per Area Plans

### Strategy 2. Housing Development in Existing UGB

- 2.1 Create a Diverse Housing Zone
- 2.2 Develop a High-Density Residential Zone
- 2.3 Provide Density Bonuses to Developers
- 2.4 Promote Infill Development, Allowing Flexibility in Existing Zones with Appropriate Design and Development Standards
- 2.5 Update Infrastructure Plans for Infill Development
- 2.6 Implement Great Neighborhood Principles
- 2.7 Re-designate or Rezone Land for Housing

### Strategy 3. Infrastructure & Public Facilities Planning

- 3.1 Assess Infrastructure Capacity to Support Infill
- 3.2 Repeal Outdated Policies Related to Old Sewer Treatment Capacity Limits
- 3.3 Identify Issues and Plan for Water Zone 2 Infrastructure Improvements
- 3.4 Develop Infrastructure Allocation Policies
- 3.5 Identify Areas with Underutilized Infrastructure Capacity
- 3.6 Encourage "To and Through" Infrastructure Policies

### Strategy 4. Special Area Planning

- 4.1 City Center Housing Strategy
- 4.2 Evaluate Three Mile Lane for Residential Development
- 4.3 Undertake a Highway 99W Corridor Study – Explore Opportunities for Higher Density Mixed-Use Development

### Strategy 5. Land Use / Code Amendments

- 5.1 Allow Duplexes, Cottages, Townhomes, Row Houses, and Tri- and Quad-Plexes in Single-Family Zones with Appropriate Design & Development Standards
- 5.2 Implement Other Code Amendments Prioritized by the PAC.
- 5.3 Streamline Zoning Code and Other Ordinances
- 5.4 Implement the Great Neighborhood Principles
- 5.5 Repeal Outdated Policies Related to Old Sewer Treatment Capacity Limits
- 5.6 Evaluate Code for Fair Housing Act Best Practices
- 5.7 Advocate for Inclusionary Zoning Enablement – State Legislation and Annexation Processes

## Other, Non-Land Use Strategies

### Strategy 6. Programs for Affordable Housing (Non-Land Use)

- 6.1 Pursue Funds for Affordable Housing (City Influence).
- 6.2 Financial Incentives Supporting Inclusionary Zoning
- 6.3 Reduced or Waived Planning Fees, Permit Fees, SDCs for Affordable Housing
- 6.4 Vertical Housing Tax Abatement (Locally Enabled & Managed)
- 6.5 SDC Financing and Credits
- 6.6 Parcel assembly
- 6.7 Multiple-Unit Limited Tax Exemption Program (Locally Enabled and Managed)
- 6.8 Sole Source SDCs
- 6.9 Grants or Loans
- 6.10 Vacant Property Tax.
- 6.11 Fee for Demolition of Affordable Home for Expensive Home.

### Strategy 7. Leveraging Partnerships for Housing (Non-Land Use)

- 7.1 Support Partners Pursuit of Affordable Housing Funds
- 7.2 Community Land Trust (CLT)
- 7.3 Affordable Housing Property Tax Abatement
- 7.4 Land Banking

# ECONOMIC OPPORTUNITIES ANALYSIS



McMinnville's Economic Opportunities Analysis (EOA) provides information to support economic development planning and management of McMinnville's commercial and industrial land. The City last evaluated economic trends in an EOA in 2013. Substantial changes have occurred in the national and regional economy since 2013 that have implications for economic growth in McMinnville, including the recovery from the Great Recession and changes in retail and increased automation. In 2019, the City adopted the MAC-Town 2032 Economic Development Strategic Plan which identifies target industries and establishes a detailed action plan to enhance McMinnville's economy.

This report summarizes detailed technical analysis found in the 2020 McMinnville Economic Opportunities Analysis. The purpose of the 2020 EOA was to develop a factual base to provide the City with information about current economic conditions. This factual basis, presented in the EOA, provides information necessary for updating the City's economic development Comprehensive Plan policies and to evaluate whether McMinnville has an adequate inventory of industrial and other employment sites to accommodate economic and employment growth.

The EOA provides information that the City can use to identify and capitalize on its economic opportunities. It also provides information essential to addressing the City's challenges in managing economic development. These challenges include a lack of appropriate industrial sites to support growth of businesses that require specific characteristics, as well as a significant deficit of land for retail, office, and other commercial uses.

This summary report presents the results of the McMinnville Economic Opportunities Analysis 2021 to 2041, which presents the full results of the EOA for McMinnville and is intended to comply with statewide planning Goal 9 (economy) and Oregon Administrative Rule (OAR) 660-009. The EOA presents an evaluation of McMinnville Comprehensive Plan policies related to economic development. The report reflects updates completed in 2023 to account for: land added to McMinnville's UGB in 2020 and development in McMinnville through 2021.

City staff and ECONorthwest staff worked with the Project Advisory Committee (PAC) to review the results of the EOA. In 2023, a PAC met twice to discuss the updates to the analysis.



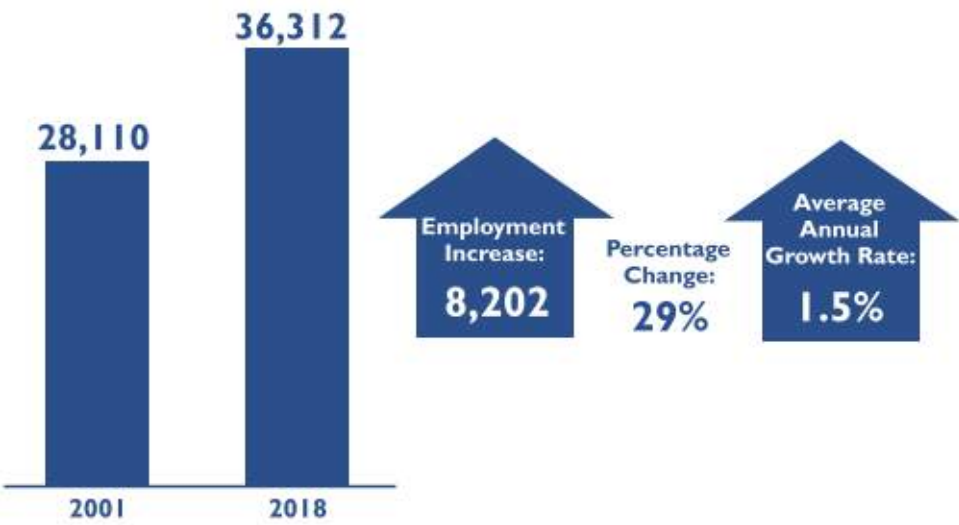


# FACTORS AFFECTING ECONOMIC GROWTH IN MCMINNVILLE

McMinnville's economy and employment will grow as a result of growth in the national and regional economy, as well as factors in Yamhill County and the Willamette Valley. The following are key trends that have implications for economic growth in McMinnville.

## CHANGE IN COVERED EMPLOYMENT, YAMHILL COUNTY, 2001-2018

Source: U.S. Bureau of Labor Statistics.

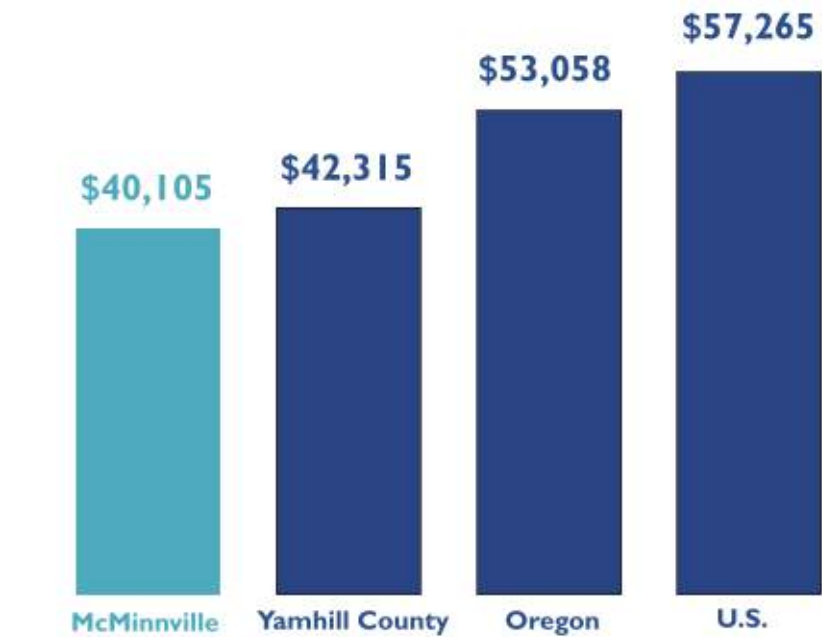


### Industrial employment, including sectors such as manufacturing, grew in Yamhill County between 2001 and 2018

Industrial sectors added more than 2,500 jobs, commercial services added almost 5,000 jobs, and retail employment increased by over 570 jobs.

## AVERAGE ANNUAL PAY

Oregon Employment Department: Oregon Labor Market Information System, U.S. Bureau of Labor Statistics

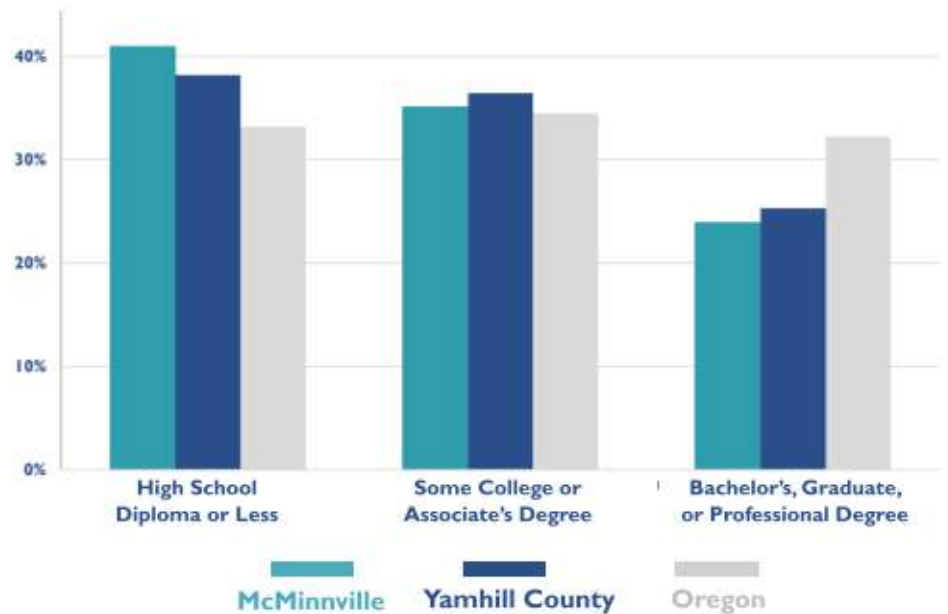


The average pay for jobs in McMinnville was \$40,105 per job, below the County and State averages.

# FACTORS AFFECTING ECONOMIC GROWTH IN MCMINNVILLE

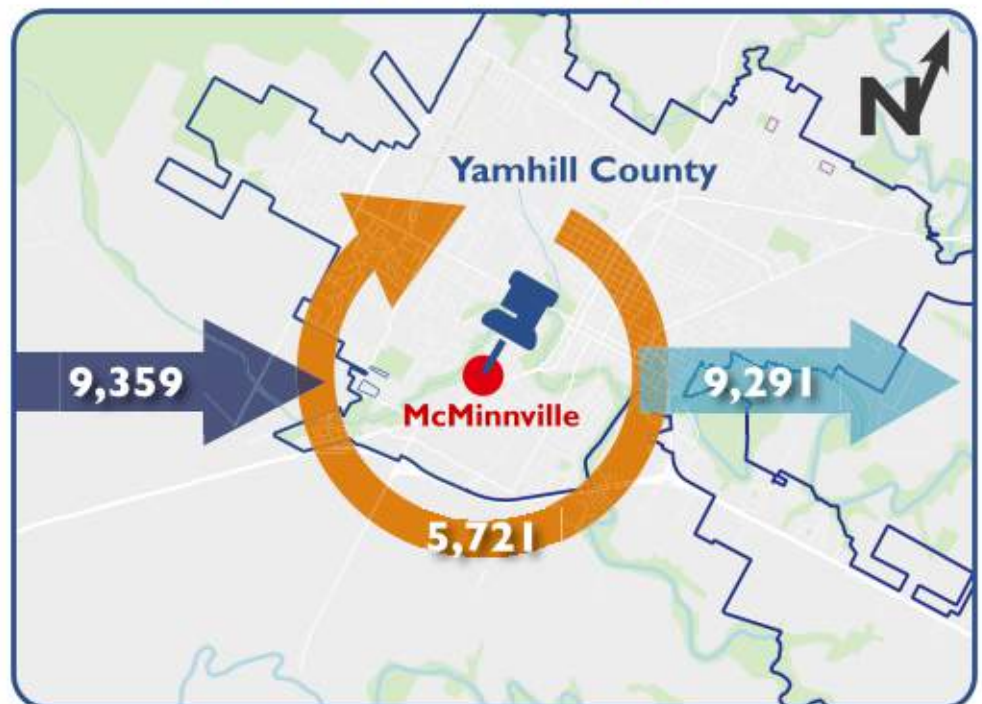
## EDUCATIONAL ATTAINMENT, PERCENT OF THE POPULATION AGE 25 AND OVER, 2017

McMinnville has a lower than average percent of population with a Bachelor's Degree (or higher) relative to statewide trends.



## COMMUTING PATTERNS IN MCMINNVILLE, 2017

McMinnville is part of the regional economy of the Mid-Willamette Valley. About 38% of people who work in McMinnville also reside in McMinnville, while other workers commute to McMinnville from other places including Salem, Portland, and Newberg.





## Employment in McMinnville

In 2017, McMinnville had about 14,964 covered employees<sup>1</sup> at 1,208 businesses and other employers. McMinnville's average employer size was 12.4 employees per employer. The sectors with the largest concentrations of employees in McMinnville were in the following sectors: Health Care and Social Assistance / Private Education (21%), Manufacturing (15%), Retail Trade (15%), Government (14%), and Accommodation and Food Service (10%).

### JOBS BY SECTOR, MCMINNVILLE, 2017

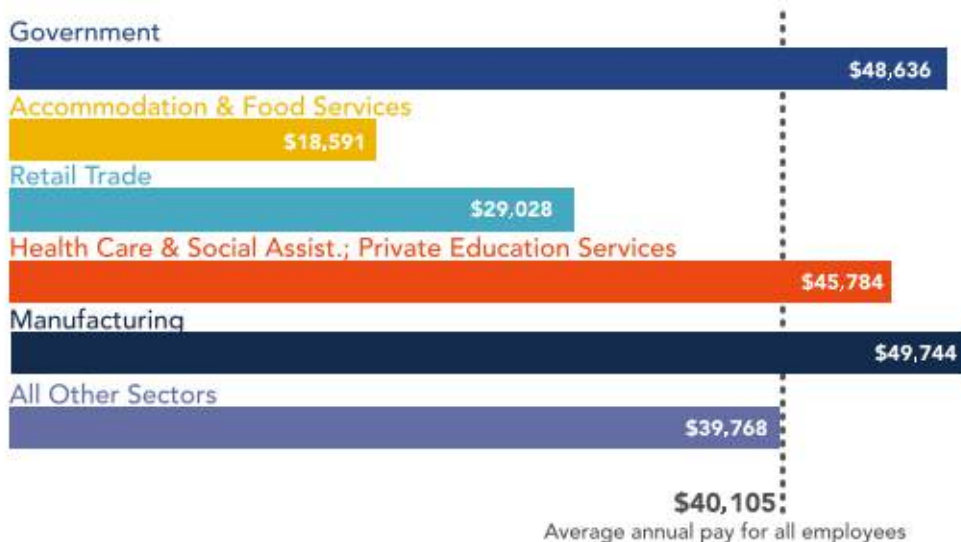
Source: Oregon Employment Department, Quarterly Census of Employment and Wages

1 square represents 500 jobs



Food and Beverage manufacturing accounts for about one quarter of McMinnville's employment in the manufacturing sector.

### AVERAGE PAY BY SECTOR, MCMINNVILLE, 2017



McMinnville's employment in Healthcare, Social Assistance, and Private Education has the largest share of employment and higher-than-average wages.

<sup>1</sup> Covered employment is employment covered by unemployment insurance. Covered employment does not include all workers in an economy. Most notably, covered employment does not include sole proprietors.

# MCMINNVILLE'S COMPETITIVE ADVANTAGES AND TARGET INDUSTRIES



## Target Industries

The industries identified as having potential for growth in McMinnville (according to the MAC-Town 2032 Economic Development Strategic Plan) are:



Traditional Industry  
& Advanced Manufacturing



Craft Beverages & Food Systems



Technology & Entrepreneurship



Education, Medicine  
& Other Sciences

Economic development opportunities in McMinnville will be affected by local conditions as well as the national and state economic conditions addressed above. Economic conditions in McMinnville relative to these conditions in other portions of the Mid-Willamette Valley region form McMinnville's competitive advantage for economic development. McMinnville's competitive advantages have implications for the types of firms most likely to locate and expand in the area.

- **Location and size.** McMinnville is located with proximity to Portland, Salem, and the Oregon Coast. McMinnville's central location serves the local community, regional employment, and commercial service needs, as well as serving tourism industries as a regionally recognized destination for Yamhill and Willamette Valley wineries.
- **Transportation.** McMinnville is directly served by Highway 99W – as a historically significant central organizing spine to access commercial and industrial businesses throughout the community. Highway 18 and Highway 22 (via 99W) also provide connections to the region. The McMinnville Municipal Airport has the capacity to handle corporate jet aircraft – together with availability of aircraft rentals, flight instruction, aircraft maintenance, and fuel.
- **Low public utility rates.** McMinnville is recognized as offering low electricity and water rates compared with other public and private utilities region-wide and statewide.
- **Access to labor pool and workforce training resources.** McMinnville employers have access to a county-wide labor market of nearly 50,000, as well as the larger regional Mid-Valley labor pool. McMinnville's access to education through Linfield College and Chemeketa Community College also provide direct connections for businesses and potential employees. **Quality of life.** McMinnville's small-town character, including a walkable downtown attracts workers and businesses to McMinnville, and is especially attractive for entrepreneurial and other individually owned, non-corporate enterprises.

### McMinnville's disadvantages for economic development include:

- **Transportation.** McMinnville's poor linkages to Interstate access and congestion on the 99W corridor present challenges to Transportation in McMinnville.
- **Land supply.** Since 2000, population has been increasing somewhat more rapidly than the state, at an average annual rate of 1.4%. In the past, City services have been able to match without experiencing major fiscal issues. However, continued population growth at a somewhat reduced coordinated population growth rate averaging about 1.2% per year is now forecast through 2067. Constrained land supply may be restricting growth and the cost of services is increasing faster than increases in assessed values. The EOA shows a deficit of commercial land in McMinnville.



# FORECAST OF EMPLOYMENT GROWTH AND LAND SUFFICIENCY

The rate at which McMinnville's employment base grows over the next 20 years will affect development of new commercial and industrial buildings and demand for employment land. McMinnville's employment forecast assumes that employment will grow at the same rate as population growth, at 1.36% average annual per year. Employment growth will result in growth of more than 6,800 new jobs and demand for 697 acres of land between 2021 and 2041. For commercial land, demand will continue to grow through 2067, resulting in total commercial land demand of 570 acres between 2021 and 2067.

**McMinnville's employment is forecast to grow at the same rate as its population, 1.36% per year.**

## FORECASTED DEMAND FOR LAND TO ACCOMMODATE EMPLOYMENT, 2021-2041

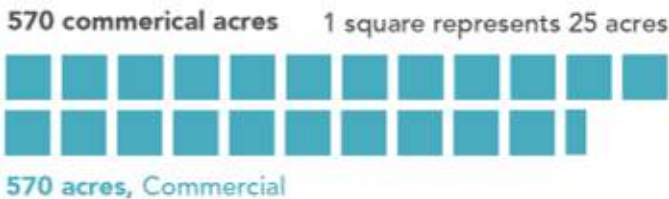


## FORECASTED DEMAND FOR LAND TO ACCOMMODATE EMPLOYMENT, 2021-2041

McMinnville does not have enough land to accommodate commercial and industrial employment growth over the next 20 years. The City has a deficit of about 29 acres of industrial land and 159 acres of commercial land.



## FORECASTED DEMAND FOR COMMERCIAL LAND TO ACCOMMODATE EMPLOYMENT, 2021-2067



## FORECASTED DEMAND FOR COMMERCIAL LAND TO ACCOMMODATE EMPLOYMENT, 2021-2067

McMinnville does not have enough land to accommodate commercial employment growth over the next 46 years. The City has a deficit of about 416 acres of commercial land. This analysis does not estimate demand for industrial land for the 2041-2067 period.



# PUBLIC AND INSTITUTIONAL LAND NEEDS

## PUBLIC AND INSTITUTIONAL USES INCLUDE:

- Public Schools
- Private Schools
- Religious Uses
- Parks
- Government
- Semi-Public Services
- Infrastructure



## Public and Institutional Land Needs

Certain land uses don't lend themselves to forecasting land needs by use of an employment forecast and employment density assumptions. Statewide Planning Goal 14 (Urbanization) explicitly discusses specific public lands under Land Need Factor 2 (emphasis added): "Demonstrated need for housing, employment opportunities, livability or uses such as **public facilities, streets and roads, schools, parks or open space**, or any combination of the need categories...". The HNA and EOA identify land supply and demand for housing and employment. Cities, however, provide land for other uses that support housing and employment as well as other aspects of community life.

Inventorying public and institutional land needs was the first step in the analysis. The inventory was then converted into the number of acres per 1,000 population. Public and institutional land needs were further informed through consultations with affected city departments, the McMinnville School District, Chemeketa Community College, and Linfield College, and government agencies. The results were discussed at several meetings of a subcommittee of the EOA PAC and reflect the PAC's recommendations.

The City expanded its UGB in 2020, including land for public and semi-public uses. McMinnville's UGB expansion added about 444 acres for public and semi-public uses, shown in the table below. The expansion included enough land to meet the estimated public land needs through 2041 except for an unmet park land need.

### LAND ADDED TO THE UGB IN 2020 FOR PUBLIC USES COMPARED WITH ESTIMATED PUBLIC LAND NEEDS THROUGH 2041

CATEGORY OF LAND NEED	ADDITIONAL LAND NEED (ACRES)		
	UGB EXPANSION FOR 2003-2023 PHASE 2	PUBLIC LAND NEED THROUGH 2041	SURPLUS OR (DEFICIT)
Parks	315	392	(77)
Schools (McMinnville SD)	54	10	44
Private Schools (colleges)	2	0	2
Religious (churches)	48	38	9
Government (City, County, State, Federal)	1	16	(15)
Semi-public Services (Water & Light)	25	21	4
<b>Total</b>	<b>444</b>	<b>477</b>	<b>(32)</b>



## ACKNOWLEDGMENTS

ECONorthwest prepared this report for the City of McMinnville. ECONorthwest and the City of McMinnville thank the many people who helped to develop the McMinnville Housing Needs Analysis, Economic Opportunities Analysis, and Urbanization Report, as well as the update to these reports in 2023. This project was funded in part by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

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# **City of McMinnville**

## **Housing Needs Analysis**

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November 2023

Prepared for:  
City of McMinnville

**FINAL REPORT**

**ECONorthwest**  
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# Acknowledgments

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ECONorthwest prepared this report for the City of McMinnville. ECONorthwest and the City of McMinnville thank those who helped develop the McMinnville Buildable Lands Inventory and Housing Needs Analysis. This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

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# Executive Summary

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This section summarizes the high-level findings from the analysis of land sufficiency of residential land in the McMinnville urban growth boundary (UGB). The findings in this report are intended to comply with statewide planning policies, statutes, and goals.

## Background

The City of McMinnville first adopted an urban growth boundary (UGB) in 1981 to meet the projected needs for the 1980-2000 planning period. McMinnville's last acknowledged Housing Needs Analysis (HNA) approved in 2003 is for the 2003-2023 planning period. This analysis identified the need for additional land supply and resulted in an attempt to expand the City's UGB in 2003, which was partially approved in 2004, with the remainder appealed for a variety of issues, ultimately being remanded to the City in 2011. In 2021, the final UGB amendment for the 2003 HNA was approved for the planning period of 2003-2023.

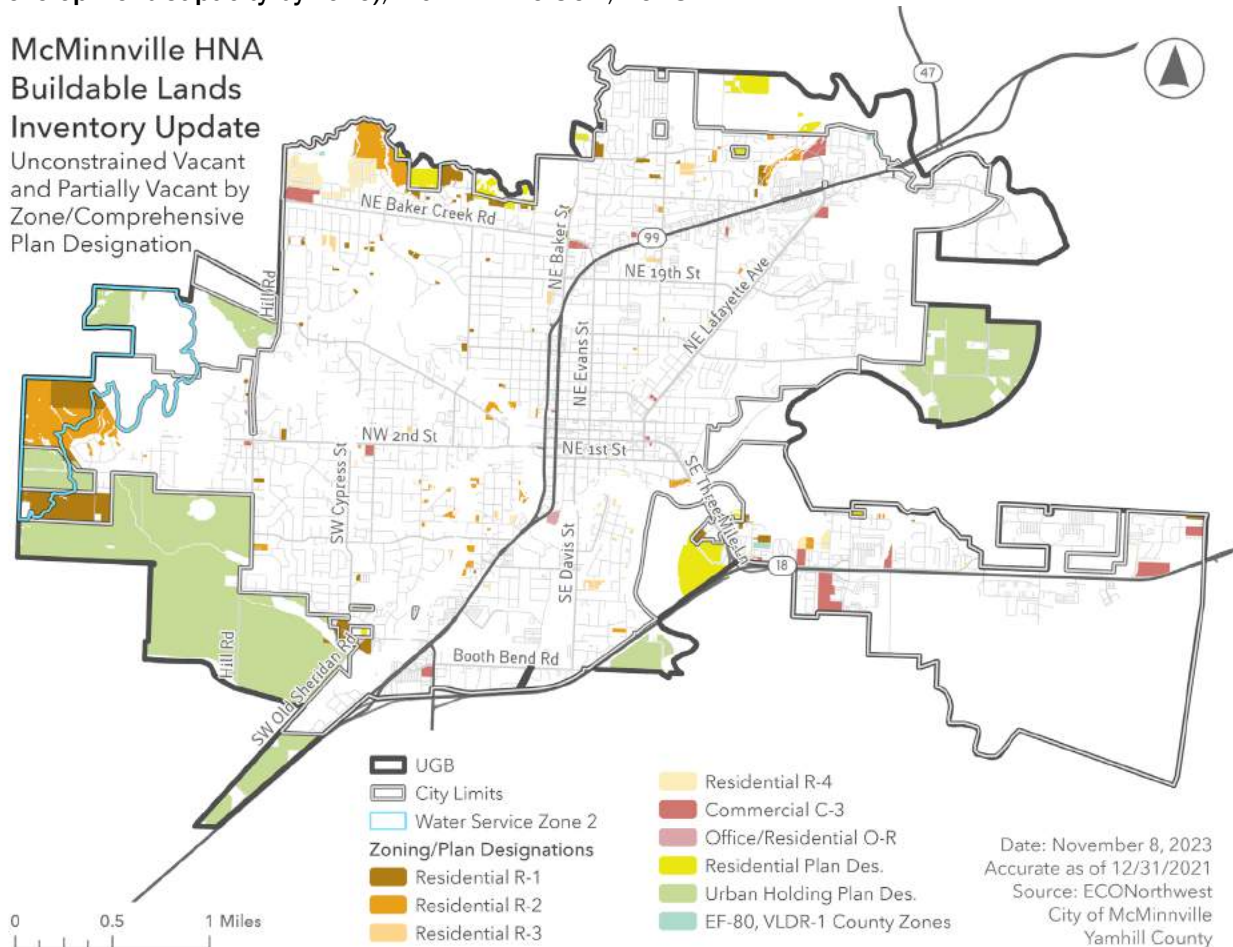
While the City was trying to finalize the UGB amendment for the 2003 acknowledged HNA, the City started working on a new HNA for the planning period of 2021-2041 and 2021 - 2067 in 2018. A draft was completed in 2020, and then amended in 2023 to include the results of the 2021 UGB amendment and the provisions of HB 2001 (2019 Oregon Legislature). The update in 2023 updated the Buildable Lands Inventory to include development through December 31, 2021.

An HNA provides McMinnville with the factual basis to update the Housing Element of the City's comprehensive plan and zoning code, support for future planning efforts related to housing, and options for addressing unmet housing needs in McMinnville. It provides information that will inform future planning efforts, including a review of the McMinnville UGB and the establishment of urban renewal areas (URAs). It provides the City with information about the housing market in McMinnville and describes the factors that will affect future housing demand and need in McMinnville.

## How much residential land does McMinnville currently have?

Within the Urban Growth Boundary (UGB), McMinnville has 5,418 total acres of vacant or partially vacant residential land spread across 10,563 tax lots, this includes commercial zones that allow residential uses. Of this land, 847 acres is vacant for residential development. About 63% of this land (533 acres) is in County zoning and 37% (315 acres) is within the city limits. Of note, McMinnville's residential land includes both public and institutional land as well (such as parks, schools, and religious land uses).

**Exhibit 1: Buildable Acres (Unconstrained Portions of Vacant and Partially Vacant Parcels with Development Capacity by zone), McMinnville UGB, 2023**





## How much growth is McMinnville planning for?

McMinnville is growing and per state law must plan for the housing to accommodate its growing population. Exhibit 2 shows McMinnville's projected populations through 2067. McMinnville is expected to grow by 31% over the 20-year analysis period of 2021 to 2041, from 36,238 residents to 47,498 residents, and by 42% over the 46 year analysis period of 2021 to 2067 from 36,238 residents to 62,803 residents.

### Exhibit 2. 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)

ECONorthwest projects McMinnville's housing needs in Exhibit 3. McMinnville will need to add 4,657 dwelling units by 2041 to accommodate its projected growth in population (an average of 233 new dwelling units per year). McMinnville will need to add 10,986 dwelling units by 2067 to accommodate its projected growth in population (an average of 234 dwelling units per year).

### Exhibit 3. Forecast of Demand for New Dwelling Units, McMinnville UGB, 2021 to 2041 and 2021 to 2067

Source: Calculations by ECONorthwest

Variable	New Dwelling Units	
	20-Year (2021 to 2041)	46-Year (2021 to 2067)
Change in persons	11,260	26,565
Average household size	2.55	2.55
New occupied DU	4,416	10,418
<i>times</i> Aggregate vacancy rate	5.4%	5.4%
<i>equals</i> Vacant dwelling units	241	568
<b>Total new dwelling units</b>	<b>4,657</b>	<b>10,986</b>
<b>Annual average of new dwelling units</b>	<b>233</b>	<b>234</b>

## How much land will be required for housing?

Exhibit 4 summarizes the projected mix of needed housing units in McMinnville for the planning period of 2021- 2041 and 2021-2067 period. The projected housing mix assumption consist of 55% single-dwelling units detached, 12% single-dwelling units attached, and 33% multifamily units. This housing mix assumption is based on demographic trends, demands and local values for an increased supply of multidwelling units and less reliance on single dwelling units.

### Exhibit 4. Forecast of Demand for New Dwelling Units by Type, McMinnville UGB, 2021 to 2041 and 2021 to 2067

Source: Calculations by ECONorthwest. Note: DU is dwelling unit.

Variable	New Dwelling Units by Type	
	20-Year (2021 to 2041)	46-Year (2021 to 2067)
Needed new dwelling units	4,657	10,986
Dwelling units by structure type		
Single-family detached		
Percent single-family detached DU	55%	55%
<i>equals</i> Total new single-family detached DU	2,561	6,042
Single-family attached		
Percent single-family attached DU	12%	12%
<i>equals</i> Total new single-family attached DU	559	1,318
Multifamily		
Percent multifamily	33%	33%
<i>Total new multifamily</i>	1,537	3,626
<i>equals</i> Total new dwelling units	4,657	10,986

McMinnville expects to accommodate some housing on land with existing development, through infill and redevelopment. Infill (which includes accessory dwelling units) and redevelopment is development that occurs on fully developed lots; the property owner may add additional units to the property or demolish the dwelling unit(s) that are already in place to build one or more units on the property. For the 2021 to 2041 period, this HNA assumes 8% of new housing will be accommodated through infill and redevelopment. This results in 373 units that will be accommodated through infill and redevelopment.

Translating need for housing into need for residential land requires assumptions about future development densities. An analysis of historical densities showed that McMinnville's housing developed at an average of 4.9 dwelling units per gross acre between 2000 and July 2018. Since then, McMinnville adopted development code to comply with House Bill 2001 (2019) to allow duplexes, townhouses, cottage housing, triplexes, and quadplexes in areas where single-

dwelling detached housing is allowed. As a result, per HB 2001 (2019) this analysis assumed an increase of 3% for future densities, resulting in an average of 5.05 dwelling units per gross acre.

Exhibit 5 shows the capacity of McMinnville's vacant residential land based on the historical densities with 3% added to account for HB 2001 (2019). McMinnville has capacity for 3,183 dwelling units.

#### **Exhibit 5. Unconstrained Vacant and Partially Vacant Buildable Land (Water Zone 1 and 2) with Baseline Capacity, McMinnville UGB, 2018**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit. Note2: The density of county zoned land is the historic average density achieved (5.05 du/gross acre). Note 3: As stated above, no capacity was allocated to the C-3 zone.

\*The 54 acres of land for the small lots in rural zoning with reduced capacity was removed from the acres of land for "All other land in County zoning"

<b>Zoning Districts</b>	<b>Total Unconstrained Buildable Acres (Water Zone 1 &amp; 2)</b>	<b>Density Assumption (DU/Gross Acre)</b>	<b>Capacity (Dwelling Units)</b>
R-1 Single Family Residential	108	3.19	345
R-2 Single Family Residential	113	4.43	499
R-3 Two Family Residential	11	4.94	53
R-4 Multiple-Family Residential	34	6.28	212
O-R Office/Residential	3	6.49	16
C-3 General Commercial	47	22.56	-
County Zoning			
Small lots in rural residential zoning with reduced capacity*			72
<b>All other land in County zoning</b>	<b>394</b>	<b>5.05</b>	<b>1,986</b>
<b>TOTAL</b>	<b>708</b>	<b>4.49</b>	<b>3,183</b>

## **Does McMinnville have enough land to accommodate growth?**

Per this HNA, McMinnville's UGB will not accommodate all of its projected housing needs. McMinnville has a deficit of capacity for **1,101 dwelling units** for the 2021-2041 period, resulting in a land deficit of **218 gross acres** (at a density of 5.05 du/gross acre) or 202 gross acres (at a density of 5.46 du/gross acre).

# 1. Introduction

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This report presents a housing needs analysis (HNA) for the City of McMinnville. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing) and applicable statutes such as ORS 197.296 and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

Consistent with Statewide Planning Goal 10, the HNA documents McMinnville's housing needs for the 2021–2041 planning period.<sup>1</sup> It is more comprehensive than the State requires, looking at housing needs for a 5-, 10-, 20-, and 50-year period. The shorter-term analyses are intended to identify immediate housing needs and strategies given current land-need deficiencies, and the 50-year analysis can provide a basis for the establishment of urban reserve areas (URAs).

This HNA was first developed in 2018 and 2019, and then updated in 2023 to account for changes in buildable land supply and state statutory requirements and allowances.

In 2023, the City updated the HNA to:

- Add an Executive Summary.
- Account for changes in the buildable lands inventory, including:
  - Accounting for land brought into the urban growth boundary in 2021
  - Development that occurred through December 31, 2021, as an update to the buildable lands inventory
  - Remove the forecast of growth and land demand for the 2018-2021 period, as that growth is now accounted for in the update of the buildable lands inventory.
- Update the analysis of needed density to assume an increase of 3% for needed densities, as allowed by HB 2001 (2019).
- Update to the capacity to reflect the changes in needed densities, reflect changes in the buildable lands inventory, and changes in the capacity of rural residential lands that have been within the UGB for more than 14 years, where housing is not developing at expected urban densities.

<sup>1</sup> ORS 197.296(2) requires cities to “demonstrate that its comprehensive plan or regional framework plan provides sufficient buildable lands within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years. The 20-year period shall commence on the date initially scheduled for completion of the periodic or legislative review.” McMinnville anticipates adopting the housing needs analysis no earlier than 2021. As a result, this report presents housing needs for the 2021 to 2041 period.

- Update the estimate of Land Sufficiency to reflect changes to the BLI and forecast of land need and Conclusions sections to incorporate the updated Residential Capacity Analysis.

Other than these items, the City did not substantively update assumptions or policy recommendations in the draft HNA, as they were thoroughly reviewed and voted on by the Project Advisory Committee in development of the draft HNA in 2018 and 2019.

## Background

In January 1981, the City of McMinnville adopted an urban growth boundary (UGB) intended to meet the needs for the 1980–2000 planning period. The City of McMinnville last initiated a housing needs analysis in 2000 for the 2000–2020 planning period as part of a comprehensive review of its 20-year needs. It was subsequently updated to a 2003–2023 planning period.

In 2007–2008, the City submitted a UGB amendment to the Department of Land Conservation and Development (DLCD) for the inclusion of 1,188 gross acres, resulting in a total inclusion request of 890 buildable acres (of which 537 buildable acres were designated to meet identified housing needs) and the adoption of several land-use efficiency measures. This UGB amendment was subsequently appealed on a number of issues, and ultimately the court of appeals found that the City had not justified its inclusion of high-value farmland instead of rural residential “exception” areas and agricultural areas of poorer soils.

In July 2011, the court of appeals remanded the aforementioned case, approving the inclusion of 217 buildable acres of exception-only land in the UGB for residential use, thus leaving a 320-acre deficit of buildable residential land. To partially address residential land needs, the City has since approved some plan amendments and rezones from lower- to higher-density residential designations. Other than some smaller nonresidential-to-residential plan amendments and zone changes, no additional land has been added to the residential plan designation since 2007–2008, per the court of appeals’ decision in 2011 that required a reduction in land.

In December 2020, McMinnville adopted Ordinance No. 5098 to finish the UGB amendment needed to meet the land need identified in the 2003 HNA, by expanding the UGB to include 595.40 gross buildable acres of land in an urban holding designation for residential, parks, schools, religious and neighborhood serving commercial land needs, 27 gross buildable acres for commercial designation, and 40 gross buildable acres for industrial designation for a total of 662.4 gross buildable acres. This report updates the buildable lands inventory to include those lands.

From 1996 to 2016, when Senate Bill 1573 was passed, annexation of residentially designated land within the unincorporated UGB was subject to approval by City voters.<sup>2</sup> Annexations of

<sup>2</sup> <https://olis.leg.state.or.us/liz/2016R1/Measures/Overview/SB1573>.



land in McMinnville from 1996 to 2016 totaled 468.4 acres with at least 190 of those acres designated for uses other than housing.

From 2000 to 2017, McMinnville added nearly 7,166 residents, accounting for 34% of Yamhill County's growth over that period. In the same time, McMinnville added about 3,250 new dwelling units. McMinnville's population has grown a little older on average and has become slightly more ethnically diverse since 2000, consistent with statewide trends.

This report provides McMinnville with a factual basis to update the Housing Element of the City's comprehensive plan and zoning code. Additionally, it provides a factual basis to support future planning efforts related to housing and options for addressing unmet housing needs in McMinnville. It provides information that will inform future planning efforts, including a review of the McMinnville UGB and the establishment of urban renewal areas (URAs). It provides the City with information about the housing market in McMinnville and describes the factors that will affect future housing demand and need in McMinnville, such as changing demographics and housing preferences. This analysis will help decision makers understand whether McMinnville has enough land to accommodate growth over the next 5, 10, 20, and 50 years.

## **Framework for a Housing Needs Analysis**

Economists view housing as a bundle of services for which people are willing to pay, including shelter, proximity to other attractions (job, shopping, recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must make tradeoffs. What they can get for their money is influenced both by economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors such as income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors. The housing market in Yamhill County and McMinnville are the result of the individual decisions of thousands of households, (McMinnville has over 12,000 households, and Yamhill County has nearly 40,000 households). These points help to underscore the complexity of projecting what types of housing will be built in McMinnville between 2021 and 2041.

The complex nature of the housing market was demonstrated by the unprecedented boom-and-bust during the past two decades. This complexity does not eliminate the need for some type of forecast of future housing demand and need, with the resulting implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need.

## Statewide Planning Goal 10 and Related Policies

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197) established the Land Conservation and Development Commission (LCDC) and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land-use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).<sup>3</sup> Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.”

ORS 197.303(1) defines “needed housing” as follows:

As used in ORS 197.307, “needed housing” means all housing on land zoned for residential use or mixed-residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes, as those terms are defined by the US Department of Housing and Urban Development under 42 U.S.C. 1437a. Needed housing includes the following housing types:

- (a) Attached and detached single-family housing and multifamily 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;
- (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; and
- (e) Housing for farmworkers.

DLCD provides guidance on conducting a housing needs analysis in the document *Planning for Residential Growth: A Workbook for Oregon’s Urban Areas*, referred to as the workbook. In addition, cities with a population of 25,000 or more (including McMinnville) are required to

<sup>3</sup> ORS 197.296(1)-(9) only applies to cities with populations over 25,000.

comply with ORS 197.296(1)–(9) and must conduct an analysis of housing need by housing type and density range to determine the number of needed dwelling units and amount of land needed for each housing type in the next 20 years (ORS 197.296(3)(b)).

Broadly, ORS 197.296(2) requires cities to demonstrate that its comprehensive plan provides sufficient buildable lands within the urban growth boundary to accommodate estimated housing needs for 20 years. Section 6 requires cities to conduct a buildable lands inventory and analyze housing needs and residential land needs. If the conclusion of that analysis is that the housing need determined pursuant is greater than the housing capacity determined, the City must either (1) amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years; (2) amend land-use regulations to include new measures that “demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary”; or (3) adopt a combination of (1) and (2).

In summary, McMinnville must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed. This housing needs analysis was developed to meet the requirements of Goal 10 and its implementing administrative rules and statutes. This report references relevant state guidance in relation to various elements of the HNA.

## **A Note About Housing Needs**

As described above, the nature of the housing market and housing needs are complex. Provisions of statute that discuss needed mix and needed density read as if, after conducting an analysis of historical and forecast trends, the City can apply a formula to arrive at a correct determination of needed mix and density to ensure that housing needs are met for the next twenty years of population growth. But these determinations function within a fairly rigid formula that does not take into account market and choice. In effect, this would require the City to determine the needed housing type and density for each household and aggregate the results for all households to arrive at the needed mix of housing types and the average needed density for the planning period. It presumes that households fit into categories that are uniform in their housing needs, preferences, choices, and trade-offs and, therefore, the City can determine the correct aggregate housing choices. Meeting housing needs should also reflect community values and provide opportunities for a range of housing options to meet needs in the community, from affordable housing for the residents with the lowest incomes to executive housing options.

This formula further assumes that housing needs are reduced to type (single-family detached, single-family attached, and multifamily), mix, and density. It further assumes these are the sole factors, if not the most critical ones, that allow cities to meet housing need. Without explicitly stating it, these components of housing need are reduced to a proxy for affordability across income levels, while failing to account for other aspects of the housing market that may be more critical to addressing housing need and choice across the income spectrum. It is demonstrably true that density does not necessarily equate to affordability. Further, state law currently prohibits cities from directly addressing some aspects of the housing market that may be more

critical to meeting housing needs, specifically ORS 197.309 (which enables inclusionary zoning but places restrictions on when it can be applied).

The required analysis also ignores the fact that some historic trends may be the result of factors that have artificially distorted the market and provision of housing supply in different ways, including past regulatory constraints that may have influenced the housing market, which become embedded in the trend analysis of housing need.

In reality, the City is zoning for housing opportunities in which households can make choices about housing that meets their needs by providing choices consistent with their preferences, and these needs and preferences may change during the planning period. This interpretation is consistent with the language of Goal 10: “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.”

Household preference will lead to housing choices, where a household may have a choice of different housing options that reflect trade-offs. For example, when it comes to affordability, there may be different housing choices that are equally affordable. A household may choose an ownership opportunity that results in slight cost burden but allows them to establish ownership and equity, rather than a rental opportunity at a lower price point that doesn’t result in cost burden.

While housing type and density can be factors in housing costs, they are not determinants. Other factors can have a significant impact on housing cost and preference. These factors include:

- **Location within the region and city.** Locational factors and neighborhood amenities can dramatically affect housing cost. Locational choices relative to neighborhoods, amenities, schools, access to services, and so on can determine preferences and housing costs. In some cases, the cost per square foot in the highest-density multifamily developments in the most desirable neighborhoods can be significantly higher than larger single-family detached housing in a neighborhood a few miles away. To create equity and inclusion, the City needs to be cognizant of ensuring that neighborhoods are equitable and that housing types are equally distributed.
- **Square footage, materials, and amenities.** These factors can be significant in determining housing cost. Census data suggests that the size of both single-family units and multifamily units continue to increase.
- **Household formation.** Some people may select different options for household formation to increase housing choice opportunities. For example, some individuals or extended families may prefer to live in a larger house together and share costs and social supports, rather than living in individual units that may be more expensive, lack social supports, or both.

- **Housing subtypes.** Within the three broad categories of housing types specified in statute (single-family detached, single-family attached, and multifamily) are numerous subtypes. Some subtypes might have more in common with other housing types. For example, a cottage cluster might be comprised of single-family detached homes with smaller footprints and a higher density, where they are more comparable in density and affordability to other housing types than they are to large-lot single-family homes with significantly more square footage. In this case, it could be more appropriate to plan for opportunity/flexibility to achieve densities and affordability with different housing types, rather than to plan for a specific mix of the three specified housing types.

In short, housing needs can, and do, change over time. The statutes imply that the needed mix identified at the start of the planning period is the correct mix and must be achieved over the course of the planning period. It treats needed mix and density as determinants rather than predictive factors. If households make different housing choices than were initially expected or predicted then, per the statutes, the City has not achieved the correct mix and must adjust because the predictions may not have accurately reflected the socioeconomic and demographic characteristics or housing choices of the City's current and future residents. The law is set up to treat housing mix and density as destiny—treating them as a given to be adhered to rather than a forecast. While the population growth that provides the basis for future planning is described as a “forecast,” and planning for employment land is described as “economic opportunities,” planning for housing is instead described as “needed mix and density” rather than a housing forecast of opportunities for different housing types.

This suggests that the numbers in a population forecast are predictive and subject to change while the demographic and socioeconomic components inherent in that same forecast are not. It further assumes that the City can determine the complex factors that determine the right housing choice for households. A self-fulfilling planning scheme can be overly rigid and may drive households to select housing options because they are an available, rather than a preferred, choice.

The statutes appear to be more concerned with needed density and mix, identified at the beginning of the planning period as an absolute, more so than the consideration of housing preferences and affordable options commensurate with household incomes. In effect, the metrics (e.g., density and mix) for needed housing can be more concerned with urbanization goals than with housing needs (particularly affordability, since density does not necessarily equate to affordability).

The above discussion isn't intended to conflate housing need with the housing market. On the contrary, the housing needs analysis and residential lands needs analysis must address housing needs for those who lack housing, those who are at risk of losing housing, those who are not being served by the housing market, and those who have the narrowest choice of housing options commensurate with their incomes. There are many in the community who lack viable housing opportunities or choices. The market may continue to operate without responding to, or being able to respond to, housing needs for those residents, absent market interventions.



The housing needs analysis and resulting housing strategy will require creativity to meet the housing challenges that lie ahead, but they will provide pathways to opportunity. Rigid thinking about housing type, mix, and density—as well as segregated zoning—will not lead to the creative solutions that McMinnville seeks to meet housing challenges head-on while creating great neighborhoods of enduring value that provide opportunity to future generations. Further, narrow thinking about the term “needed housing,” however well-intentioned, could replicate planning failures from the past. Affordability achieved through the warehousing of people doesn’t provide a pathway to opportunity or upward mobility.

Needed mix and density are statutory components of a housing needs analysis that are typically conducted in advance of a housing strategy; accordingly, predetermining them will prevent the use of flexible options that provide more creative solutions. Instead, the residential land needs analysis should be based on either needed mix or density, leaving the other to be addressed through a responsive, creative strategy that avoids rigid categories and adjusts as needs are met over time.

As the City of McMinnville continues to discuss housing needs and construct a housing strategy in response, it should allow for market innovation over the planning horizon to ensure that the need is truly being met with choice option. Additionally, the City of McMinnville has recently adopted Great Neighborhood Principles to ensure that everyone in McMinnville can live in a nice neighborhood regardless of income. These principles strive for equity and inclusion in residential neighborhoods, and they will play an important role in crafting a meaningful response that will not only address the housing needs of McMinnville’s future residents but provide enduring value.

## Public Process

At the broadest level, the purpose of the project was to understand how much McMinnville will grow over the next 5, 10, 20, and 46 years. The project has two components: (1) technical analysis (the BLI and HNA), and (2) housing strategies (provided in a future, separate document). Both benefit from public input. The technical analysis requires a broad range of assumptions that influence the outcomes, and the housing strategy is a series of high-level policy choices that will affect McMinnville residents. Public engagement during the project was accomplished through the three primary avenues described below.<sup>4</sup>

### Project Advisory Committee Meetings

The City of McMinnville and ECONorthwest solicited public input from an ad-hoc Project Advisory Committee. The Project Advisory Committee met six times<sup>5</sup> to discuss project assumptions, results, and implications. There was also a joint meeting of the Project Advisory Committee and City Council. The project relied on the Project Advisory Committee to:

- Review work products, advise on public involvement, and consider public input when making recommendations.
- Advise the project team on matters regarding housing needs, market conditions, and the buildable lands inventory in McMinnville.
- Work collaboratively with, and provide guidance to, the staff and consultant project team in the preparation for the McMinnville Housing Needs Analysis.
- Work collaboratively with, and provide guidance to, the staff and consultant project team in the preparation for the McMinnville Housing Strategy. Provide input on goals, strategies, and actions that address McMinnville's housing needs in a way that fits with, and enhances quality of life in, the community.

In 2023, a Project Advisory Committee met twice to discuss the changes to the HNA analysis described above and throughout the document. This was then provided as an update to the City Council in a work session.

### Public Open House

The City of McMinnville and ECONorthwest solicited input from the general public at a public open house held on February 5, 2019. The open house consisted of eight information stations related to the preliminary results of the housing needs analysis and the buildable lands

<sup>4</sup> In addition to Project Advisory Committee meetings, public meetings, and stakeholder focus groups, the City of McMinnville also maintained a project website and social media presence.

<sup>5</sup> Project Advisory Committee meeting dates with the consultant team: July 17, 2018; November 14, 2018; December 18, 2018; March 7, 2019; and May 21, 2019.

Project Advisory Committee meeting dates without the consultant team: January 16, 2019 and June 13, 2019.

inventory, as well as two public comment stations. As work proceeds on the evaluation of actions in the housing strategy, there will be additional public engagement.

## Stakeholder Focus Group

The City of McMinnville and ECONorthwest solicited feedback at a stakeholder focus group. The purpose of the focus group was to provide an opportunity for small-group discussion and to allow input on key issues. The purpose of the focus group, held on January 25, 2019, was to have a targeted discussion with realtors, developers, and housing providers to learn about what they see as opportunities and constraints associated with housing development in McMinnville for the next 5, 10, 20 and 50 years.

## Organization of This Report

The rest of this document is organized as follows:

- **Chapter 2. Residential Buildable Lands Inventory** presents the methodology and results of McMinnville's inventory of residential land.
- **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting McMinnville's housing market.
- **Chapter 4. Demographic and Other Factors Affecting Residential Development in McMinnville** presents factors that affect housing need in McMinnville, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in McMinnville relative to the larger region.
- **Chapter 5. Housing Need in McMinnville** presents the forecast for housing growth in McMinnville, describing housing need by density ranges and income levels.
- **Chapter 6. Residential Land Sufficiency within McMinnville** estimates McMinnville's residential land sufficiency needed to accommodate expected growth over the planning period.
- **Appendix A. Residential Buildable Lands Inventory** provides details on the process and methods for conducting the analysis as well as findings.
- **Appendix B. Scenario Modeling** provides details about the impact of housing mix assumptions. ECONorthwest presented these scenarios to the Project Advisory Committee to inform their housing mix assumption recommendation.

## 2. Residential Buildable Lands Inventory

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This chapter summarizes the residential buildable lands inventory (BLI) for the McMinnville UGB. The buildable lands inventory analysis (BLI) complies with statewide planning Goal 10, ORS 197.296(4), and OAR 660-008. A detailed discussion of methods and additional results is presented in Appendix A.

The BLI has the following main steps: (1) establish the residential land base (parcels or portion of parcels with appropriate zoning); (2) classify parcels by development status; (3) identify and deduct development constraints, including environmental and other constraints; and (4) summarize total buildable area by zone. Buildable lands are properties classified as “vacant” or “partially vacant,” which have at least some development capacity after deducting constrained areas. Those will be assigned capacity for new residential development. Calculations must also be made about how much of that land will be needed for streets and other land uses expected to occur on residential lands, which will reduce the amount available for development. Assumptions are also made about the extent of infill and redevelopment that is expected to occur on other lands.

The BLI is based on data and development status of land as of December 31, 2021.

ECONorthwest updated the BLI from the 2019 *McMinnville Housing Needs Analysis* report to December 2021 to account for: land brought into the UGB through the 2020 Urban Growth Boundary (UGB) expansion; development that occurred between January 1, 2018 and December 31, 2021; and other changes such as changes in zoning or tax lot divisions.

### Categorizing Lands

The buildable lands inventory classifies all residential (and commercial land where housing is a permitted use) into categories.

### Development Status

A key step in the buildable lands analysis is to classify each tax lot into a set of mutually exclusive categories based on development status. For the purpose of this study, all residential tax lots in the UGB are classified into one of the following categories:

- *Vacant land.* Tax lots that have no structures or have buildings with very little improvement value are considered vacant. For the purpose of this inventory, lands with improvement values under \$10,000 are considered vacant (not including lands that are identified as having mobile homes), unless aerial imagery or City staff determined that the tax lot is no longer vacant in the verification step.
- *Partially vacant land.* Partially vacant tax lots are those occupied by a use, but which contain enough land to be developed further. Generally, these are lots that have more

than a half-acre of buildable land after removing constraints and developed land from the total acreage.<sup>6</sup> This was refined through visual inspection of recent aerial photos.

- *Developed land.* Developed land is developed at densities consistent with zoning and has improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant or partially vacant are considered developed.
- *Public or exempt land.* Except as noted below, lands in public or semipublic ownership are considered unavailable for development. This includes lands in Federal, State, County, or City ownership. Public lands were identified using the Yamhill County Assessment property tax exemption codes and ownership field. Exempt lands owned by a nonprofit housing developer which are vacant or partially vacant are considered available for development and are inventoried accordingly.

## Development Constraints

Consistent with state guidance on buildable lands inventories, ECONorthwest deducted portions of residential tax lots that fall within certain constraints from the vacant and partially vacant lands (e.g., wetlands and steep slopes). We used categories consistent with OAR 660-008-0005(2):

- *Lands within floodplains and floodways.* Flood insurance rate maps from the Federal Emergency Management Agency (FEMA), as well as land in McMinnville's floodplain zone and plan designation, were used to identify lands in floodways and 100-year floodplains.
- *Land within natural resource protection areas.* The National Wetlands Inventory was used to identify areas within wetlands.
- *Land within landslide hazards.<sup>7</sup>* The DOGAMI SLIDO database and landslide susceptibility datasets were used to identify lands with landslide hazards. ECONorthwest included lands with high or very high susceptibility to landslides in the constrained area. The City is proposing a policy interpreting the mapped DOGAMI hazards for purposes of the BLI, which can be reviewed upon further study if necessary.
- *Land with slopes over 25%.* Lands with slopes over 25% are considered unsuitable for residential development.

<sup>6</sup> Under the safe harbor established in OAR 660-024-0050 (2)(a), the infill potential of developed residential lots of one-half acre or more may be determined by subtracting one-quarter acre (10,890 square feet) for the existing dwelling and assuming that the remainder is buildable land. Cities with populations greater than 25,000, including McMinnville, are not eligible for this safe harbor. However, other cities that ECONorthwest has worked with have successfully justified similar threshold assumptions, and the Public Advisory Committee (PAC) for this project considered this a reasonable method to address infill potential of developed residential lots in McMinnville.

<sup>7</sup> The City of McMinnville will need to adopt comprehensive plan policies regarding buildable lands assumptions in areas with high and very-high landslide susceptibility. Current comprehensive plan policies addressing this hazard do not exist. Should future studies find that the City can address issues by engineering, the City could add associated acreage back into the BLI.

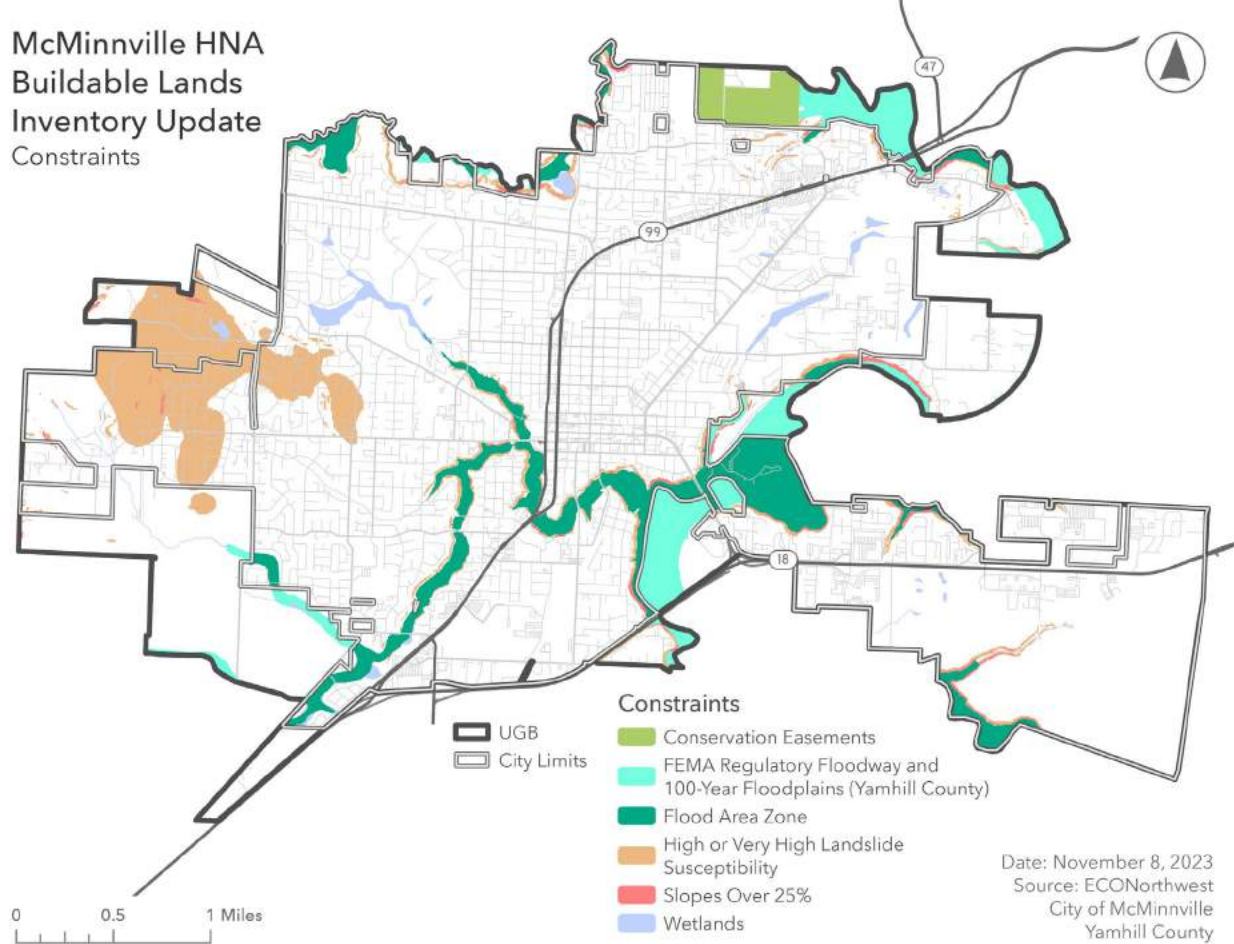


- *Land with conservation easements.* Lands within conservation easements, as identified by City staff, were included in the constrained area.

After deducting constraints, vacant and partially vacant lands that have remaining development capacity are classified as buildable lands.

Exhibit 6 maps the development constraints used for the residential BLI.

#### Exhibit 6. Residential Development Constraints, McMinnville UGB, 2023



# Buildable Lands Inventory Results

## Land Base

Exhibit 7 shows the residential land base in McMinnville by plan designation and zone. It also allocates the properties and acreage in the land base between Water Pressure Service Zone 2 and all other areas as described below. The land base is comprised of those properties within the UGB with a zoning or plan designation that permits residential use. This is predominantly properties with a residential plan or zoning designation. It also includes commercial plan designations and zones that also allow residential uses. The land base excludes plan and zone designations that don't allow for residential use, such as industrial zones and the floodplain zone.

The results show that the McMinnville UGB has 5,418 total acres in the residential land base in 10,563 tax lots. This analysis includes commercial zones C-3 and O-R, which allow residential uses, and excludes zones that do not allow residential uses, including industrial zones C-1, C-2, and F-P zones.<sup>8</sup> Of the total acres in the UGB, about 920 acres (17%) are in the R-1 single-family residential zone, about 1,310 acres (24%) are in the R-2 single-family residential zone, about 388 acres (7%) are in the R-3 two-family residential zone, and about 710 acres (13%) are in the R-4 multifamily residential zone.

ECONorthwest also identified land in the Water Pressure Service Zone 2 contour due to additional considerations for capacity. Properties in Service Zone 2 are in the UGB but will be unable to develop until a water storage tank and associated water infrastructure are built to serve properties in Service Zone 2. The Zone 2 area covers properties within three zoning or plan designations: R-1 and R-2 (within City limits), as well as the Urban Holding plan designation (within the unincorporated UGB). Exhibit 7 shows the acreage in tax lots that is either completely within or partially within Zone 2, and the remaining acreage in tax lots not in Zone 2 is defined as Zone 1.<sup>9</sup> Of the 5,418 acres in the land base, 279 acres (5%) are in Zone 2.

<sup>8</sup> The F-P zone and plan designation were included in the development constraints. Tax lots partially in the F-P zone and a residential zone were assigned to the adjacent residential zone, and the overlapping floodplain area was calculated in the constraint deductions.

<sup>9</sup> Some lots that fell within Zone 2 were excluded from Zone 2 acreage based on discussion with City staff. These included lots that were not subject to Zone 2 requirements, such as lots in a platted subdivision (most of those are authorized for development using private booster pumps for water pressure in the interim). Lots partially in Zone 2 were split, and acreages were calculated separately using the Intersect tool in GIS.

## Exhibit 7. Land Base: Residential Acres by Classification and Zone, McMinnville UGB, 2023

Source: City of McMinnville, Yamhill Co., ECONorthwest. Note: The numbers in the table may not add up to the total as a result of rounding. Note: all lands in county zones are in the residential plan designation.

Zone/Plan Designation	Number of taxlots	Percent	Total taxlot acreage			Percent (total acreage)
			Zone 1	Zone 2	Total	
City Limits, by Zone						
Residential R-1	2,155	20%	853	67	920	17%
Residential R-2	4,350	41%	1,232	78	1,310	24%
Residential R-3	1,223	12%	388	-	388	7%
Residential R-4	1,747	17%	710	-	710	13%
Office/Residential O-R	75	1%	34	-	34	1%
Commercial C-3	772	7%	636	-	636	12%
UGB, by County Zone or Plan Des.						
EF-80 (County Zone)	9	0%	47	-	47	1%
VLDR-1 (County Zone)	3	0%	3	-	3	0%
Residential Plan Des.	61	1%	318	-	318	6%
Urban Holding Plan Des.	168	2%	917	135	1,051	19%
Total	10,563	100%	5,138	279	5,418	100%

## Development Status

Properties within the residential land base were classified into the development status categories described above (vacant, partially vacant, developed, public/exempt). The constraints shown in Exhibit 6 were then overlaid and applied to those properties.

Exhibit 8 shows all land in the residential land base by development and constraint status. Of the total residential land base, about 60% of McMinnville's total residential land (3,224 acres) is committed, 18% (999 acres) is constrained, and 22% (1,185 acres) is unconstrained buildable acres.

## Exhibit 8. Residential Land by Zone and Constraint Status, McMinnville UGB, 2023

Source: City of McMinnville, Yamhill Co., ECONorthwest. Note: The numbers in the table may not add up to the total as a result of rounding.

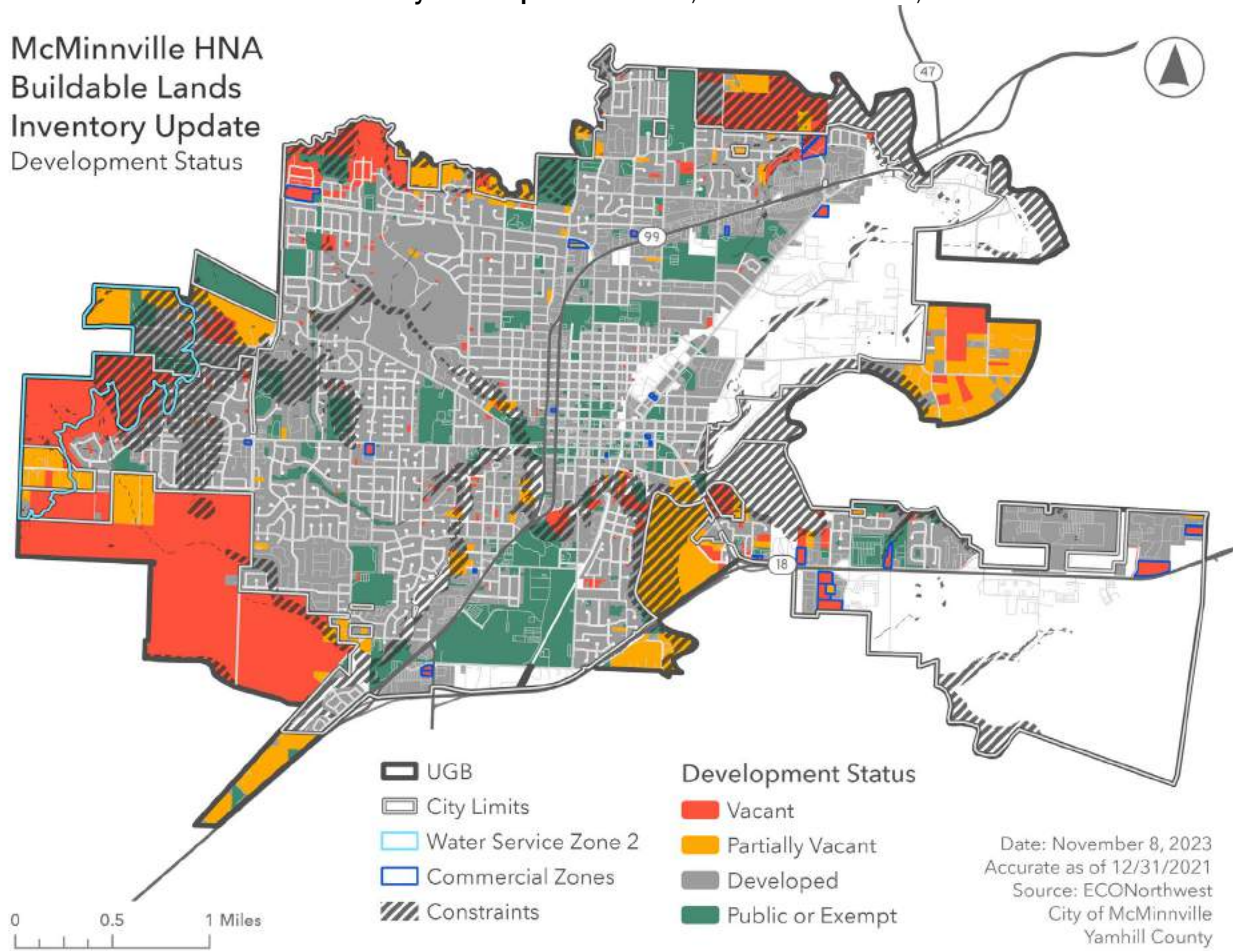
Zone/Plan Designation	Total acres			Committed acres			Constrained acres			Buildable acres		
	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total
<b>City Limits, by Zone</b>												
Residential R-1	853	67	920	630	3	633	148	30	179	75	33	108
Residential R-2	1,232	78	1,310	992	-	992	172	33	206	68	45	113
Residential R-3	388	-	388	342	-	342	35	-	35	11	-	11
Residential R-4	710	-	710	564	-	564	112	-	112	34	-	34
Office/Residential O-R	34	-	34	24	-	24	8	-	8	3	-	3
Commercial C-3	636	-	636	572	-	572	17	-	17	47	-	47
<b>UGB, by County Zone or Plan Des.</b>												
EF-80 (County Zone)	47	-	47	15	-	15	31	-	31	2	-	2
VLDR-1 (County Zone)	3	-	3	2	-	2	-	-	-	2	-	2
Residential Plan Des.	318	-	318	29	-	29	214	-	214	75	-	75
Urban Holding Plan Des.	917	135	1,051	54	8	62	124	73	198	739	53	792
<b>Total</b>	<b>5,138</b>	<b>279</b>	<b>5,418</b>	<b>3,224</b>	<b>11</b>	<b>3,234</b>	<b>861</b>	<b>137</b>	<b>999</b>	<b>1,053</b>	<b>131</b>	<b>1,185</b>

Note: Per Ordinance No. 5098, the McMinnville Urban Growth Management Plan, Appendix G, 383 gross buildable acres in the Urban Holding Plan Designation are to serve public and institutional land needs, and 39.30 gross buildable acres of the Urban Holding Plan Designation is a set aside of neighborhood serving commercial land need.

Exhibit 9 shows residential land by development status with constraints overlaid.

**Exhibit 9. Residential Land Base by Development Status, McMinnville UGB, 2023**

McMinnville HNA  
Buildable Lands  
Inventory Update  
Development Status



## Vacant Buildable Land

Exhibit 10 shows buildable acres (i.e., acres in tax lots that have capacity after constraints are deducted) for vacant and partially vacant land by zone and plan designation. Of McMinnville's 1,185 unconstrained buildable residential acres, about 67% are in tax lots classified as vacant and 33% are in tax lots classified as partially vacant.

### Exhibit 10. Buildable (Gross) Acres in Vacant and Partially Vacant Tax Lots by Zone, McMinnville UGB, 2023

Source: City of McMinnville, Yamhill Co., ECONorthwest. Note: The numbers in the table may not add up to the total as a result of rounding.

Zone/Plan Designation	Total Buildable acres			Buildable acres on vacant lots			Buildable acres on partially vacant lots		
	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total
<b>City Limits, by Zone</b>									
Residential R-1	75	33	108	49	32	80	26	2	28
Residential R-2	68	45	113	57	45	102	11	-	11
Residential R-3	11	-	11	10	-	10	1	-	1
Residential R-4	34	-	34	33	-	33	1	-	1
Office/Residential O-R	3	-	3	3	-	3	-	-	-
Commercial C-3	47	-	47	44	-	44	2	-	2
<b>UGB, by County Zone or Plan Des.</b>	-	-	-						
EF-80 (County Zone)	2	-	2	2	-	2	-	-	-
VLDR-1 (County Zone)	2	-	2	-	-	-	2	-	2
Residential Plan Des.	75	-	75	8	-	8	67	-	67
Urban Holding Plan Des.	739	53	792	506	5	511	232	49	281
<b>Total</b>	<b>1,053</b>	<b>131</b>	<b>1,185</b>	<b>712</b>	<b>81</b>	<b>792</b>	<b>342</b>	<b>51</b>	<b>392</b>

Note: Per Ordinance No. 5098, the McMinnville Growth Management and Urbanization Plan, Appendix G, 383 gross buildable acres in the Urban Holding Plan Designation are to serve public and institutional land needs, and 39 gross buildable acres of the Urban Holding Plan Designation is a set aside of neighborhood serving commercial land need.



Exhibit 11 includes 383 acres of land in the Urban Holding plan designation that was brought into the UGB in 2020 for public and semi-public uses, such as parks and schools, and 39 acres for neighborhood serving commercial land uses. This accounts for about 422 acres of land in the Urban Holding plan designation.

Exhibit 11 excludes the land in the Urban Holding plan designation for public and semi-public uses, and 39 acres of land for neighborhood-serving commercial land uses. It shows that McMinnville has 763 gross acres within its UGB for residential uses.

**Exhibit 11. Buildable (Gross) Acres in Vacant and Partially Vacant Tax Lots by Zone for Residential Uses, McMinnville UGB, 2023**

Source: City of McMinnville, Yamhill Co., ECONorthwest. Note: The numbers in the table may not add up to the total as a result of rounding.

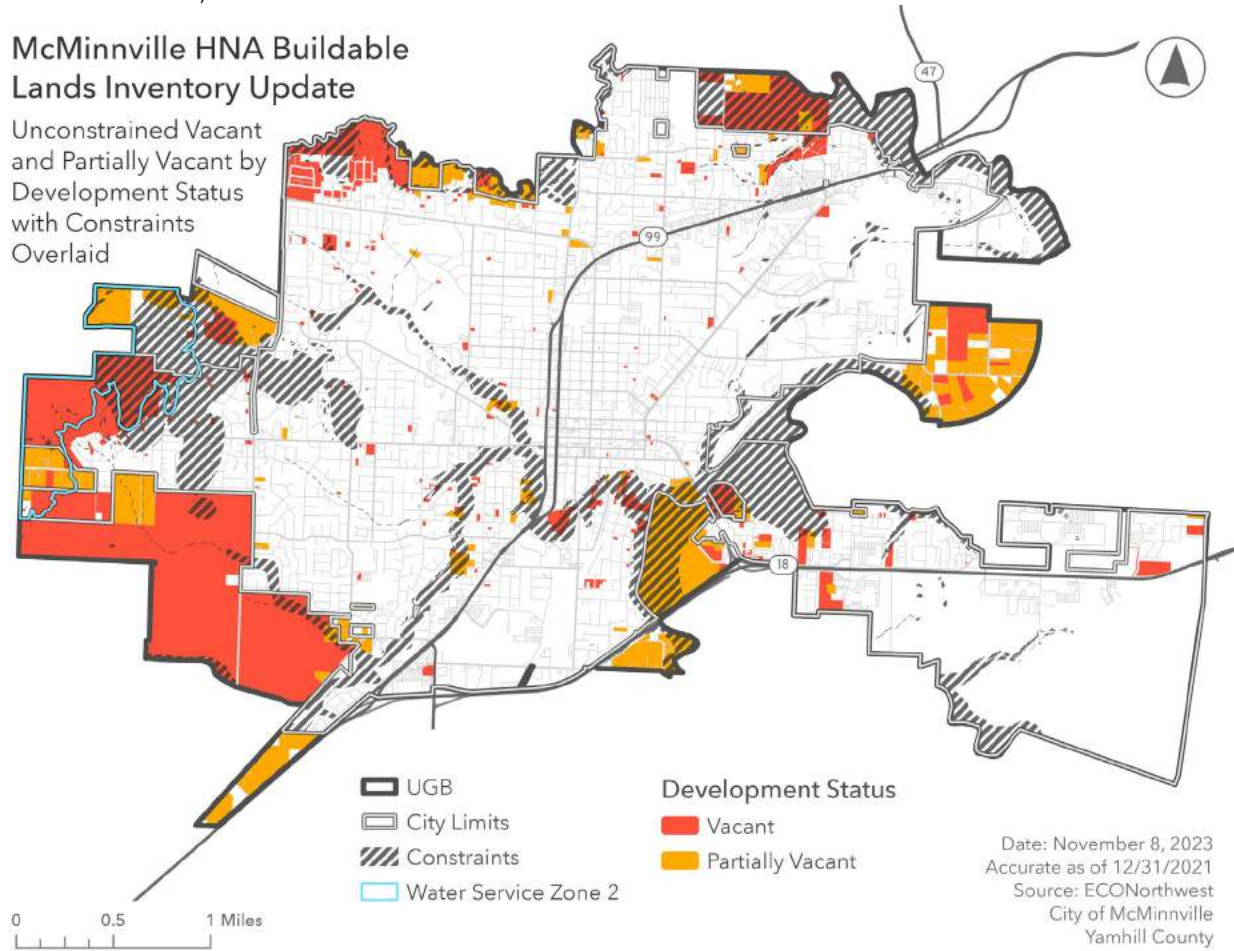
Zone/Plan Designation	Buildable Acres for Residential Uses
<b>City Limits, by Zone</b>	
Residential R-1	108
Residential R-2	113
Residential R-3	11
Residential R-4	34
Office/Residential O-R	3
Commercial C-3	47
<b>UGB, by County Zone or Plan Des.</b>	
EF-80 (County Zone)	2
VLDR-1 (County Zone)	2
Residential Plan Des.	75
Urban Holding Plan Des.	792
Land for housing	370
Land for public and semi-public uses	383
Land for neighborhood commercial uses	39
<b>Total Land for Housing</b>	<b>763</b>

The exhibits on the following pages map McMinnville’s buildable vacant and partially vacant residential land and resulting buildable lands after deducting constraints. Exhibit 12 shows vacant and partially vacant lots with constraints overlaid. Exhibit 13 shows buildable lots—those vacant and partially vacant parcels that have at least some development capacity after deducting constraints. Exhibit 14 shows the unconstrained buildable acres on those buildable parcels.

**Exhibit 12. Vacant and Partially Vacant Residential Lots with Constraints Overlaid,  
McMinnville UGB, 2023**

**McMinnville HNA Buildable  
Lands Inventory Update**

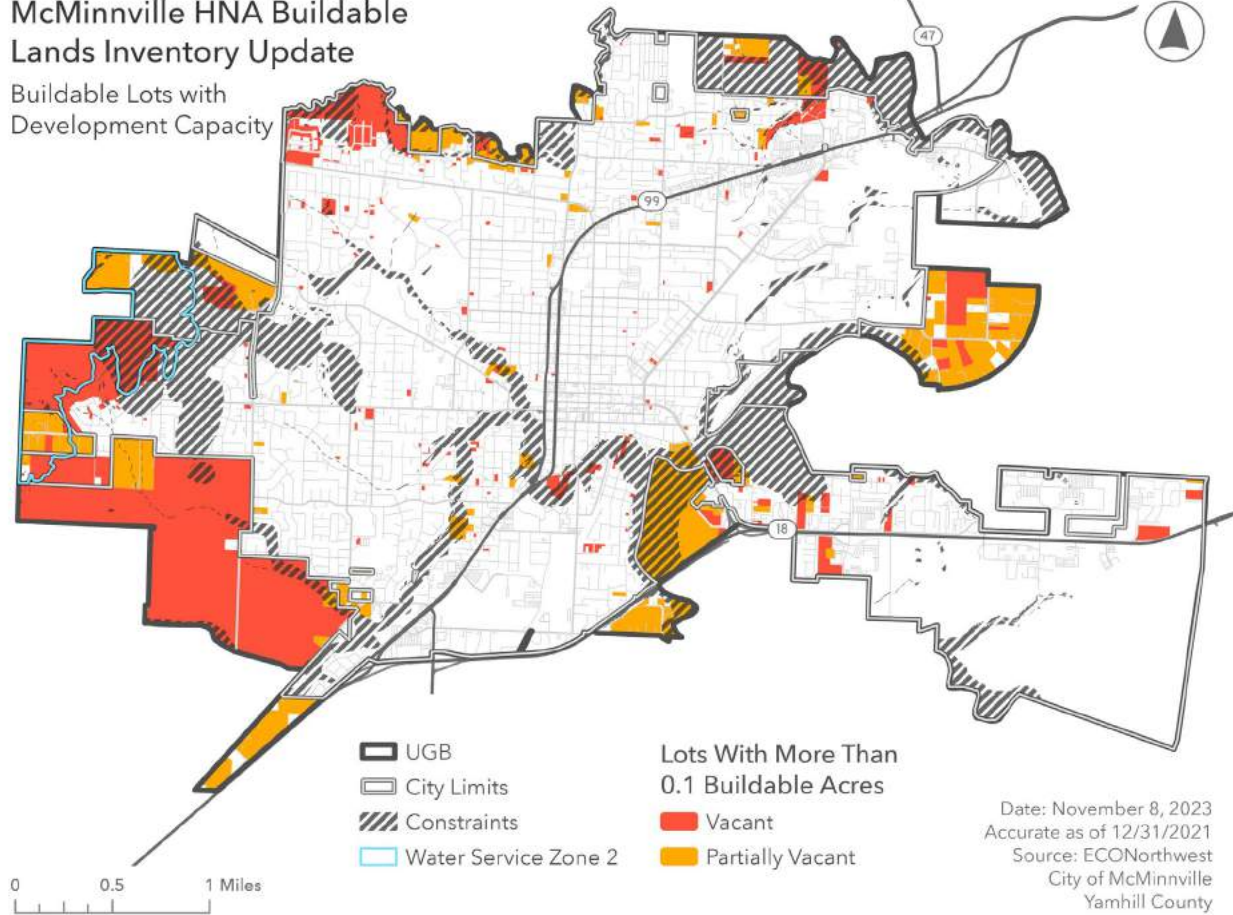
Unconstrained Vacant  
and Partially Vacant by  
Development Status  
with Constraints  
Overlaid



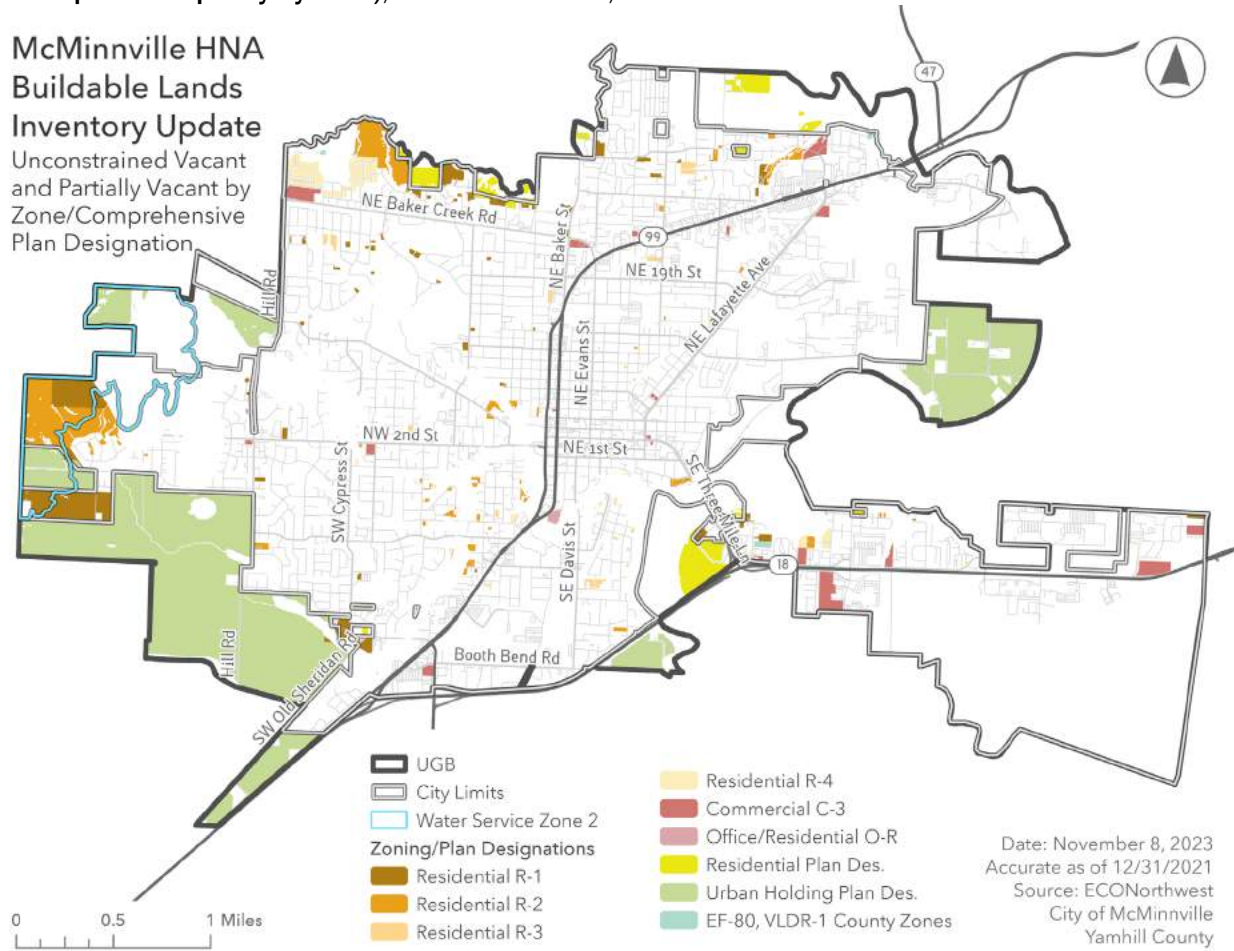
### Exhibit 13. Buildable Lots with Development Capacity, McMinnville UGB, 2023

#### McMinnville HNA Buildable Lands Inventory Update

Buildable Lots with  
Development Capacity



**Exhibit 14. Buildable Acres (Unconstrained Portions of Vacant and Partially Vacant Parcels with Development Capacity by zone), McMinnville UGB, 2023**



## Infill and Redevelopment Potential

ORS 197.296(4) states that buildable lands must include vacant and partially vacant lands, as well as lands that may be used for infill and redevelopment. In other words, can lands that are classified as developed (not classified as vacant or partially vacant) accommodate additional development? For example, a lot developed with a single-family home may be able to accommodate an accessory dwelling unit. Infill and redevelopment reduce the amount of new residential development that must be accommodated on vacant and partially vacant land. The standard is outlined in OAR 660-008-0005(7):

“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.

The key phrase here is “there exists the strong likelihood that existing development will be converted to more intensive uses.” The rule provides no guidance on how to operationalize the definition; the remainder of this section describes how it is addressed for this study.

While every property that is classified as vacant or partially vacant and has capacity after deducting constraints is expected to accommodate new development, the calculation is different for infill and redevelopment. The City need only identify the extent of infill and redevelopment likely to occur on lands that are already classified as developed. In other words, while some developed lots may accommodate some additional infill and redevelopment, not every property that could experience infill or redevelopment will do so during the twenty-year planning period.

The City is not required to create a map or document that identifies specific lots or parcels that may be used for infill or redevelopment like it is for vacant and partially vacant properties classified as buildable lands (ORS 197.296(4)(c)).

The Project Advisory Committee considered options for assumptions about the amount of infill and redevelopment that could reasonably be expected to occur on other residential lands that are already considered to be developed. There was general interest in using safe harbors or safe harbor methods and simplified methods when provided in applicable statutes and administrative rules. This recognizes that the safe harbor protections may not be available to the City for some methods while acknowledging that the methods and assumptions are reasonable nonetheless and are based on an analysis that was used to develop those methods and assumptions.

As a reminder, even small parcels with existing development that have been classified as partially vacant are already assumed to have capacity and are not included under the definition of infill.

It is unrealistic to assume that every property classified as developed that could experience even a small amount of infill, redevelopment, or both would do so during the planning period.



For example, if every single-family dwelling could add an accessory dwelling, it would be unreasonable to assume every property owner would add one (e.g., the strong likelihood standard). Therefore, rather than analyze properties to identify which ones would be authorized for infill and redevelopment, the analysis focused on the share of new residential units that reasonably could be expected to be accommodated on lands that are already classified as developed. For redevelopment, an optional check could include an evaluation of the extent of larger sites that have capacity to accommodate increased development and have realistic improvement-to-land-value ratios.

Assumed infill and redevelopment would need to add new units, and the demolition and replacement of one dwelling with another one would not add new residential units.

OAR 660-038 provides a simplified UBG method, which provides formulas that can be used for certain assumptions related to a UGB expansion, including sections that address residential land needs in OAR 660-038-0030. The simplified method can only be used when planning for a UGB for a shorter time period (fourteen years), which the City of McMinnville has chosen not to pursue. However, the analysis that went into developing the formulas in the simplified method provide useful guidance.

- OAR 660-038-0030(6) allows a city to account for the projected redevelopment expected to occur in residentially zoned areas and for mixed-use residential development in commercially zoned areas. For cities with a current UGB population greater than 25,000, the specified range is between 5% and 25%.
  - Five percent of the 4,657 units projected from 2021 to 2041 is 233 units (12 units/year); 25% is 1,164 units (58 units/year). The City of McMinnville has not seen significant redevelopment of existing sites for new housing in the past twenty years.
- OAR 660-038-0030(7) allows a city to account for accessory dwelling units expected to occur. For cities with a current UGB population greater than 25,000, the specified range is between 1% and 3%.
  - One percent of the 4,657 units projected from 2021 to 2041 is 47 units (2 units/year); 3% is 140 units (7 units/year). While McMinnville does not track permits for ADUs differently than for other dwellings, it is estimated that the construction of new ADUs has averaged fewer than two per year.
- These two factors account for infill and redevelopment. There are no other provisions in the simplified method addressing infill other than in the later evaluation of land in areas studied for inclusion in the UGB. Taken together, the range for infill and redevelopment is 6% to 28%
- It is reasonable to assume that some parcels classified as developed (less than one-half acre with a residence) will also have some infill capacity through partitioning rather than ADUs, based on zoning and site development configuration. Therefore, we don't differentiate the type of infill development.

## Recommendation on Infill

The Project Advisory Committee's recommended assumption for redevelopment is that 8% of new dwelling units during the planning period will be accommodated on lands classified as "developed" through infill, redevelopment, or both. (Eight percent of the 4,657 units projected from 2021 to 2041 is 373 units [19 units/year].)

The projected growth before 2021 has been removed from this analysis, as the buildable lands inventory was updated to December 2021. This update accounted for actual growth that occurred through 2021.

### 3. Historical and Recent Development Trends

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Analysis of historical development trends in McMinnville provides insight into the functioning of the local housing market. Moreover, it is required by ORS 197.296(5)(a). The mix of housing types and densities, in particular, are key variables in forecasting the capacity of residential land to accommodate new housing and to forecast future land need. The specific steps are described in Task 2 of the DLCD *Planning for Residential Lands Workbook* as:

1. Determine the time period for which the data will be analyzed.
2. Identify types of housing to address (all needed housing types).
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types.

ORS 197.296 requires the analysis of housing mix and density to include the past five years or since the most recent periodic review, whichever time period is greater.<sup>10</sup> The City's last periodic review ended in 1999. As a result, this HNA examines changes in McMinnville's housing market from January 2000 to December 2017 for information about housing mix and density. For other information about McMinnville's housing market, we present information for 2000 through 2017 from the US Census and ACS, as that is the most recently available data. We selected this time period both because it complies with ORS 197.296 and because it provides information about McMinnville's housing market before and after the national housing market bubble's growth and deflation, in addition to the more recent increase in housing costs.

This chapter presents information about residential development by housing type. There are multiple ways that housing types can be grouped. For example, they can be grouped by:

1. Structure type (e.g., single-family detached, single-family attached, multifamily, etc.)
2. Tenure (e.g., distinguishing unit type by owner or renter units)
3. Housing affordability (e.g., subsidized housing or units affordable at given income levels)
4. Some combination of these categories

For the purposes of this study, we grouped housing types based on (1) whether the structure is a stand-alone or is attached to another structure, and (2) the number of dwelling units in each structure. The housing types used in this analysis are consistent with needed housing types as defined in ORS 197.303:

<sup>10</sup> Specifically, ORS 197.296(5) (b) states: "A local government shall make the determination described in paragraph (a) of this subsection using a shorter time period than the time period described in paragraph (a) of this subsection if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years."

- **Single-family detached** includes single-family detached units (including multiple single-family detached units on a single parcel), manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or town houses.
- **Multifamily** is all attached structures (e.g., duplexes, triplexes, quadplexes, and structures with five or more units) other than single-family detached units, manufactured units, or single-family attached units.

In McMinnville, government-assisted housing (ORS 197.303[b]) and housing for farmworkers (ORS 197.303[e]) can be any of the housing types listed above. ORS 197.312 specifies that a city or county may not, by charter, prohibit government-assisted housing or impose additional approval standards on government-assisted housing that are not applied to similar but unassisted housing. It also contains provisions providing for equal zoning treatment of housing for a farmworker and the farmworker's immediate family.

## Data Used in This Analysis

Throughout this report, we use data from multiple sources, choosing data from well-recognized and reliable data sources. State statutes do not provide direction about which data sources to use. This report uses the best available sources for housing, population, and household data, which comes from two primary Census sources:

- The **Decennial Census**, which is completed every ten years and is a survey of all households in the United States. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of 2010, the Decennial Census does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a sample of households in the United States. From 2012 through 2016 and 2013 through 2017, the ACS sampled an average of 3.5 million households per year, or about 2.6% and 2.9% of the households in the nation, respectively. The ACS collects detailed information about households, including demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.

This report uses data from the 2012–2016 and 2013–2017 ACS for McMinnville.<sup>11</sup> In general, we use data from 2012–2016, unless the data informs a housing forecast assumption, in which case we use data from 2013–2017. This chapter, as well as the following chapters, also use data from the 2000 and 2010 Decennial Census. If, for example, the report presents a finding that addresses a period from 2000 to the “2013–2017 period,” then the report is describing a trend that took place from 2000 to 2017 (a 17-year analysis period).

It is worth commenting on the methods used for the American Community Survey.<sup>12</sup> The American Community Survey (ACS) is a national survey that uses continuous measurement methods. It uses a sample of about 3.5 million households to produce annually updated estimates for the same small areas (census tracts and block groups) formerly surveyed via the Decennial Census long-form sample. It is also important to keep in mind that all ACS data are estimates that are subject to sample variability. This variability is referred to as “sampling error” and is expressed as a band, or “margin of error” (MOE), around the estimate.

This report uses Census and ACS data because, despite the inherent methodological limits, they represent the most thorough and accurate data available to assess housing needs. We consider these limitations in making interpretations of the data and have strived not to draw conclusions beyond the quality of the data.

## Trends in Housing Mix

This section provides an overview of changes in the mix of housing types, comparing McMinnville to Yamhill County and Oregon. We compare McMinnville to these larger regions to understand how McMinnville fits into the regional housing market. These trends demonstrate the types of housing developed in McMinnville historically.

This section shows the following trends in housing mix in McMinnville:

- **McMinnville’s housing stock is majority single-family detached housing units.** According to 2013–2017 ACS data, 68% of McMinnville’s housing stock was single-family detached, 23% was multifamily, and 9% was single-family attached (e.g., town houses).

Based on ACS data, McMinnville has a proportionally smaller share of single-family housing compared to Yamhill County (79%) and the State (72%). This is typical, as urban areas (i.e., McMinnville) will often have a larger share of multifamily housing than more rural areas of the same jurisdiction (i.e., Yamhill County).

<sup>11</sup> ACS data is presented in five-year ranges because “they represent the characteristics of the population and housing over a specific data collection period.” [https://www.census.gov/content/dam/Census/programs-surveys/acs/about/ACS\\_Information\\_Guide.pdf](https://www.census.gov/content/dam/Census/programs-surveys/acs/about/ACS_Information_Guide.pdf)

<sup>12</sup> A thorough description of the ACS can be found in the Census Bureau’s publication “What Local Governments Need to Know.” <https://www.census.gov/library/publications/2009/acs/state-and-local.html>

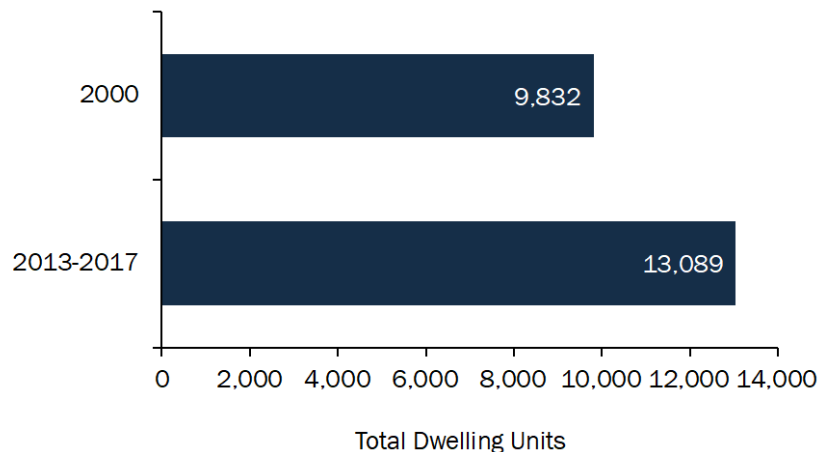


- **McMinnville’s housing mix is not unlike most comparison cities.** Single-family detached housing is the dominant housing type in McMinnville and other comparison cities (Albany, Ashland, Grants Pass, Hood River, Newberg, Redmond, and Sherwood). McMinnville does, however, have a slightly higher share of single-family attached housing than many of these communities, (particularly Albany, Grants Pass, Hood River, and Redmond). McMinnville has a larger share of manufactured housing (about 12%, classified as single-family detached), compared to other comparison cities.
- **McMinnville’s total housing stock grew by about 33% between 2000 and the 2013–2017 period.** McMinnville added 3,257 new dwelling units during this 17-year period.
- **According to McMinnville’s permit database, single-family detached housing accounted for the majority of new housing growth between 2000 and 2017.** Sixty-two percent of new housing permitted between 2000 and 2017 was single-family detached housing.

## Housing Mix

The total number of dwelling units in McMinnville increased by 3,257 units from 2000 to 2017 (33% change).

**Exhibit 15. Total Dwelling Units, McMinnville, 2000 and 2013–2017**  
Source: US Census Bureau, 2000 Decennial Census, SF3 Table and 2013–2017 ACS Table B25024.

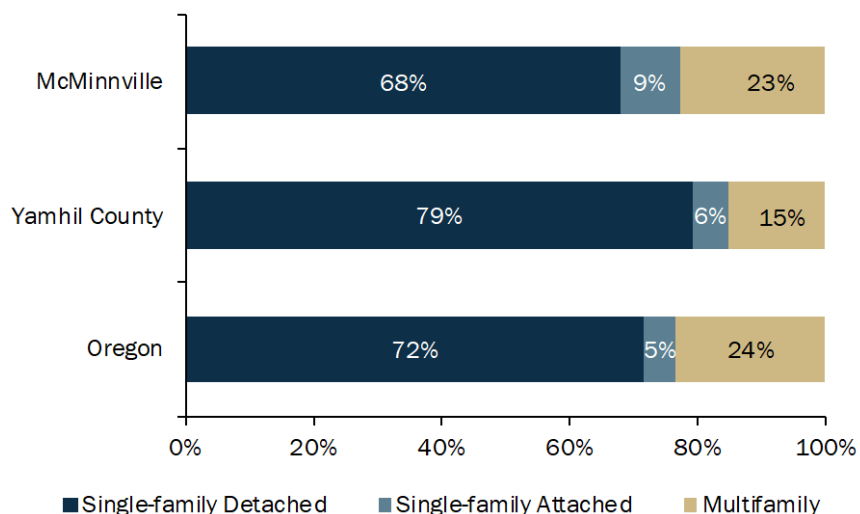


**About two-thirds of McMinnville's total housing stock is single-family detached.**

Typical of urban areas, McMinnville has a larger share of multifamily housing than Yamhill County, which is comprised of both urban (including McMinnville) and rural areas.

**Exhibit 16. Housing Mix, 2013–2017**

Source: US Census Bureau, 2013–2017 ACS Table B25024.

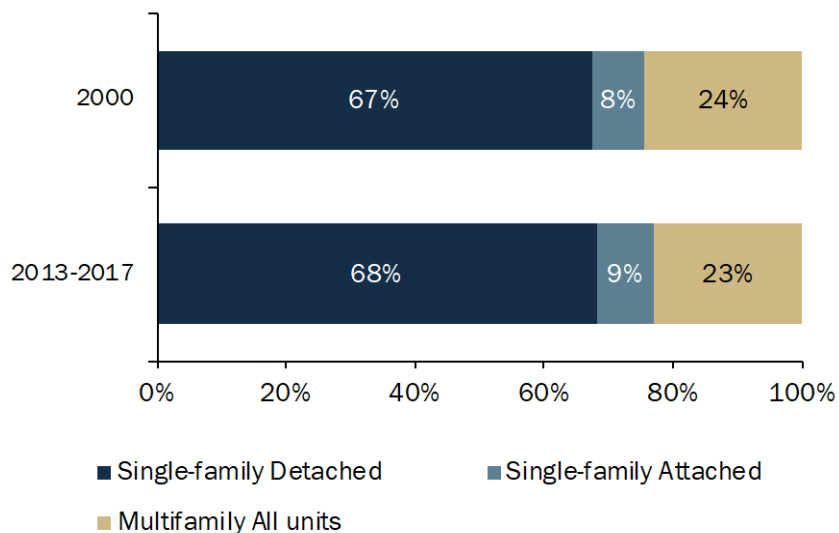


**The mix of housing in McMinnville stayed relatively static from 2000 to 2017.**

McMinnville had 13,089 dwelling units in 2017. About 8,902 were single-family detached, 1,180 were single-family attached, and 3,007 were multifamily.

**Exhibit 17. Change in Housing Mix, McMinnville, 2000 and 2013–2017**

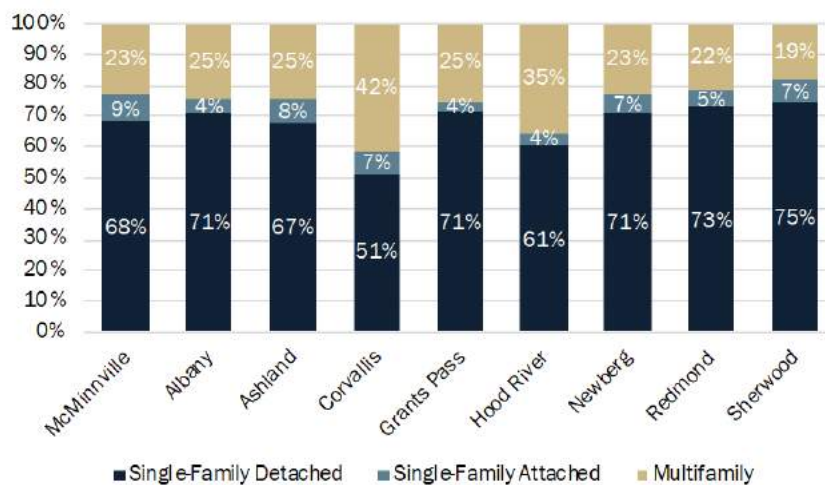
Source: US Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2013–2017 ACS Table B25024.



**McMinnville has a larger share of single-family attached housing than other comparison cities.**

**Exhibit 18. Housing Mix, McMinnville and Comparison Cities, 2013–2017**

Source: US Census Bureau, 2013–2017 ACS, Table B25024. Note: Comparison cities selected by the City of McMinnville.

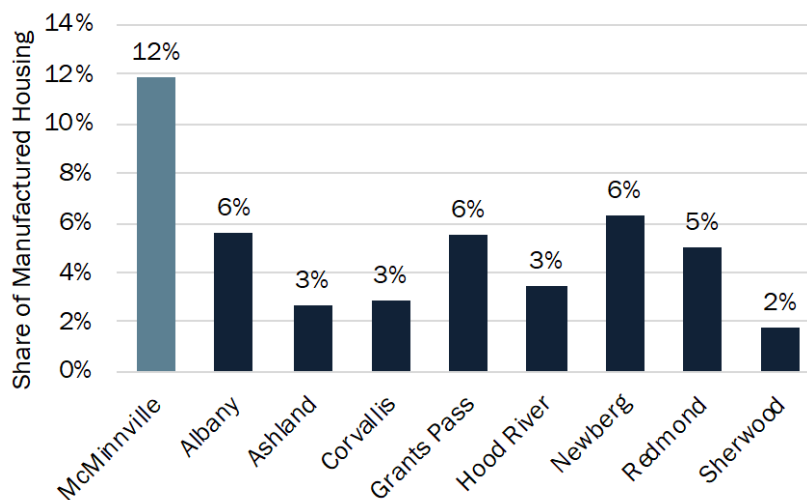


**About 12% of McMinnville's housing stock is manufactured housing.**

McMinnville has a larger share of manufactured housing stock than all other comparison cities.

**Exhibit 19. Manufactured Housing, Share of Total Housing Stock, McMinnville and Comparison Cities, 2013–2017**

Source: US Census Bureau, 2013–2017 ACS, Table B25024. Note: Manufactured housing is a form of single-family detached housing.



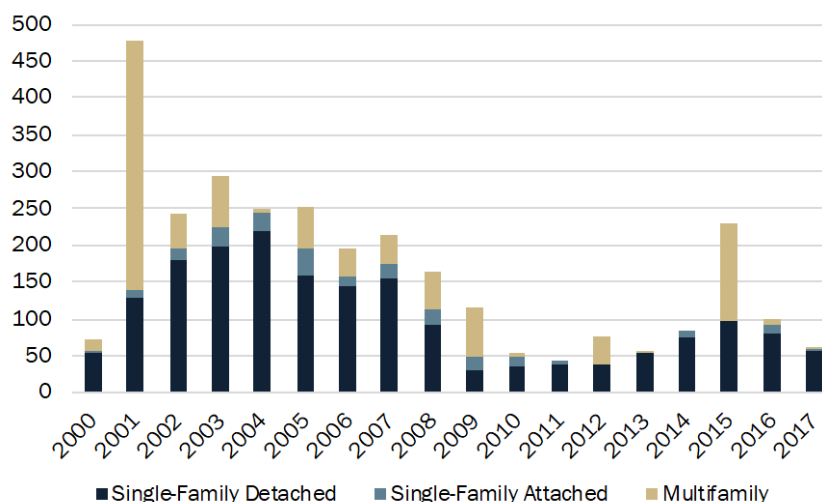
## Building Permits

Over the 2000 to 2017 period, McMinnville issued permits for 3,038 dwelling units, with an average of 179 permits issued annually.

Since 2000, McMinnville issued 69% of permits for single-family dwelling units (62% single-family detached and 8% single-family attached). McMinnville issued 31% of permits for multifamily dwelling units.

**Exhibit 20. Building Permits Issued for New Residential Construction by Type of Unit, McMinnville, 2000 through 2017**

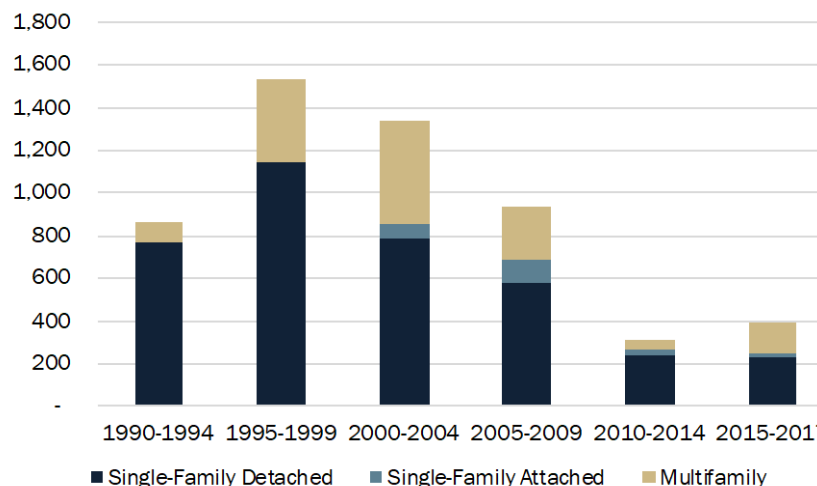
Source: City of McMinnville. Note: This chart shows a ~200 unit discrepancy from ACS data presented in Exhibit 15. That said, there is a margin of error associated with ACS data.



McMinnville permitted substantially fewer units in the current decade (2010–17) than previous decades.

**Exhibit 21. Share of Building Permits Issued for New Residential Construction by Type of Unit, McMinnville, 1990–1994, 1995–1999, 2000–2004, 2005–2009, 2010–2014, and 2015–2017**

Source: City of McMinnville. Note: DU is dwelling unit.



## Housing Density

Housing density is the density of housing by structure type, expressed in dwelling units per net or gross acre.<sup>13</sup> The US Census does not track residential development density, thus this study analyzes housing density based on McMinnville's permit database for development between 2000 and July 2018.

Through analysis of McMinnville's building permit data, between 2000 and July of 2018, 3,038 new dwelling units were developed in McMinnville. Of the 3,038 new units:

- 1,877 units were single-family detached (62%),
- 228 units were single-family attached (8%), and
- 933 units were multifamily (31%).

Exhibit 22 shows average net residential development by structure type for the historical analysis period (2000 to July of 2018). In this time, housing in McMinnville developed at an average density of 6.6 dwelling units per net acre. Single-family detached housing developed at an average of 4.8 units per net acre. Single-family attached housing developed at an average of 12.3 units per net acre. Multifamily housing developed at an average of 18.2 units per net acre (of which duplexes developed at an average of 7.0 units per net acre and all other multifamily units developed at 19.7 units per net acre).

### Exhibit 22. Net Density by Unit Type and Zone, McMinnville, 2000 through July 2018

Source: City of McMinnville Building Permit Database.

Plan Designation and Zone	Single-Family Detached			Single-Family Attached			Multi-Family			TOTAL		
	Units	Acres	Net Density	Units	Acres	Net Density	Units	Acres	Net Density	Units	Acres	Net Density
Commercial Sub-Total	-	-	-	-	-	-	309	9.9	31.2	309	9.9	31.2
C-3	-	-	-	-	-	-	309	9.9	31.2	309	9.9	31.2
Residential Sub-Total	1,877	393.8	4.8	228	18.5	12.3	624	41.3	16.5	2,729	453.5	6.0
O-R	-	-	-	-	-	-	57	7.5	7.6	57	7.5	7.6
R-1	393	98.9	4.0	27	2.9	9.5	2	0.2	-	422	102.0	4.1
R-2	880	184.8	4.8	102	8.3	12.3	213	14.5	18.6	1,195	207.6	5.8
R-3	100	17.0	5.9	44	4.2	10.6	6	0.9	-	150	22.0	6.8
R-4	504	93.1	5.4	55	3.1	17.6	346	18.2	19.1	905	114.4	7.9
<b>Total</b>	<b>1,877</b>	<b>393.8</b>	<b>4.8</b>	<b>228</b>	<b>18.5</b>	<b>12.3</b>	<b>933</b>	<b>51.2</b>	<b>18.2</b>	<b>3,038</b>	<b>463.4</b>	<b>6.6</b>

<sup>13</sup> OAR 660-024-0010(6) defines net buildable acre as land that "consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads." While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.



## Trends in Tenure

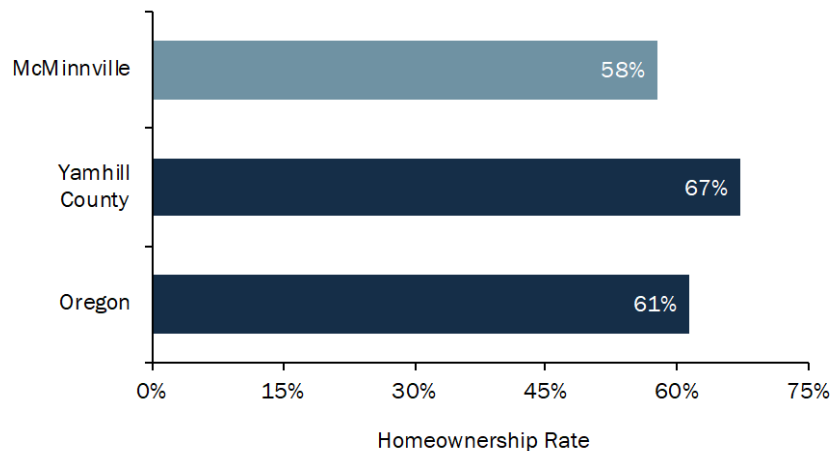
Housing tenure describes whether a dwelling is owner- or renter-occupied. The data shows:

- **About 58% of McMinnville households were homeowners in 2012–2016.** In comparison, 67% of Yamhill County households and 61% of Oregon households were homeowners.
- **Homeownership in McMinnville stayed relatively stable between 2000 and 2012–2016.** In 2000, 60% of McMinnville households were homeowners. In 2010 and 2012–2016, 58% of households were homeowners.
- **Nearly all McMinnville homeowners (95%) lived in single-family detached housing, while many renters (58%) lived in multifamily housing.** (2012–16 ACS data)

**McMinnville's homeownership rate is lower than that of the County and State.**

**Exhibit 23. Homeownership for Occupied Units, McMinnville, Yamhill County, and Oregon 2012–2016**

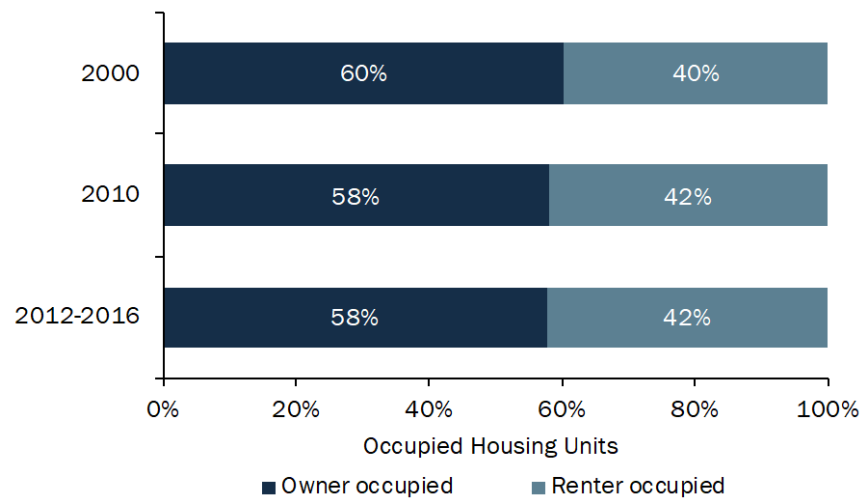
Source: US Census Bureau, 2012–2016 ACS Table B24003.



**McMinnville's homeownership rate has remained steady since 2000 at about 60%.**

**Exhibit 24. Tenure, Occupied Units, McMinnville 2012–2016**

Source: US Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2012–16 ACS Table B24003.

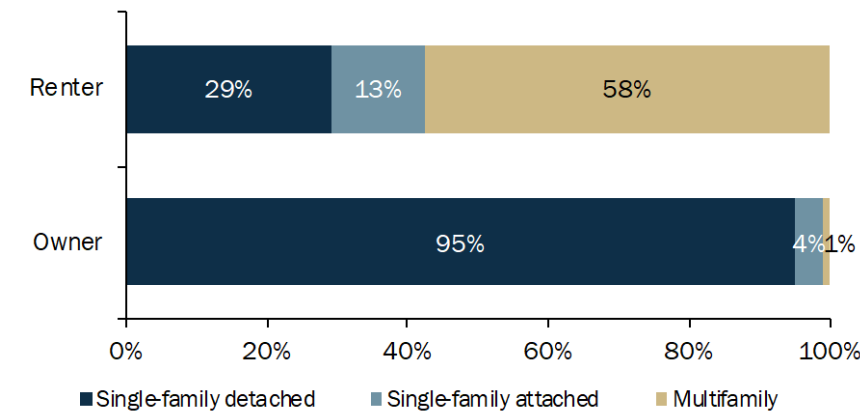


**Nearly all homeowners and about a third of all renters lived in single-family detached housing.**

Fifty-eight percent of McMinnville's households that rented lived in multifamily housing.

**Exhibit 25. Housing Units by Type and Tenure, McMinnville, 2012–2016**

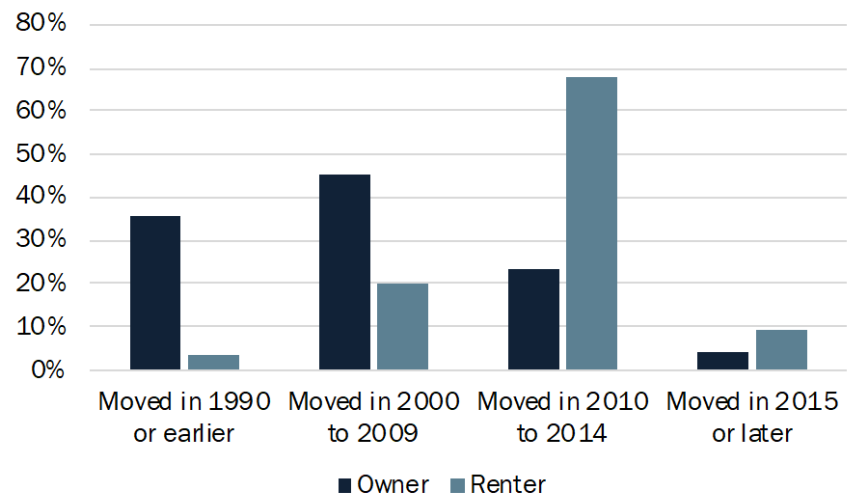
Source: US Census Bureau, 2012–2016 ACS Table B25032.



Twenty-eight percent of homeowners moved in 2010 or after, compared to 77% of renters that moved in 2010 or after.

Exhibit 26. Tenure by Year Householder Moved, McMinnville, 2012–2016

Source: US Census Bureau, 2012–2016 ACS Table B25026.



## Vacancy Rates

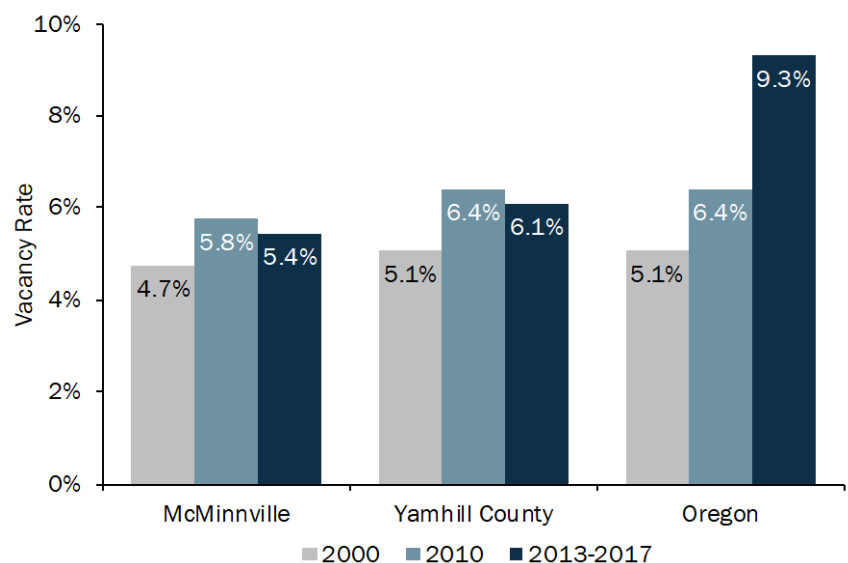
Housing vacancy is a measure of housing that is available to prospective renters and buyers. It is also a measure of unutilized housing stock. The Census defines vacancy as "unoccupied housing units . . . determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacancy through an enumeration, separate from (but related to) the survey of households. The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

**The vacancy rate in McMinnville was 5.4% in 2013–2017, up from 4.7% in 2000.**

As of 2017, McMinnville's vacancy rate was below that of Yamhill County (6.1%) and Oregon (9.3%).

**Exhibit 27. Percent of Housing Units that are Vacant, McMinnville, Yamhill County, and Oregon, 2000, 2010, 2013–2017**

Source: Census Bureau, 2000 Decennial Census SF1 Table QT-H1, 2010 Decennial Census SF1 Table QT-H1, 2013–2017 ACS Table B25002.



## Short-Term Rentals and Seasonal Housing

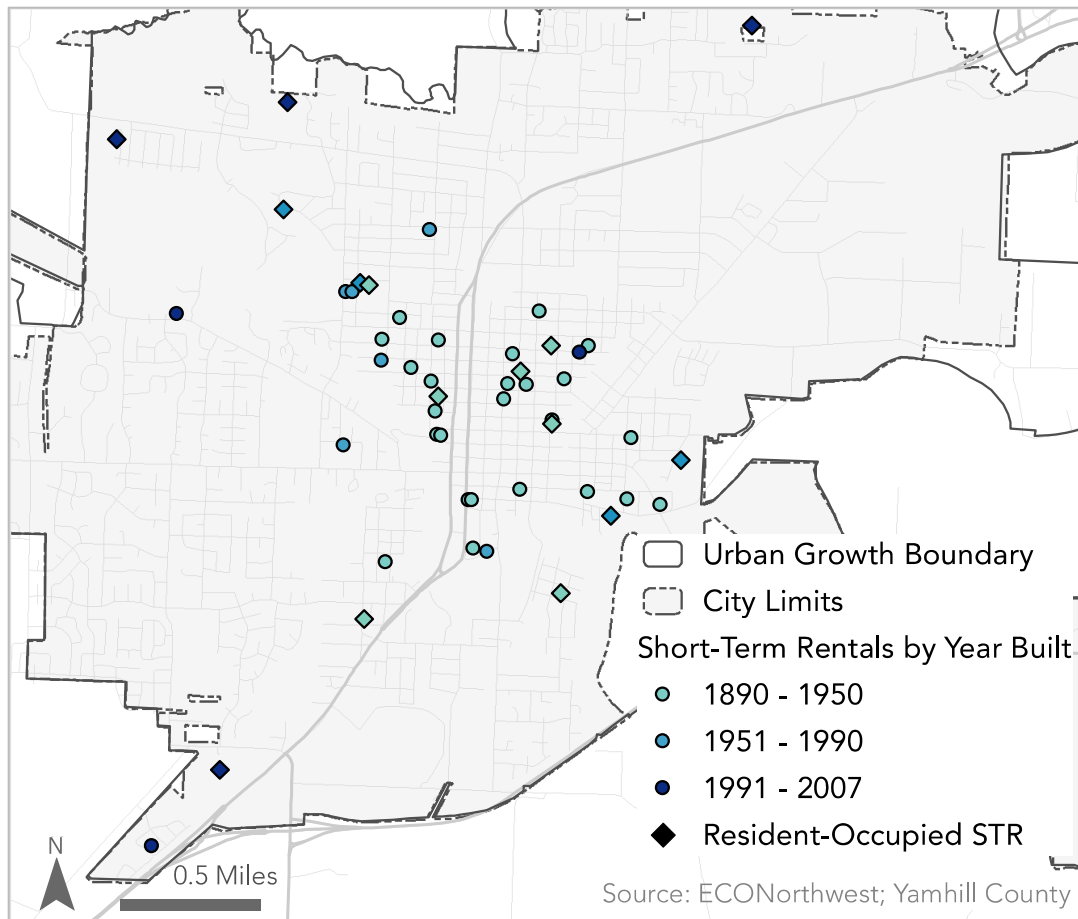
McMinnville defines a short-term rental as “the use of an entire dwelling unit by any person or group of persons entitled to occupy for rent for a period of no more than 30 (thirty) consecutive days. Short term rentals include vacation home rentals approved under the regulations in effect through May 10, 2018 (Ord. 5047 §2, 2018).

McMinnville defines a resident-occupied short-term rental as “the use of no more than two guest sleeping rooms by any person or group of persons entitled to occupy for rent for a period of no more than 30 (thirty) consecutive days. The dwelling unit is occupied by a full-time resident at the time that the guest sleeping rooms within the dwelling unit are available for overnight rental. Resident occupied short-term rentals include bed-and-breakfast establishments approved under the regulations in effect through May 10, 2018 (Ord. 5047 §2, 2018).

**McMinnville has about 53 short-term rentals, of which 15 rentals are occupied by a resident.** Of these rentals, 60% are located in units built in 1950 or earlier, 19% in units built between 1951 and 1990, 13% in units built in 1991 or later, and 8% are unknown.

### Exhibit 28. Short-Term Rentals, McMinnville, 2018 Point-in-Time

Source: City of McMinnville short-term rental database. Note: Short-term rentals include resident-occupied short-term rentals and nonresident-occupied short-term rentals.



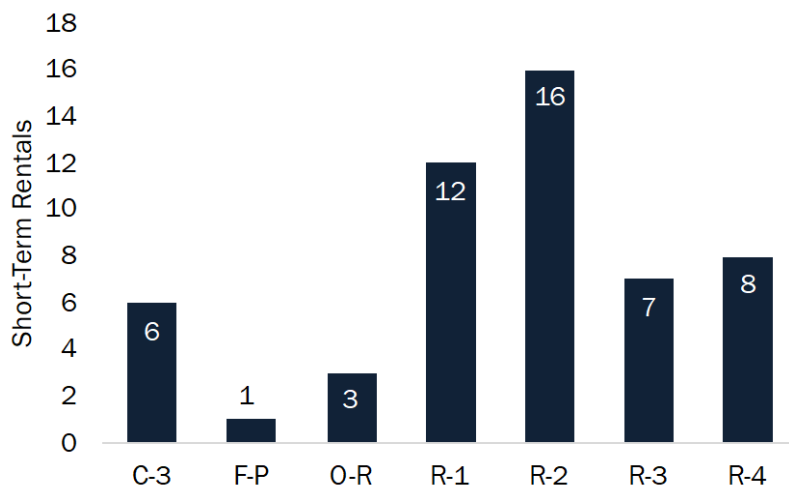


About 87% of McMinnville’s short-term rentals are located in a residential zone (O-R, R-1, R-2, R-3, and R-4).

Another 11% of short-term rentals are located in a commercial zone (C-3), and the remaining 2% of short-term rentals are located in a floodplain (F-P).

**Exhibit 29. Short-Term Rental by Zone Classification, McMinnville, 2018 Point-in-Time**

Source: City of McMinnville short-term rental database. Note: Short-term rentals include resident-occupied short-term rentals and nonresident-occupied short-term rentals.

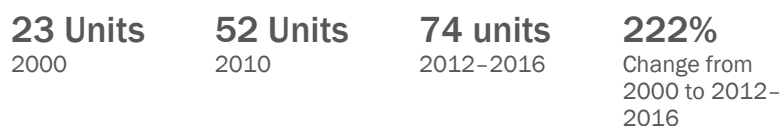


McMinnville has more vacant units categorized as “seasonal, recreational, or occasional use” than it did in 2000.

However, a smaller share of McMinnville’s vacant units is for seasonal, recreational, or occasional use (9% in 2000, 7% in 2010, and 5% in 2016).

**Exhibit 30. Vacancy of Seasonal, Recreational, or Occasional-Use Housing, McMinnville, 2000 to 2012–2016**

Source: US Census Bureau, 2000 Decennial Census SF1 Table H005, 2010 Decennial Census SF1 Table H5, 2012–16 ACS Table B25004. Note: This data is not directly associated with the City of McMinnville’s short-term rental data.



## Government-Assisted Housing Projects

Governmental agencies and nonprofit organizations offer a range of housing assistance to low- and moderate-income households in renting or purchasing a home. There are sixteen government-assisted housing developments in McMinnville:

**McMinnville has a total of 16 government-assisted housing developments, totaling 558 units.**

### Exhibit 31. Inventory of Government-Assisted Housing Projects, McMinnville, 2018

Source: Oregon Department of Housing and Community Services, Affordable Housing Inventory, 2018. Note: The Project Advisory Committee vetted OHCS's inventory and modified the listings to accurately reflect government-assisted housing in McMinnville.

Development Name	Total Units	Population Served
Bridges	6	Low-income residents
Fresa Park B	6	Agricultural workers
Hendricks Place	8	Special Needs
Heritage Place	60	Seniors
Homeport	12	Special Needs
Jandina Park	36	Family
Orchards Plaza	60	(5) Family and (55) Seniors
Redwood Commons	64	Family
Sunflower Park	33	(27) Family (6) Transitional
Sunnyside Apts	15	Special Needs
Tice Park	88	Family
Villa Del Sol	24	(12) Family and (12) Agricultural workers
Villa West	48	Family
Village Quarter	50	Senior
Willamette Place I	24	Seniors or Special Needs of Any Age
Willamette Place II	24	Seniors or Special Needs of Any Age
<b>Total</b>	<b>558</b>	

In addition, the Housing Authority of Yamhill County (HAYC) administers 1,423 Housing Choice Vouchers (countywide). A small share of these vouchers serves specific populations, such as homeless veterans and their families with VASH vouchers and nonelderly persons with disabilities with Mainstream Vouchers. Due to the shortage of affordable rental housing in Yamhill County, HAYC has a 58% utilization rate for persons-issued vouchers (as of December 2018).<sup>14</sup>

<sup>14</sup> When households qualify to receive a Housing Choice Voucher, they must first find housing that meets their income and housing cost requirements. Many households in McMinnville are unable to find rental housing that meets those requirements and must forego their Housing Choice Voucher, despite being eligible. Forty-two percent of Housing Choice Vouchers are currently unused for this reason.

## Manufactured Homes

Cities are required to plan for manufactured homes—both on individual lots and in parks (ORS 197.475-492). Manufactured homes typically provide a source of affordable housing in cities. They provide a form of homeownership and rental units that can be made available to households making less than the median income in cities.

Generally, manufactured homes in parks are owned by the occupants who pay rent for the space on which the unit is located. Living in a manufactured housing park is desirable to some because it can provide a sense of security (with an on-site manager), community, and amenities (such as laundry and recreation facilities). Monthly housing costs are typically lower for a homeowner in a manufactured home park for several reasons. For instance, manufactured homes have lower base prices, as they cost less to produce. Due to the durability of a manufactured home, the value of a manufactured home generally does not appreciate in the way a conventional home would. Manufactured homeowners in parks are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate to another manufactured home to escape rent increases.

ORS 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high-density residential development. Exhibit 32 presents the Oregon Department of Housing and Community Services (OHCS) inventory of mobile and manufactured home parks within McMinnville as of 2018.

**McMinnville has 12 manufactured home parks within the UGB, with a total of 1,014 spaces.**

### **Exhibit 32. Inventory of Mobile/Manufactured Home Parks, McMinnville UGB, 2018**

Source: Oregon Manufactured Dwelling Park Directory (tabular) and Interactive Map and Statewide Park Directory. Note 1: The tabular directory only identified four parks (Flamingo Mobile Homes, Squires Estates, Squires Mobile West Estates, and Walnut City Lodges). Note 2: This inventory excludes "mobile home subdivisions" where all lots are occupied by manufactured homes, but each manufactured home is on a separate lot.

Name	Location	Type	Total Spaces	Vacant Spaces	Zone or Plan Designation
Flamingo Mobile Home Park	1338 E Quincy	55+	24	0	R-4
Squires Estates	1557 N Pacific Hwy	Family	103	0	R-3
Squires Mobile West Estates	1011 N 9th St	Family	102	2	R-3
Walnut City Lodges	745 SW Baker St	Family	32	2	O-R
Kathleen Manor Manufactured Home Community	1200 Hill Rd	Family	224	n/a	R-3
Heidi Manor Manufactured Home Community	1145 SW Cypress St	Family	116	n/a	R-3
Southwest Terrace LLC	1501 SW Baker St	55+	76	n/a	C-3
Victor Manor/Horizon Homeowners Cooperative	900 SE Booth Bend Rd	Family	32	n/a	C-3
McMinnville Manor	1602 NE Riverside Dr	55+	95	n/a	R-4
Riverside Mobile Terrace	2170 NE Riverside Dr	Family	82	n/a	R-4
Evergreen Mobile Home Park	2400 SE Stratus Ave	Family	20	n/a	R-4
Olde Stone Village	4155 NE Three Mile Ln	Family	108	n/a	R-4
<b>Total</b>			<b>1,014</b>	<b>4</b>	

## 4. Demographic and Other Factors Affecting Residential Development in McMinnville

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Demographic trends are important for developing a thorough understanding of the dynamics of the McMinnville housing market and projecting McMinnville's future housing needs. McMinnville exists in a regional economy, where trends in the region impact the local housing market. This chapter documents demographic, socioeconomic, and other trends relevant to McMinnville at the national, state, and regional levels.

Demographic trends provide a context for growth in a region; factors such as age, income, migration, and other trends show how communities have grown and how they will shape future growth. To provide context, we compare McMinnville to Yamhill County and, where appropriate, to nearby cities with comparable populations and community attributes (Monmouth, Independence, Dallas, and Newberg). Characteristics such as age and ethnicity are indicators of how the population has grown in the past and provide insight into factors that may affect future growth.

A recommended approach to conducting a housing needs analysis is described in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the workbook, the specific steps in the housing needs analysis are:

1. Project the number of new housing units needed in the next twenty years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the twenty-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.
6. Estimate the number of additional needed units by structure type.

This chapter presents data to address steps 2, 3, and 4. Chapter 5 presents data to address steps 1, 5, and 6.



# Demographic and Socioeconomic Factors Affecting Housing Choice<sup>15</sup>

Analysts typically describe housing demand as the preferences for different types of housing (i.e., single-family detached, single-family attached, or multifamily), and the ability to pay for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

Many demographic and socioeconomic variables affect housing choice. However, the literature about housing markets finds that age of the householder, size of the household, and income are most strongly correlated with housing choice.

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. This chapter discusses generational trends, such as housing preferences of seniors (particularly Baby Boomers or people born from about 1946 to 1964), and Millennials, people born from about 1980 to 2000.
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households. People in their middle years are more likely to live in multi-person households (often with children).
- **Income** is household income. Research suggests that income is the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., a single-family detached, a duplex, or a building with more than five units) and to household tenure (e.g., rent or own).

This chapter focuses on these key demographic factors, presenting data that suggests how changes to these factors may affect housing need in McMinnville over the next twenty years.

<sup>15</sup> The research in this chapter is based on numerous articles and sources of information about housing, including:

D. Myers and S. Ryu, "Aging Baby Boomers and the Generational Housing Bubble," *Journal of the American Planning Association*, Winter 2008.

Davis, Hibbits & Midghal Research, "Metro Residential Preference Survey," May 2014.

L. Lachman and D. Brett, *Generation Y: America's New Housing Wave*, Urban Land Institute, 2010.

G. Galster, "People Versus Place, People and Place, or More? New Directions for Housing Policy," *Housing Policy Debate*, 2017.

C. Herbert and H. Molinsky, "Meeting the Housing Needs of an Aging Population," 2015.

J. McIlwain, *Housing in America: The New Decade*, Urban Land Institute, 2010.

J. Schuetz, "Who Is the New Face of American Homeownership?," Brookings, 2017.

American Planning Association, "Investing in Place; Two Generations' View on the Future of Communities," 2014.

Transportation for America, "Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," 2014.

## National Trends<sup>16</sup>

This brief summary on national housing trends builds on previous work by ECONorthwest, Urban Land Institute (ULI) reports, and conclusions from the *State of the Nation's Housing, 2018* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook as follows:

“By many metrics, the housing market is on sound footing. With the economy near full employment, household incomes are increasing and boosting housing demand. On the supply side, a decade of historically low single-family construction has left room for expansion of this important sector of the economy. Although multifamily construction appears to be slowing, vacancy rates are still low enough to support additional rentals. In fact, to the extent that growth in supply outpaces demand, a slowdown in rent growth should help to ease affordability concerns.”

However, challenges to a strong domestic housing market remain. High mortgage rates make housing unaffordable for many Americans, especially younger Americans. In addition to rising housing costs, wages have also failed to keep pace, worsening affordability pressures. Single-family and multifamily housing supplies remain tight, which compound affordability issues. The *State of the Nation's Housing, 2018* report emphasizes the importance of government assistance and intervention to keep housing affordable moving forward. Several challenges and trends shaping the national housing market are summarized below:

- **Moderate new construction and tight housing supply, particularly for affordable housing.** New construction experienced its eighth year of gains in 2017 with 1.2 million units added to the national stock. Estimates for multifamily starts range between 350,000 to 400,000 (2017). The supply of for-sale homes in 2017 averaged 3.9 months below what is considered balanced (six months), and lower-cost homes are considered especially scarce. The *State of the Nation's Housing, 2018* report cites lack of skilled labor, higher building costs, scarce developable land, and the cost of local zoning and regulation as impediments to new construction.
- **Demand shift from renting to owning.** After years of decline, the national homeownership rate increased from a fifty-year low of 62.9% in the second quarter of 2016 to 63.7% in the second quarter of 2017. Trends suggest homeownership among householders aged 65 and older have remained strong and homeownership rates among young adults have begun stabilizing after years of decline.
- **Housing affordability.** In 2016, almost one-third of American households spent more than 30% of their income on housing. This figure is down from the prior year, bolstered by a considerable drop in the owner share of cost-burdened households. Low-income households face an especially dire hurdle to afford housing. As resources become increasingly competitive, and with such a large share of households exceeding the

<sup>16</sup> These trends are based on information from (1) the *State of the Nation's Housing, 2018* report from the Joint Center for Housing Studies of Harvard University, (2) the Urban Land Institute's "2018 Emerging Trends in Real Estate," and (3) the US Census.

traditional standards for affordability, policymakers are focusing efforts on the severely cost burdened. Among those earning less than \$15,000, more than 70% of households paid more than half of their income on housing.

- **Long-term growth and housing demand.** The Joint Center for Housing Studies forecasts that demand for new homes nationally could total as many as 12 million units between 2017 and 2027. Much of the demand will come from Baby Boomers, Millennials,<sup>17</sup> and immigrants. The Urban Land Institute cites the trouble of overbuilding in the luxury sector while demand is in mid-priced single-family houses affordable to a larger buyer pool.
- **Growth in rehabilitation market.**<sup>18</sup> Aging housing stock and poor housing conditions are growing concerns for jurisdictions across the United States. With almost 80% of the nation's housing stock at least 20 years old (40% at least 50 years old), Americans are spending in excess of \$400 billion per year on residential renovations and repairs. As housing rehabilitation becomes the go-to solution to address housing conditions, the home remodeling market has grown more than 50% since the recession ended—generating 2.2% of national economic activity (in 2017).

Despite trends suggesting growth in the rehabilitation market, rising construction costs and complex regulatory requirements pose barriers to rehabilitation. Lower-income households or households on fixed-incomes may defer maintenance for years due to limited financial means, escalating rehabilitation costs. At a certain point, the cost of improvements may outweigh the value of the structure, which may necessitate new responses such as demolition or redevelopment.

- **Changes in housing preference.** Housing preference will be affected by changes in demographics; most notably, the aging of Baby Boomers, housing demand from Millennials, and growth of immigrants.
  - *Baby Boomers.* The housing market will be affected by the continued aging of Baby Boomers, the oldest of whom were in their seventies in 2018 and the youngest of whom were in their fifties in 2018. Baby Boomers' housing choices will affect housing preference and homeownership. Addressing housing needs for those moving through their sixties, seventies, eighties, and beyond will require a range of housing opportunities. For example, "the 82-to-86-year-old cohort dominates the assisted living and more intensive care sector" while new or near-retirees may prefer aging in place or active, age-targeted communities.<sup>19</sup> Characteristics like

<sup>17</sup> According to the Pew Research Center, Millennials were born between the years of 1981 to 1996 (inclusive). Read more about generations and their definitions here: <http://www.pewresearch.org/fact-tank/2018/03/01/defining-generations-where-millennials-end-and-post-millennials-begin/>.

To generalize, and because there is no official Millennial generation, we define this cohort as individuals born between 1980 and 2000.

<sup>18</sup> These findings are copied from the Joint Center for Housing Studies of Harvard University's "Improving America's Housing, 2019."

[https://www.jchs.harvard.edu/sites/default/files/Harvard\\_JCHS\\_Improving\\_Americas\\_Housing\\_2019.pdf](https://www.jchs.harvard.edu/sites/default/files/Harvard_JCHS_Improving_Americas_Housing_2019.pdf)

<sup>19</sup> Urban Land Institute, "Emerging Trends in Real Estate, 2019."

immigration and ethnicity play a role too, as “older Asians and Hispanics are more likely than whites or blacks to live in multigenerational households.”<sup>20</sup> Senior households earning different incomes may make distinctive housing choices. For instance, low-income seniors may not have the financial resources to live out their years in a nursing home and may instead choose to downsize to smaller, more affordable units. Seniors living in close proximity to relatives may also choose to live in multigenerational households.

- Research shows that “older people in western countries prefer to live in their own familiar environment as long as possible,” but aging in place does not only mean growing old in their own homes.<sup>21</sup> A broader definition exists, which explains that aging in place also means “remaining in the current community and living in the residence of one’s choice.”<sup>22</sup> Therefore, some Baby Boomers are likely to stay in their home as long as they are able, and some will prefer to move into other housing, such as multifamily housing or age-restricted housing developments, before they move into to a dependent-living facility or into a familial home. Moreover, “the aging of the U.S. population, [including] the continued growth in the percentage of single-person households, and the demand for a wider range of housing choices in communities across the country is fueling interest in new forms of residential development, including tiny houses.”<sup>23</sup>
- *Millennials.* Over the last several decades, young adults have been increasingly living in multigenerational housing—more so than older demographics.<sup>24</sup> Despite this trend, as Millennials age over the next twenty years, they will be forming households and families. In 2018, the oldest Millennials were in their late thirties and the youngest were in their late teens. By 2040, Millennials will be between 40 and 60 years old.

Millennials only started forming their own households at the beginning of the 2007–2009 recession. Today, Millennials are driving much of the growth in new households, albeit at slower rates than previous generations. From 2012 to 2017, Millennials formed an average of 2.1 million net new households each year. Twenty-six percent of Millennials aged 25 to 34 lived with their parents (or other relatives) in 2017.

Millennials’ average wealth may remain far below Baby Boomers and Gen Xers, and student loan debt will continue to hinder consumer behavior and affect retirement savings. As of 2015, Millennials comprised 28% of active homebuyers,

<sup>20</sup> C. Herbert and H. Molinsky, “Meeting the Housing Needs of an Aging Population,” 2015. [https://shelterforce.org/2015/05/30/meeting\\_the\\_housing\\_needs\\_of\\_an\\_aging\\_population/](https://shelterforce.org/2015/05/30/meeting_the_housing_needs_of_an_aging_population/)

<sup>21</sup> P. Vanleerberghe, et al., *The Quality of Life of Older People Aging in Place: A Literature Review*, 2017.

<sup>22</sup> Ibid.

<sup>23</sup> American Planning Association, “Making Space for Tiny Houses,” Quick Notes.

<sup>24</sup> According to the Pew Research Center, in 1980, just 11% of adults aged 25 to 34 lived in a multigenerational family household, and by 2008, 20% did (82% change). Comparatively, 17% of adults aged 65 and older lived in a multigenerational family household in 1980, and by 2008, 20% did (18% change).

while Gen Xers comprised 32% and Baby Boomers 31%.<sup>25</sup> That said, “over the next 15 years, nearly \$24 trillion will be transferred in bequests,” presenting new opportunities for Millennials (as well as Gen Xers).

- *Immigrants.* Research on foreign-born populations shows that immigrants, more than native-born populations, prefer to live in multigenerational housing. Still, immigration and increased homeownership among minorities could also play a key role in accelerating household growth over the next ten years. Current population survey estimates indicate that the number of foreign-born households rose by nearly 400,000 annually between 2001 and 2007, and they accounted for nearly 30% of overall household growth. Beginning in 2008, the influx of immigrants was staunch by the effects of the Great Recession. After a period of decline, however, the foreign born are again contributing to household growth. The Census Bureau’s estimates of net immigration in 2017–2018 indicate that 1.2 million immigrants moved to the United States from abroad, down from 1.3 million immigrants in 2016–2017 but higher than the average annual pace of 850,000 during the period of 2009–2011. However, if recent federal policies about immigration are successful, growth in undocumented and documented immigration could slow household growth in the coming years.
- *Diversity.* The growing diversity of American households will have a large impact on domestic housing markets. Over the coming decade, minorities will make up a larger share of young households and constitute an important source of demand for both rental housing and small homes. The growing gap in homeownership rates between whites and blacks, as well as the larger share of minority households that are cost burdened, warrants consideration. Since 1994, the difference in homeownership rates between whites and blacks has risen by 1.9 percentage points to 29.2% in 2017. Alternatively, the gap between white and Hispanic homeownership rates, and white and Asian homeownership rates, both decreased during this period but remained sizable at 26.1 and 16.5 percentage points, respectively. Although homeownership rates are increasing for some minorities, large shares of minority households are more likely to live in high-cost metro areas. This, combined with lower incomes than white households, leads to higher rates of cost burden for minorities—47% for blacks, 44% for Hispanics, 37% for Asians/others, and 28% for whites in 2015.
- Changes in housing characteristics. The US Census Bureau’s *Characteristics of New Housing* report (2017) presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several long-term trends in the characteristics of housing are evident from the *New Housing* report:<sup>26</sup>

<sup>25</sup> V. Srinivas and U. Goradia, “The Future of Wealth in the United States,” Deloitte Insights, 2015.

<https://www2.deloitte.com/insights/us/en/industry/investment-management/us-generational-wealth-trends.html>

<sup>26</sup> US Census Bureau, “Highlights of Annual 2017 Characteristics of New Housing.”

<https://www.census.gov/construction/chars/highlights.html>.



- *Larger single-family units on smaller lots.* Between 1999 and 2017, the median size of new single-family dwellings increased by 20% nationally from 2,028 sq. ft. to 2,426 sq. ft., and between 1999 and 2017, the western region increased by 20% from 2,001 sq. ft. to 2,398 sq. ft. Moreover, between 1999 and 2017 the percentage of new units smaller than 1,400 sq. ft. across the United States decreased by more than half, from 15% to 6%; the percentage of units greater than 3,000 sq. ft. increased from 17% to 25%; and the percentage of lots less than 7,000 sq. ft. increased from 25% to 31%. In addition to larger homes, a trend toward smaller lot sizes is seen nationally.
- *Larger multifamily units.* Between 1999 and 2017, the median size of new multifamily dwelling units increased by 5.3% across the United States, and the western region increased by 2.4%. Nationally, the percentage of new multifamily units with more than 1,200 sq. ft. increased from 28% to 33% between 1999 and 2017, and it increased from 25% to 28% in the western region.
- *Household amenities.* Across the United States since 2013, an increasing number of new units have had air-conditioning (fluctuating year by year at over 90% for both new single-family and multifamily units). In 2000, 93% of new single-family houses had two or more bathrooms, compared to 97% in 2017. In that same time, the share of units with two or more bathrooms decreased from 55% of new multifamily units to 45%. As of 2017, 65% of new single-family houses in the United States had one or more garages (down from 69% in 2000).
- *Shared amenities.* Housing with shared amenities is growing in popularity, as it may improve space efficiencies and reduce per-unit costs/maintenance costs. Single-room occupancies (SROs),<sup>27</sup> cottage clusters, cohousing developments, and multifamily products are common housing types that take advantage of this trend. Shared amenities may take many forms and include bathrooms, kitchens and other home appliances (e.g., laundry facilities, outdoor grills), security systems, outdoor areas (e.g., green space, pathways, gardens, rooftop lounges), fitness rooms, swimming pools, and tennis courts.<sup>28</sup>

## State Trends

Oregon's 2016–2020 Consolidated Plan Amendment includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide. The plan concludes that “a growing gap between the number of Oregonians who need affordable housing and the availability of affordable homes has given rise to destabilizing rent increases, an alarming number of evictions

<sup>27</sup> Single-room occupancies are residential properties with multiple single-room dwelling units occupied by a single individual. From: US Department of Housing and Urban Development, *Understanding SRO*, 2001.  
<https://www.hudexchange.info/resources/documents/Understanding-SRO.pdf>

<sup>28</sup> Urbsworks, *Housing Choices Guide Book: A Visual Guide to Compact Housing Types in Northwest Oregon*, n.d.  
[https://www.oregon.gov/lcd/Publications/Housing-Choices-Booklet\\_DIGITAL.pdf](https://www.oregon.gov/lcd/Publications/Housing-Choices-Booklet_DIGITAL.pdf)

A. Saiz and A. Salazar, *Real Trends: The Future of Real Estate in the United States*, Center for Real Estate, Urban Economics Lab, n.d.

of low- and fixed- income people, increasing homelessness, and serious housing instability throughout Oregon.”

It identified the following issues that describe housing need statewide:<sup>29</sup>

- For housing to be considered affordable, a household should pay up to one-third of their income toward rent, leaving money left over for food, utilities, transportation, medicine, and other basic necessities. Today, half of Oregon renter households pay more than one-third of their income toward rent, and one-third pay more than half of their income toward rent.
- More school children are experiencing housing instability and homelessness. The rate of K–12 homeless children increased by 12% from the 2013–2014 school year to the 2014–2015 school year.
- Oregon has 28,500 rental units that are affordable and available to renters with extremely low incomes. There are about 131,000 households that need those apartments, leaving a gap of 102,500 units.
- Housing instability is fueled by an unsteady, low-opportunity employment market. Over 400,000 Oregonians are employed in low-wage work. Low-wage work is a growing share of Oregon’s economy. When wages are set far below the cost needed to raise a family, the demand for public services grows to record heights.
- Women are more likely than men to end up in low-wage jobs. Low wages, irregular hours, and part-time work compound issues.
- People of color historically constitute a disproportionate share of the low-wage work force. About 45% of Latinos, and 50% of African Americans, are employed in low-wage industries.
- The majority of low-wage workers are adults over the age of twenty, many of whom have earned a college degree or some level of higher education.
- In 2019, minimum wage in Oregon<sup>30</sup> was \$11.25, \$12.50 in the Portland Metro, and \$11.00 for nonurban counties.

“Breaking New Ground, Oregon’s Statewide Housing Plan” for 2018 describes the Oregon Housing and Community Services (OHCS) goals and implementation strategies for achieving the goals.<sup>31</sup> It includes relevant data to help illustrate the rationale for each priority. Oregon’s

<sup>29</sup> These conclusions are copied directly from *Oregon’s 2016–2020 Consolidated Plan Amendment* <http://www.oregon.gov/ohcs/docs/Consolidated-Plan/2016-2020-Consolidated-Plan-Amendment.pdf>.

<sup>30</sup> The 2016 Oregon Legislature, Senate Bill 1532, established a series of annual minimum wage rate increases beginning July 1, 2016, through July 1, 2022. <https://www.oregon.gov/boli/whd/omw/pages/minimum-wage-rate-summary.aspx>

<sup>31</sup> Priorities and factoids are copied directly from Oregon Housing and Community Services “Breaking New Ground, Oregon’s Statewide Housing Plan,” November 2018 Draft. <https://www.oregon.gov/ohcs/DO/shp/OregonStatewideHousingPlan-PublicReviewDraft-Web.pdf>

“Statewide Housing Plan” identified six housing priorities to address in communities across the State over 2019 to 2023.

- **Equity and Racial Justice.** *Advance equity and racial justice by identifying and addressing institutional and systemic barriers that have created and perpetuated patterns of disparity in housing and economic prosperity.*
  - Summary of the Issue: In Oregon, 26% of people of color live below the poverty line in Oregon, compared to 15% of the white population.
  - 2019–2023 Goal: Communities of color will experience increased access to OHCS resources and achieve greater parity in housing stability, self-sufficiency, and homeownership. OHCS will collaborate with its partners and stakeholders to create a shared understanding of racial equity and overcome systemic injustices faced by communities of color in housing discrimination, access to housing, and economic prosperity.
- **Homelessness.** *Build a coordinated and concerted statewide effort to prevent and end homelessness, with a focus on ending unsheltered homelessness of Oregon’s children and veterans.*
  - Summary of the Issue: According to the Point-in-Time count, approximately 14,000 Oregonians experienced homelessness in 2017, an increase of nearly 6% since 2015. Oregon’s unsheltered population increased faster than the sheltered population, and the State’s rate of unsheltered homelessness is the third highest in the nation at 57%. The State’s rate of unsheltered homelessness among people in families with children is the second highest in the nation at 52%.
  - 2019–2023 Goal: OHCS will drive toward impactful homelessness interventions by increasing the percentage of people who are able to retain permanent housing for at least six months after receiving homeless services to at least 85 percent. OHCS will also collaborate with partners to end veterans’ homelessness in Oregon and build a system in which every child has a safe and stable place to call home.
- **Permanent Supportive Housing.** *Invest in permanent supportive housing, a proven strategy to reduce chronic homelessness and reduce barriers to housing stability.*
  - Summary of the Issue: Oregon needs about 12,388 units of permanent supportive housing to serve individuals and families with a range of needs and challenges.
  - 2019–2023 Goal: OHCS will increase our commitment to permanent supportive housing by funding the creation of 1,000 or more additional permanent supportive-housing units to improve the future long-term housing stability for vulnerable Oregonians.
- **Affordable Rental Housing.** *Work to close the affordable rental-housing gap and reduce housing cost burden for low-income Oregonians.*

- Summary of the Issue: Statewide, over 85,000 new units are needed to house those households earning below 30% of median family income (MFI) in units affordable to them. The gap is even larger when accounting for the more than 16,000 units affordable at 30% of MFI, which are occupied by households at other income levels.
- 2019–2023 Goal: OHCS will triple the existing pipeline of affordable rental housing—up to 25,000 homes in the development pipeline by 2023. Residents of affordable rental housing funded by OHCS will have reduced cost burden and more opportunities for prosperity and self-sufficiency.
- **Homeownership.** *Provide more low- and moderate-income Oregonians with the tools to successfully achieve and maintain homeownership, particularly in communities of color.*
  - Summary of the Issue: In Oregon, homeownership rates for all categories of people of color are lower than for white Oregonians. For white non-Hispanic Oregonians, the homeownership rate is 63%. For Hispanic and nonwhite Oregonians, it is 42%. For many, homeownership rates have fallen between 2005 and 2016.
  - 2019–2023 Goal: OHCS will assist at least 6,500 households in becoming successful homeowners through mortgage lending products while sustaining efforts to help existing homeowners retain their homes. OHCS will increase the number of homebuyers of color in our homeownership programs by 50% as part of a concerted effort to bridge the homeownership gap for communities of color while building pathways to prosperity.
- **Rural Communities.** *Change the way OHCS does business in small towns and rural communities to be responsive to the unique housing and service needs and unlock the opportunities for housing development.*
  - Summary of the Issue: While housing costs may be lower in rural areas, incomes are lower as well: median family income is \$42,750 for rural counties versus \$54,420 for urban counties. Additionally, the median home values in rural Oregon are 30% higher than in the rural United States, and median rents are 16% higher.
  - 2019–2023 Goal: OHCS will collaborate with small towns and rural communities to increase the supply of affordable and market-rate housing. As a result of tailored services, partnerships among housing and service providers, private industry, and local governments will flourish, leading to improved capacity, leveraging of resources, and a doubling of the housing development pipeline.

## Regional and Local Demographic Trends that May Affect Housing Need in McMinnville

Demographic trends that might affect the key assumptions used in the baseline analysis of housing need are (1) the aging population, (2) changes in household size and composition, and (3) increases in diversity.

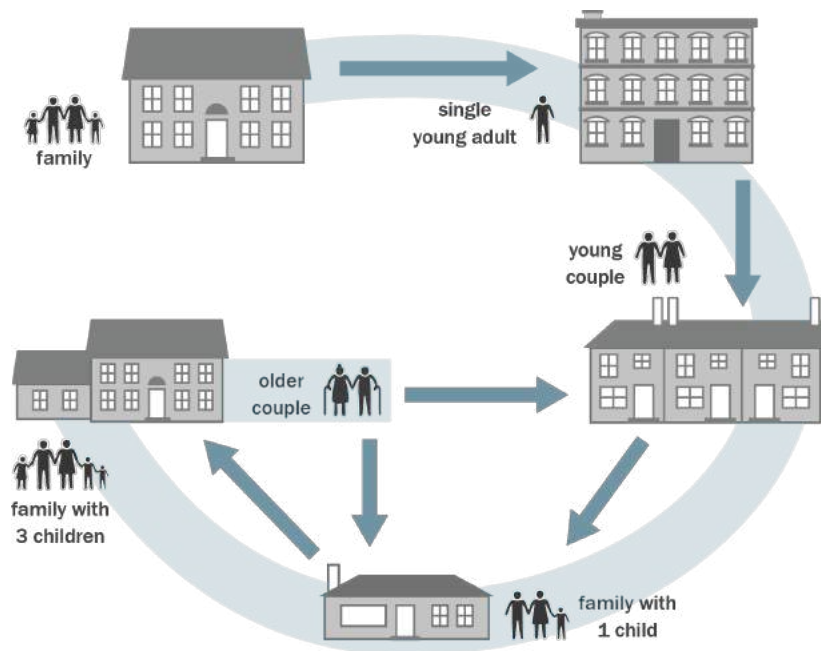
An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As McMinnville's population ages, different types of housing will be needed to accommodate older residents. The housing characteristics by age data below reveal this cycle in action in McMinnville.

### Housing needs and preferences change in predictable ways over time, with changes in marital status and size of family.

Families of different sizes need different types of housing.

### Exhibit 33. Effect of Demographic Changes on Housing Need

Source: ECONorthwest, adapted from Clark, William A.V. and Frans M. Dieleman. 1996. *Households and Housing*. New Brunswick, NJ: Center for Urban Policy Research.



## Growing Population

McMinnville's population grew by 88% between 1990 and 2017, adding 15,771 new residents. Over this period, McMinnville's population grew at an average annual growth rate of 2.4%. McMinnville's population growth will drive future demand for housing over the planning period.

### Exhibit 34. Population, McMinnville, 1990–2017

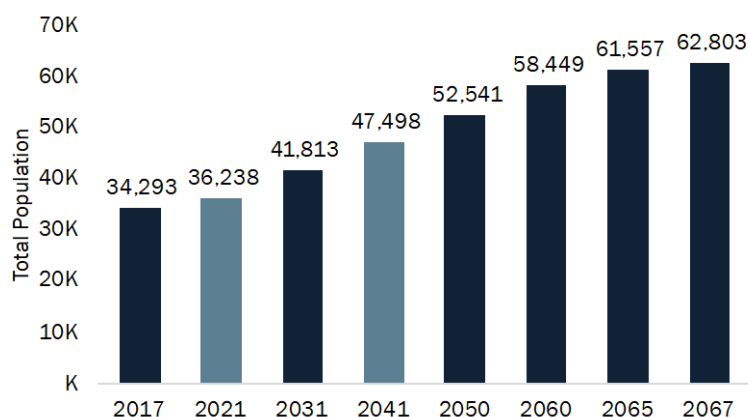
Source: US Decennial Census 1990, 2000, and 2010. Portland State University Population Research Center, 2017 Estimate.

	1990	2000	2010	2017	Change 1990 to 2017		
					Number	Percent	AAGR
U.S.	248,709,873	281,421,906	308,745,538	325,719,178	77,009,305	31%	1.0%
Oregon	2,842,321	3,421,399	3,831,074	4,141,100	1,298,779	46%	1.4%
Yamhill County	65,551	84,992	99,193	106,300	40,749	62%	1.8%
McMinnville	17,894	26,499	32,187	33,665	15,771	88%	2.4%

By 2067, McMinnville's population within its UGB is expected to exceed 60,000 people.

### Exhibit 35. Population Forecast, McMinnville UGB, 2017 through 2067

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



McMinnville's population within its UGB is expected to grow by around 31% (11,260 people) over the 20-year analysis period (2021 to 2041).

### Exhibit 36. 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)

A majority of new population growth in Yamhill County and Oregon is because of in-migration.

### Exhibit 37. Migrant Share of New Population, Yamhill County and Oregon, 2000–2016

Source: Population Research Center, Portland State University.

<b>Yamhill County</b>	<b>19,998</b> New Population	<b>13,477</b> New Migrant Population	<b>67%</b> Migrant Share of Growth
<b>Oregon</b>	<b>654,951</b> New Population	<b>420,150</b> New Migrant Population	<b>64%</b> Migrant Share of Growth



## Aging Population

This section describes two key characteristics of McMinnville's population (seniors and young adults, including Millennials), with implications for future housing demand in McMinnville:

- **Seniors.** McMinnville and Yamhill County populations are progressively getting older. As McMinnville's elderly population grows, it will increase demand for housing that is suitable for elderly residents. By 2040, residents aged 60 years and older will account for 28% of McMinnville's population, compared to 20% in 2010.

The impact of growth in seniors in McMinnville will depend, in part, on whether older people already living in McMinnville continue to live in their current residence as they age. National surveys show that most households prefer to age in place by continuing to live in their current home and community as long as possible.<sup>32</sup>

**Growth in the number of seniors will result in demand for housing types specific to seniors, such as small and easy-to-maintain dwellings, assisted-living facilities, or age-restricted developments.** Senior households will make a variety of housing choices, including remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, or moving into group housing (such as assisted-living facilities or nursing homes) as their health declines. The challenges aging seniors face in continuing to live in their community include changes in healthcare needs, loss of mobility, the difficulty of home maintenance, financial concerns, and increases in property taxes.<sup>33</sup>

- **McMinnville has a larger proportion of younger people than the County and State.** About 30% of McMinnville's population is under 20 years old, compared to 28% of Yamhill County's population and 25% of the State's population. The forecast for population growth in McMinnville shows the number of people under 20 years will increase, but the share of younger people will decline marginally from 29% of the population in 2017 to 27% of the population by 2040.

Linfield College offers a partial explanation for McMinnville's age structure. Data provided by the college indicated that Linfield had 2,588 students enrolled as of May 2018.<sup>34</sup> Approximately 1,240 students (48% of the 2,588 students) were at the McMinnville campus as of February 2019.<sup>35</sup> As of 2016, the 1,240 students make up approximately 4% of the City's total population, about 13% of the City's population under age 20, and about 23% of the City's population between the ages of 15 and 24. Linfield students are counted in PSU's population forecast. Linfield requires students to live in campus housing for their first two years.

<sup>32</sup> A survey conducted by AARP indicates that 90% of people 50 years and older want to stay in their current home and community as they age. See <http://www.aarp.org/research>.

<sup>33</sup> M. S. Ball, *Aging in Place: A Toolkit for Local Governments*.

<sup>34</sup> <https://www.linfield.edu/about/facts-and-figures.html>

<sup>35</sup> <https://www.opb.org/news/article/linfield-college-tenured-faculty-cut/>

People who are currently between 18 and 38 years old<sup>36</sup> are referred to as the Millennial generation and account for the largest share of the population in Oregon.<sup>37</sup> By 2041, Millennials will be about 41 to 61 years of age. The forecast for Yamhill County shows growth in the number of Millennials from about 27,500 people in 2021 to 35,000 people in 2041 (about 28% change). The share of Millennials from 2021 to 2041 is forecast to remain the same (at about 25% of Yamhill County's total population).

McMinnville's ability to retain people in this age group will depend, in part, on whether the City has opportunities for housing that both appeal to and are affordable to Millennials. In the near-term, Millennials may increase demand for rental units. The long-term housing preferences of Millennials are uncertain. Research suggests that Millennials' housing preferences may be similar to Baby Boomers, with a preference for smaller, less-costly units. Recent surveys about housing preference suggest that Millennials want affordable single-family homes in areas that offer transportation alternatives to cars, such as suburbs or small cities with walkable neighborhoods.<sup>38</sup>

A recent survey of people living in the Portland region shows that Millennials prefer single-family detached housing. The survey finds that housing price is the most important factor in choosing housing for younger residents.<sup>39</sup> The survey results suggest Millennials are more likely than other groups to prefer housing in an urban neighborhood or town center. While this survey is for the Portland region, it shows results similar to national surveys and studies about housing preference for Millennials.

Growth in Millennials in McMinnville will increase demand for affordable single-family detached housing (including cottages) in the long-term and affordable town houses and multifamily housing in the near term. The preference for Millennials to locate in urban neighborhoods or town centers may also increase demand for town homes and multifamily housing types. Growth in this population will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable.

<sup>36</sup> No formal agreement on when the Millennial generation starts or ends exists. For this report, we define the Millennial generation as individuals born in 1980 through 2000.

<sup>37</sup> M. Dimock, "Defining Generations: Where Millennials End and Post-Millennials Begin," Pew Research Center, March 2018. <http://www.pewresearch.org/fact-tank/2018/03/01/defining-generations-where-millennials-end-and-post-millennials-begin/>.

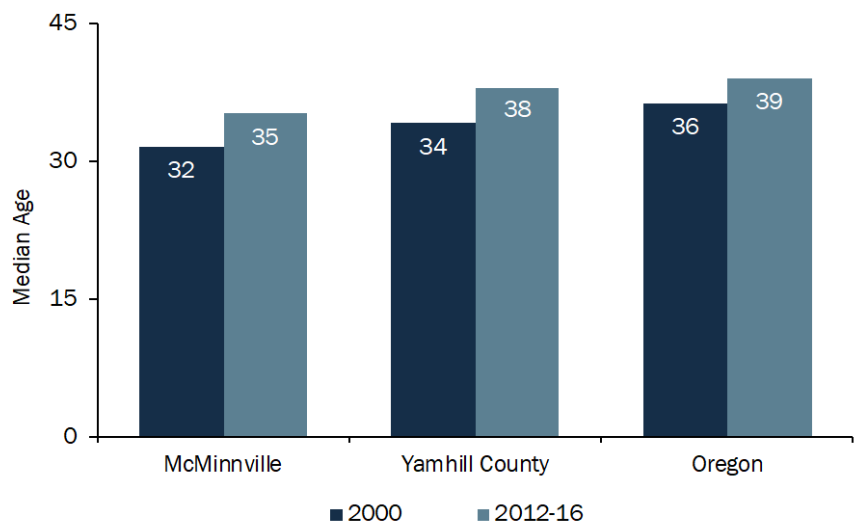
<sup>38</sup> American Planning Association, "Investing in Place; Two Generations' View on the Future of Communities," 2014. Transportation for America, "Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows."

National Association of Home Builders, "Survey Says: Home Trends and Buyer Preferences."

<sup>39</sup> Davis, Hibbits & Midghal Research, "Metro Residential Preference Survey," May 2014.

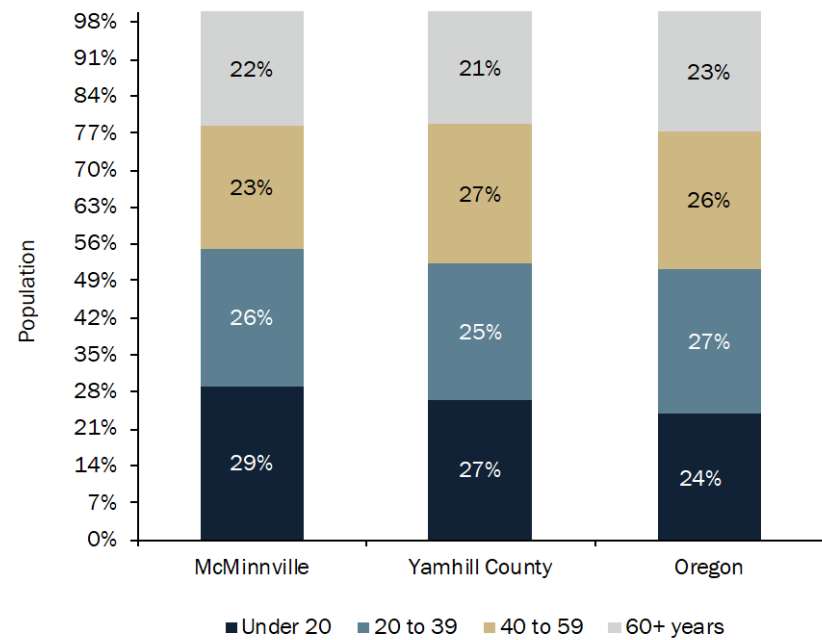
From 2000 to 2012–2016, McMinnville’s median age increased from 31.5 to 35.2 years. Larger regions experienced similar trends.

**Exhibit 38. Median Age, Years, McMinnville, Yamhill County, and Oregon, 2000 to 2012–2016**  
Source: US Census Bureau, 2000 Decennial Census Table B01002, 2012–2016 ACS, Table B01002.



Similar to Yamhill County and Oregon, McMinnville’s population distribution was relatively proportional by age. McMinnville had a slightly larger cohort under the age of 20.

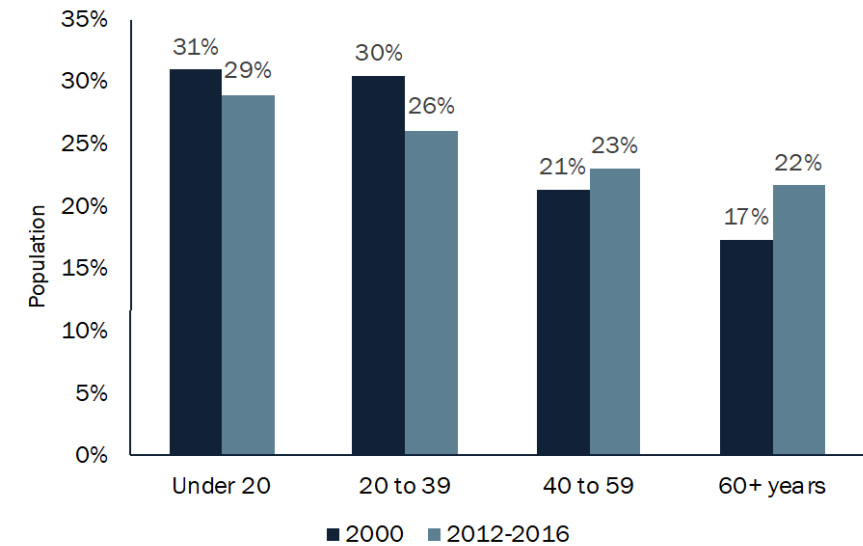
**Exhibit 39. Population Distribution by Age, McMinnville, Yamhill County, and Oregon, 2012–2016**  
Source: US Census Bureau, 2012–2016, ACS, Table B01001.



Between 2000 and 2012–2016, McMinnville’s population distribution shifted toward older age cohorts.

**Exhibit 40. Population Distribution by Age, McMinnville, 2000 to 2012–2016**

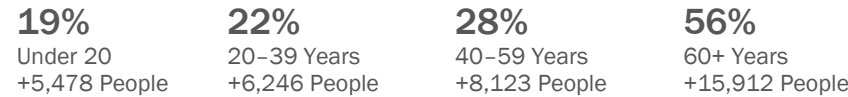
Source: US Census Bureau, 2000 Decennial Census Table P012, 2012–2016 ACS, Table B01001.



The share of Yamhill County’s population aged 60 years and older is forecast to grow the fastest (56% from 2017 to 2040).

**Exhibit 41. Forecast Growth Rate by Age Group, Yamhill County, 2017 to 2040**

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

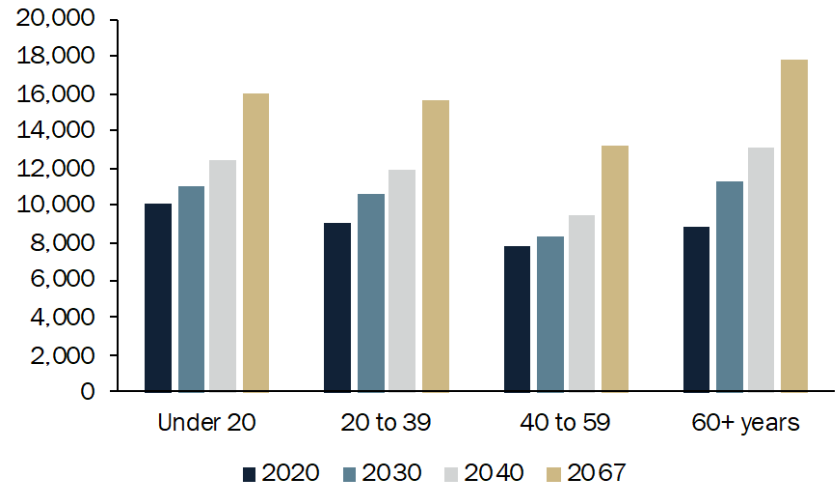


All age groups in McMinnville will add to the population between 2020 and 2040, with the senior population projected to grow the most at 48%.

Populations less than 20 years old, and populations 20 to 39 years old and 40 to 59 years old, will grow at a slower rate (24%, 32%, and 22%).

Exhibit 42. Population Projection by Age Group, McMinnville, 2020, 2030, 2040, and 2067

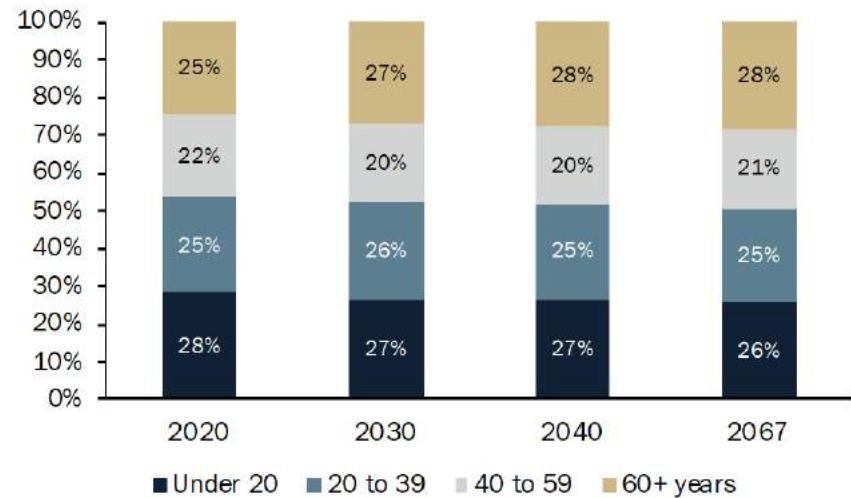
Source: Portland State University, Population Research Center. Note: This exhibit presents trend data from the PSU forecast. It is not forecast data for McMinnville's 2021–2041 planning period. It provides relevant data closely associated to the 2021–2041 planning period.



By 2040, the share of McMinnville's senior population (aged 60+) will grow while the share of the population under 20 years of age and between 40 and 59 years of age will decline.

Exhibit 43. Population Projection Distributed by Age Group, McMinnville, 2020, 2030, 2040, and 2067

Source: Portland State University, Population Research Center.



## Increased Diversity<sup>40</sup>

McMinnville is becoming more ethnically diverse. The Hispanic and Latino population grew from 15% of McMinnville's population in 2000 to 22% of the population in the 2012–2016 period, adding more than 3,426 new Hispanic and Latino residents. Much of this diversity is due to immigration: 14% of McMinnville's population is foreign born, and of this population, 78% have immigrated from Mexico.

The US Census Bureau forecasts that at the national level, the Hispanic and Latino population will continue growing faster than most other non-Hispanic populations between 2021 and 2041. The Census forecasts that the Hispanic and Latino population will increase 93% from 2016 to 2060 and the foreign-born Hispanic population will increase by about 40% in that same time.<sup>41</sup> According to the *State of Hispanic Homeownership Report* from the National Association of Hispanic Real Estate Professionals,<sup>42</sup> Hispanics accounted for 28.6% of the nation's household formation in 2017. Household formations, for Hispanic homeowners specifically, accounted for 15% of the nation's net homeownership growth. The rate of homeownership for Hispanics increased from 45.4% in 2014<sup>43</sup> to 46.2% in 2017. The only demographic that increased their rate of homeownership from 2016 to 2017 was Hispanics.

The *State of Hispanic Homeownership Report* also cites the lack of affordable housing products as a substantial barrier to homeownership. The report finds that Hispanic households are more likely than non-Hispanic households to be nuclear households, comprised of married couples with children and multigeneration households in the same home, such as parents and adult children living together.

The population of McMinnville is now, and has historically been, more ethnically diverse than Yamhill County and Oregon. Continued growth in the Hispanic and Latino population will affect McMinnville's housing needs in a variety of ways.<sup>44</sup> Growth in first- and, to a lesser extent, second- and third-generation Hispanic and Latino immigrants will increase demand for larger dwelling units to accommodate the larger average household sizes for these households. Foreign-born households, including Hispanic and Latino immigrants, are more likely to live in multigenerational households, requiring more bedrooms/space. As Hispanic and Latino households integrate over generations, household size typically decreases, and their housing needs become similar to housing needs for all households.

<sup>40</sup> The US Census Bureau considers race and ethnicity as two distinct concepts. The Census applies two categories for ethnicity, which are Hispanic or Latino (i.e., Latinx) and Not Hispanic or Latino (i.e., Non-Latinx). Latinx is an ethnicity and not a race, meaning individuals who identify as Latinx may be of any race. The share of the population that identifies as Latinx should not be added to percentages for racial categories.

<sup>41</sup> US Census Bureau, *Demographic Turning Points for the United States: Population Projections for 2020 to 2060*, pg. 7.

<sup>42</sup> National Association of Hispanic Real Estate Professionals, *2017 State of Hispanic Homeownership Report*.

<sup>43</sup> Ibid.

<sup>44</sup> Pew Research Center, *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012; National Association of Hispanic Real Estate Professionals, *2017 State of Hispanic Homeownership Report*.



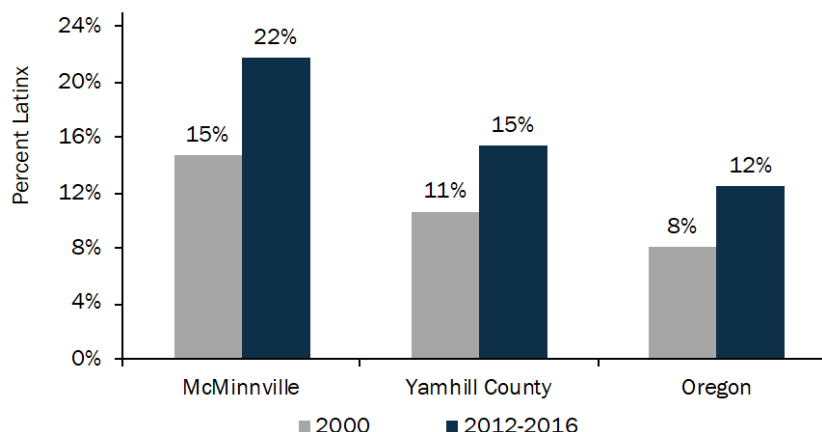
**Growth in Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable and can accommodate multiple generations and larger household sizes.**

**McMinnville is and has historically been more ethnically diverse than Yamhill County and Oregon.**

The share of McMinnville's population that identifies as Latinx increased by 7% from 2000 to 2012–2016. In this same time, the share of Yamhill County and Oregon's Latinx population increased by 4%.

**Exhibit 44. Latinx Population as a Percent of the Total Population, McMinnville, Yamhill County, and Oregon, 2000 to 2012–2016**

Source: US Census Bureau, 2000 Decennial Census Table P008, 2012–2016 ACS Table B03002.



**McMinnville and Yamhill County are less racially diverse than the State. McMinnville's racial composition is similar to that of Yamhill County.**

Only about 10% of McMinnville's population is nonwhite, compared to 15% in Oregon.

**Exhibit 45. Race<sup>45</sup> as a Percent of the Total Population, McMinnville and Comparison Regions, 2012–2016**

Source: US Census Bureau, 2012–2016 ACS Table B03002.

Region	White	Black/African American	Asian	Other races
McMinnville	89%	1%	2%	8%
Yamhill Co.	89%	1%	1%	9%
Oregon	85%	2%	4%	9%

<sup>45</sup> The races categorized as "other races" are American Indian, Alaska Native, Native Hawaiian, other Pacific Islanders, two or more races, and some other races. Note: Latinx is not a race, it is an ethnicity.

Fourteen percent of McMinnville’s population is foreign-born. Of the foreign-born population, most are from Latin America (82%), Mexico specifically (78%).

Exhibit 46. Distribution of Foreign-Born Population, McMinnville, 2012–2016

Source: US Census Bureau, 2012–2016 ACS Table B05006.

<b>82%</b>	<b>11%</b>	<b>7%</b>	<b>0%</b>	<b>0%</b>
3,708 Persons	495 Persons	315 Persons	15 Persons	10 Persons
Latin America	Asia	Europe	Oceania	Africa

About 40% of students in the McMinnville School District identify as Latino or another ethnicity.

Exhibit 47. Ethnicity of School Aged Children, McMinnville School District, 2017–2018

Source: McMinnville School District. Note: percentages do not sum to 100% due to rounding.

<b>61%</b>	<b>35%</b>	<b>5%</b>
White	Latino	Another ethnicity

Household Size and Composition

McMinnville’s household size and composition show that households in McMinnville are somewhat different than averages across the State. McMinnville had 12,376 households according to 2013–2017 ACS data. McMinnville’s and Yamhill County’s households are larger and possess fewer nonfamily households.

McMinnville’s average household size is slightly smaller than Yamhill County’s but comparable to the State’s.

Exhibit 48. Average Household Size, McMinnville, Yamhill County, and Oregon, 2013–2017

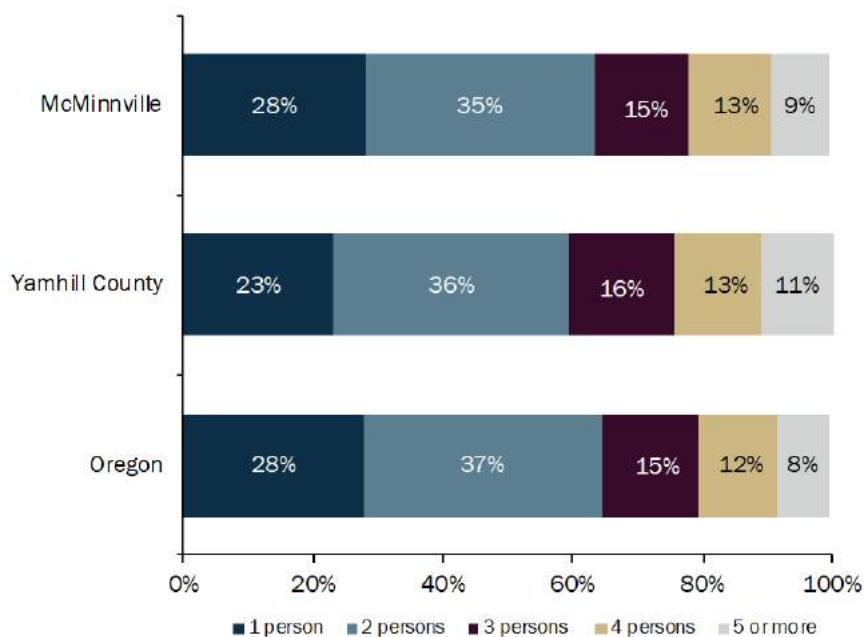
Source: US Census Bureau, 2013–2017 ACS Table B25010. US Census Bureau, 2010 Decennial Census, Table H12H, H12.

(2013–2017) Total Occupied Housing Units	<b>2.55</b> <b>Persons</b> McMinnville	<b>2.70</b> <b>Persons</b> Yamhill County	<b>2.50</b> <b>Persons</b> Oregon
(2010) Total Occupied Housing Units	<b>2.61</b> <b>Persons</b> McMinnville	<b>2.70</b> <b>Persons</b> Yamhill County	<b>2.47</b> <b>Persons</b> Oregon
(2010) Occupied Housing Units with Latino/Hispanic Householder	<b>4.11</b> <b>Persons</b> McMinnville	<b>4.08</b> <b>Persons</b> Yamhill County	<b>3.68</b> <b>Persons</b> Oregon

About 60% of households in McMinnville, Yamhill County, and the State are composed of one and two people.

**Exhibit 49. Household Size, McMinnville, Yamhill County, and Oregon, 2013–2017**

Source: US Census Bureau, 2013–2017 ACS, Table B25009

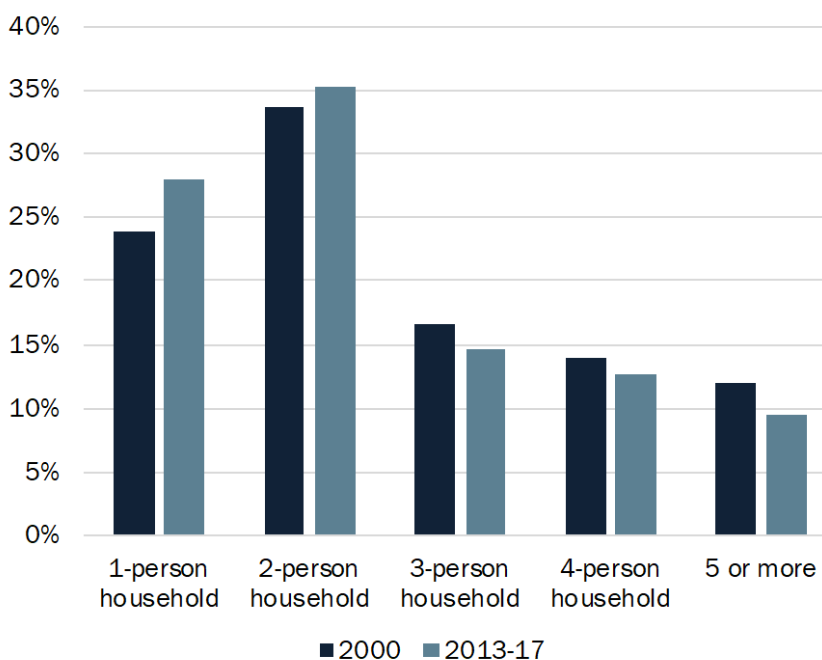


**McMinnville's household size composition stayed relatively constant from 2000 to 2013–2017.**

The majority of McMinnville households are composed of one and two people.

**Exhibit 50. Household Size, McMinnville, 2000 to 2013–17**

Source: US Census Bureau, 2013–2017 ACS, Table B25009.

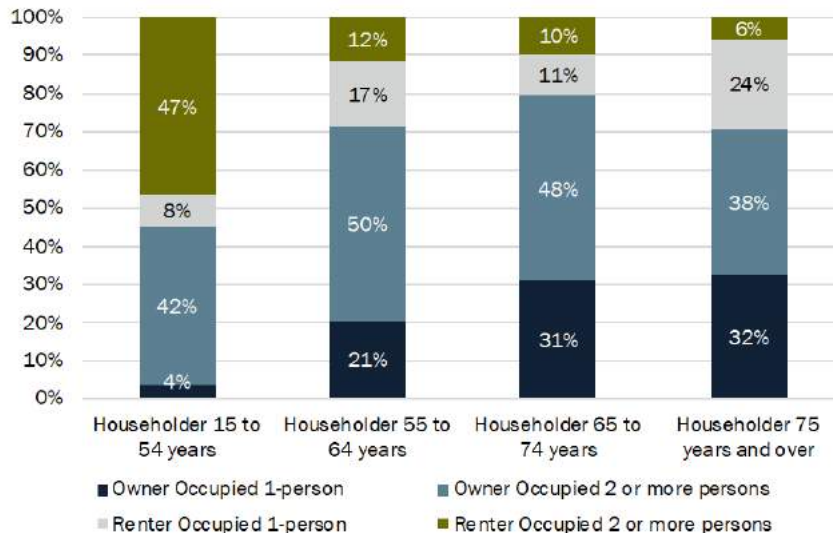


**Homeownership rates peak between 65 and 74 years of age—nearly 80% of households in this age group owned their home.**

Comparatively, 45% of householders aged 15 to 54 reside in owner-occupied housing, most of which (42%) live in a household with two or more people.

**Exhibit 51. Tenure by Household Size by Age of Householder, McMinnville, 2013–2017**

Source: US Census Bureau, 2013–2017 ACS, Table B25116.

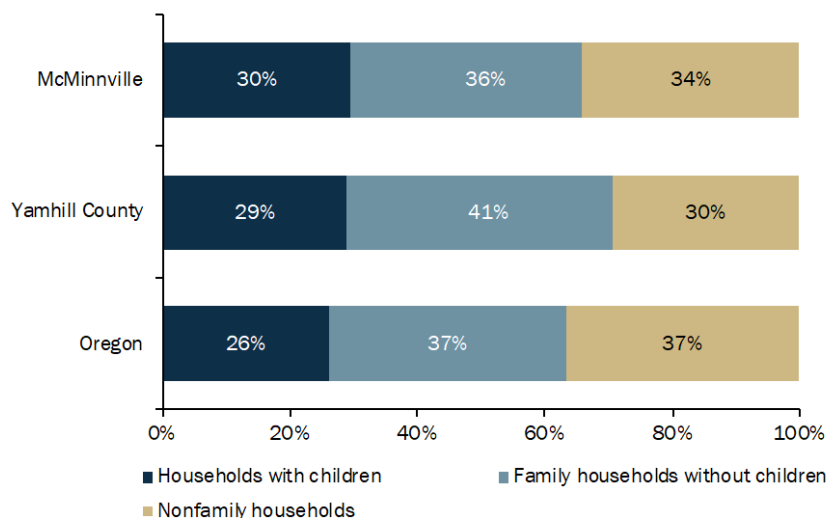


**McMinnville and the County have a smaller share of nonfamily households than the State.**

In McMinnville, 34% of households are nonfamily, compared to 30% of Yamhill County households and 37% of Oregon households.

**Exhibit 52. Household Composition, McMinnville, 2013–2017**

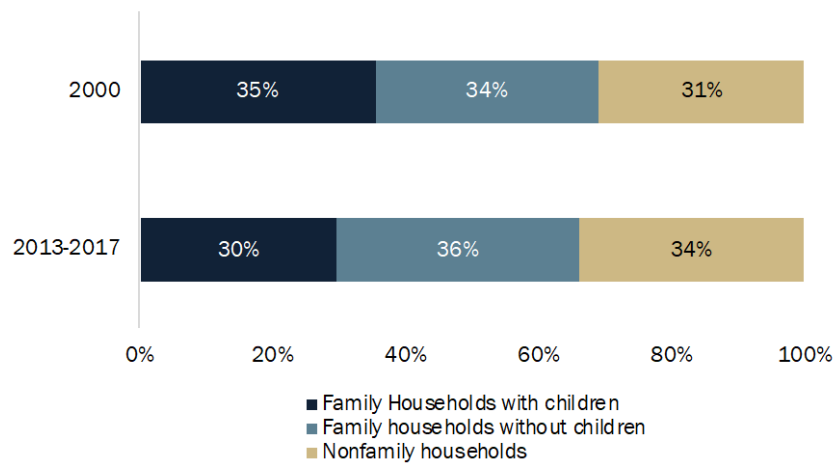
Source: US Census Bureau, 2013–2017 ACS, Table DP02.



The share of family households without children increased in McMinnville from 2000 to 2017.

### Exhibit 53. Household Composition, McMinnville, 2000 to 2013–2017

Source: US Census Bureau, 2000 Decennial Census and 2013–2017 ACS, Table DP02.



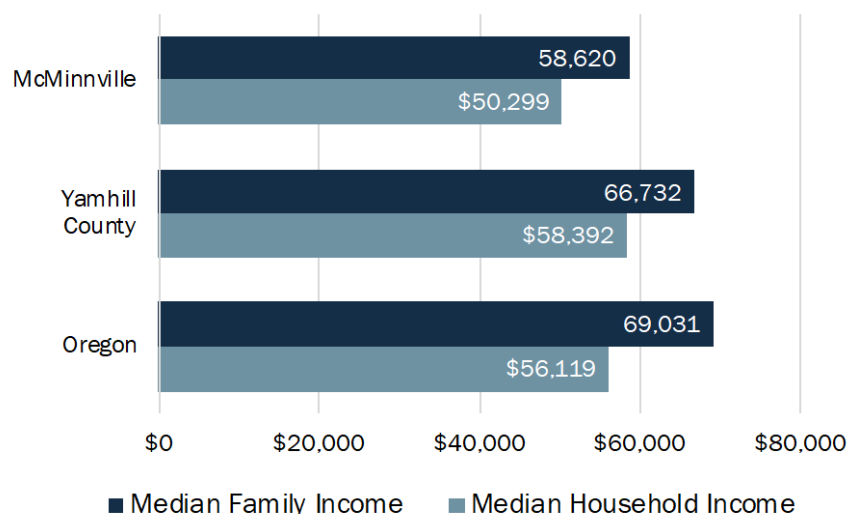
## Income of McMinnville Residents

Income is one of the key determinants in housing choice and households' ability to afford housing. Incomes for people living in McMinnville are lower than that of Yamhill County and Oregon.

**In the 2013–2017 period, McMinnville's median household income and median family income was below that of comparison regions.**

**Exhibit 54. Median Household Income and Median Family Income, McMinnville, Yamhill County, and Oregon, 2013–2017**

Source: US Census Bureau, 2013–2017 ACS Table B25119 and B19113.

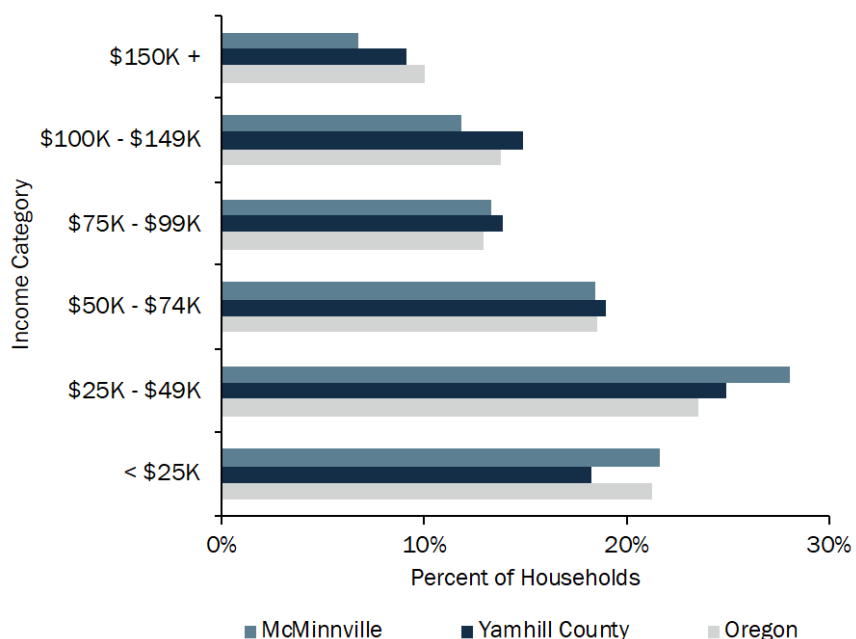


**Fifty percent of McMinnville households make \$50,000 or less per year.**

In comparison, 43% of Yamhill County and 45% of the State make \$50,000 or less per year.

**Exhibit 55. Household Income, McMinnville, Yamhill County, and Oregon, 2013–2017**

Source: US Census Bureau, 2013–2017 ACS, Table B19001.



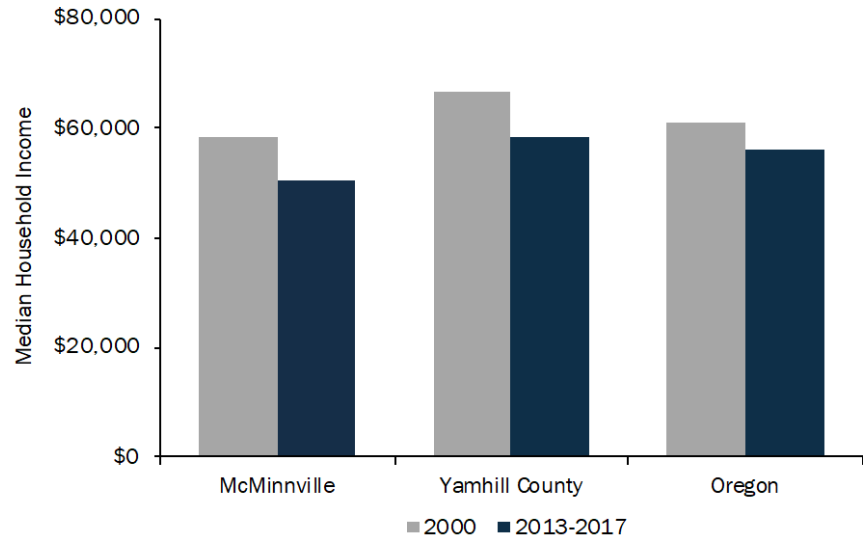


**After adjusting for inflation, McMinnville's median household income decreased by 14% from 2000 to 2013–2017, from \$58,356 to \$50,299 per year.**

Yamhill County and Oregon also experienced real decreases in median housing income after adjusting for inflation.

**Exhibit 56. Median Household Income (2017 Inflation-Adjusted), McMinnville, Yamhill County, Oregon, 2000 and 2013–2017**

Source: US Census Bureau, 2000 Decennial Census, Table HCT012, 2013–2017 ACS Table B25119.



## Homelessness

The number of homeless persons in Yamhill County increased by over 300 people (30%), from 2015 to 2017.

For Yamhill County, the Point-in-Time homeless estimate was 1,066 persons in 2017 and 1,386 persons in 2018.

### Exhibit 57. Point-in-Time Homeless Counts, Sheltered vs. Unsheltered, Yamhill County, 2017 and 2018

Source: Yamhill Community Action Partnership. Note: Point-in-time homeless count took place on January 31, 2018, and January 25, 2017.

<b>2017</b>	<b>21%</b> Percent Sheltered	<b>25%</b> Percent Unsheltered	<b>54%</b> Precariously Housed (e.g., couch surfing)	<b>1,066</b> Total Homeless (PIT)
<b>2018</b>	<b>17%</b> Percent Sheltered	<b>30%</b> Percent Unsheltered	<b>53%</b> Precariously Housed (e.g., couch surfing)	<b>1,386</b> Total Homeless (PIT)

In the 2016–2017 school year, 525 students experienced homelessness.

### Exhibit 58. Students Experiencing Homelessness, Yamhill County and Oregon, 2016–2017 School Year

Source: Oregon Department of Housing and Community Services.

<b>Yamhill County</b>	<b>3%</b> Percent of Homeless Students	<b>525</b> Total Homeless Students	<b>16,791</b> Total Students
<b>Oregon</b>	<b>4%</b> Percent of Homeless Students	<b>25,088</b> Total Homeless Students	<b>578,947</b> Total Students

## Commuting Trends

McMinnville is part of the complex, interconnected economy of Yamhill County that is considered part of the Portland metropolitan region by the US Census Bureau. Of the more than 14,600 people who work in McMinnville, about 62% of workers commute into McMinnville from other areas, (most notably Portland, Salem, and Newberg).

**About 9,038 people commute into McMinnville for work, and 8,657 people commute out of McMinnville for work.**

### Exhibit 59. Commuting Flows, McMinnville 2015

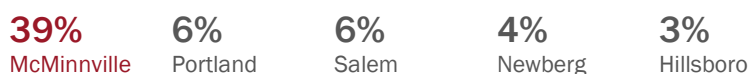
Source: US Census Bureau, Census On the Map.



**Nearly 40% of people who live in McMinnville also work in McMinnville.**

### Exhibit 60. Places Where McMinnville Residents Were Employed, 2015

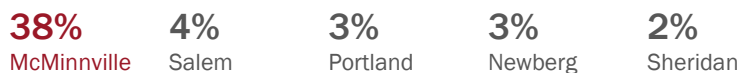
Source: US Census Bureau, Census On the Map.



**More than 60% of McMinnville workers live somewhere else and commute into the City.**

### Exhibit 61. Places Where Workers Who Are Employed in McMinnville Live, 2015

Source: US Census Bureau, Census On the Map.

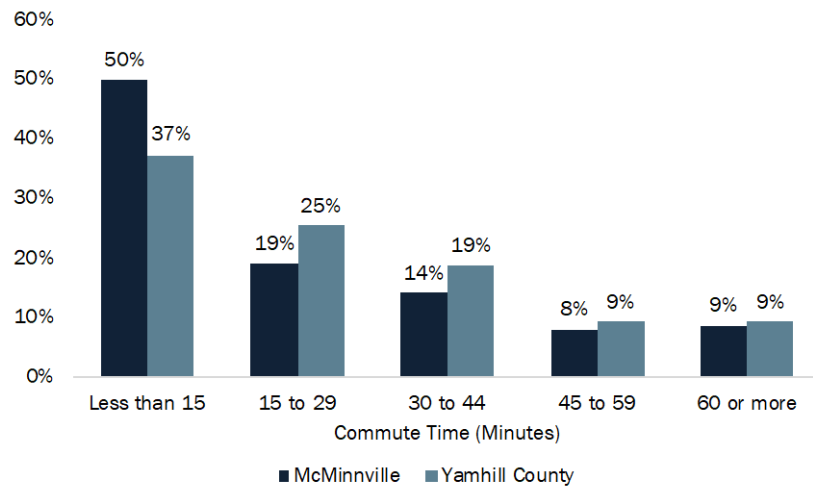


**Half of McMinnville residents had a commute time of less than 15 minutes compared to the 37% of Yamhill residents.**

Just under 70% of McMinnville residents have a commute time of less than 30 minutes.

### Exhibit 62. Commute Time by Place of Residence, McMinnville and Yamhill County, 2012–2016

Source: US Census Bureau, 2012–2016 ACS Table B08303.



## Regional and Local Trends Affecting Affordability in McMinnville

This section describes changes in sales prices, rents, and housing affordability in McMinnville, Yamhill County, and comparison cities. The section uses 2012–2016 ACS data, as findings are not safe harbor assumptions (which require use of data from the 2013–2017 census).

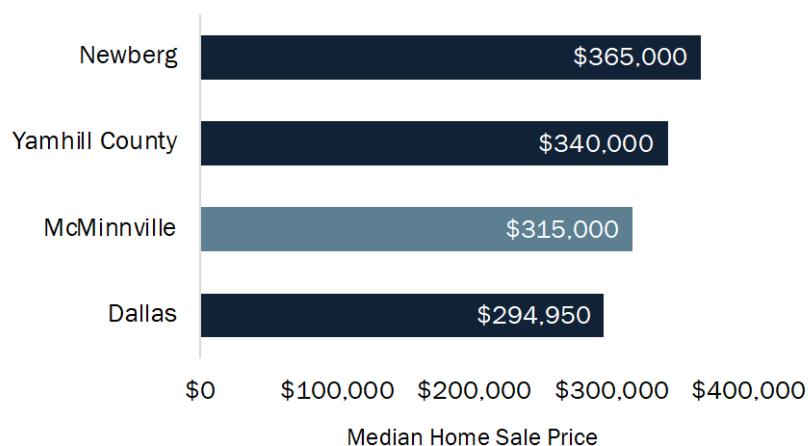
### Changes in Housing Costs

With a median sales price of \$315,000 in February 2019, McMinnville's housing sales prices are slightly lower than that of Yamhill County. McMinnville housing prices are increasing, and they have outpaced growth in median household incomes.

**McMinnville's median home sales price was lower than the County's median home sales price in February 2019 (by \$25,000).**

**Exhibit 63. Median Sales Price, McMinnville and Comparison Geographies, February 2019**

Source: Redfin.

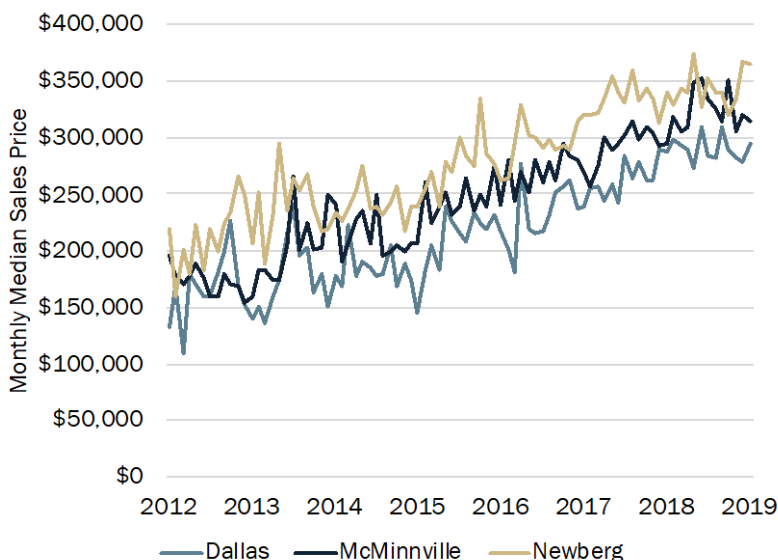


**Between February of 2012 and February of 2019, median home sales prices in McMinnville rose steadily, increasing from \$196,400 to \$350,000.**

In this same time, McMinnville's median home sales price increased by 78%. In comparison, Dallas's median home sales price increased by 108% and Newberg's by 70%.

**Exhibit 64. Monthly Median Sales Price, McMinnville and Comparison Geographies, February 2012 through February 2019**

Source: Redfin Median Sales Data 2018.

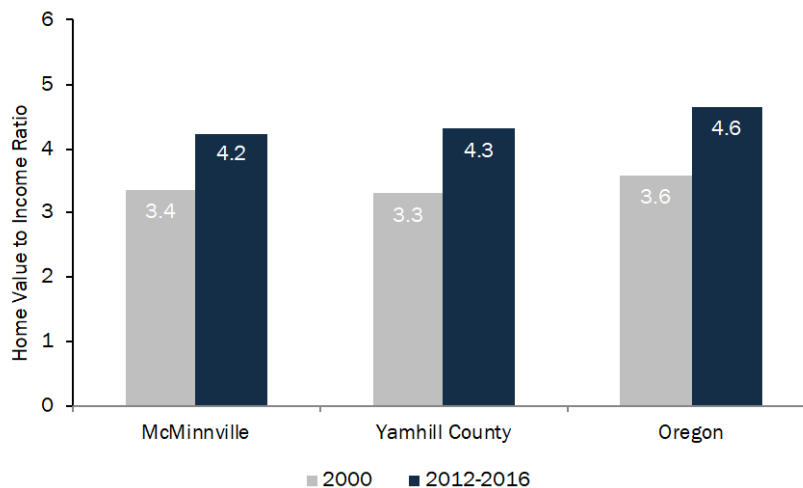


**Since 2000, housing costs in McMinnville, like comparison regions, have increased faster than incomes.**

The median value of a house in McMinnville was 3.4 times the median household income in 2000 and 4.2 times median household income in 2012–2016.

**Exhibit 65. Ratio of Median Housing Value to Median Household Income, McMinnville, Yamhill County, and Oregon, 2000 to 2012–2016<sup>46</sup>**

Source: US Census Bureau, 2000 Decennial Census, Tables HCT012 and H085, and 2012–2016 ACS, Tables B19013 and B25077.



<sup>46</sup> This ratio compares the median value of housing in McMinnville and other places to the median household income. Inflation-adjusted median owner values in McMinnville increased from \$187,469 in 2000 to \$200,800 in 2012–2016. Over the same period, median income decreased from \$55,930 to \$47,460.



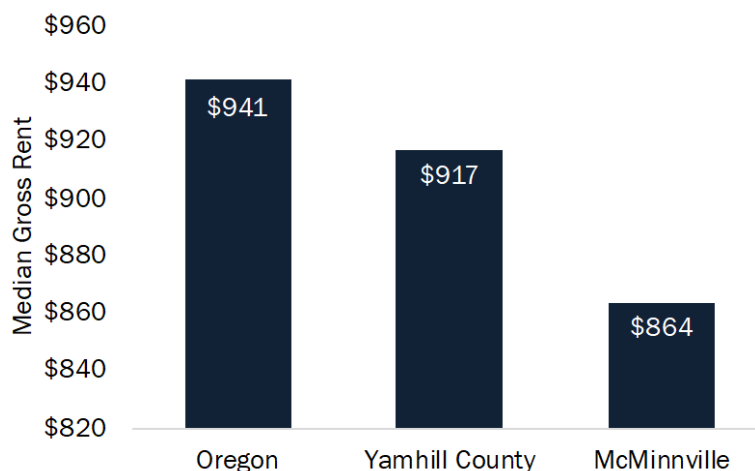
## Changes in Rental Costs

Rent costs in McMinnville are lower than in Yamhill County and Oregon as a whole. The following charts show gross rent (which includes the cost of rent plus utilities) for McMinnville in comparison to the County and State. The section uses 2012–2016 ACS data, as findings are not safe harbor assumptions (which require use of data from the 2013–2017 census).

**The median gross rent in McMinnville is \$864, which is \$53 lower than Yamhill's median and \$77 lower than Oregon's median.**

**Exhibit 66. Median Gross Rent in McMinnville, Yamhill County, and Oregon, 2012–2016**

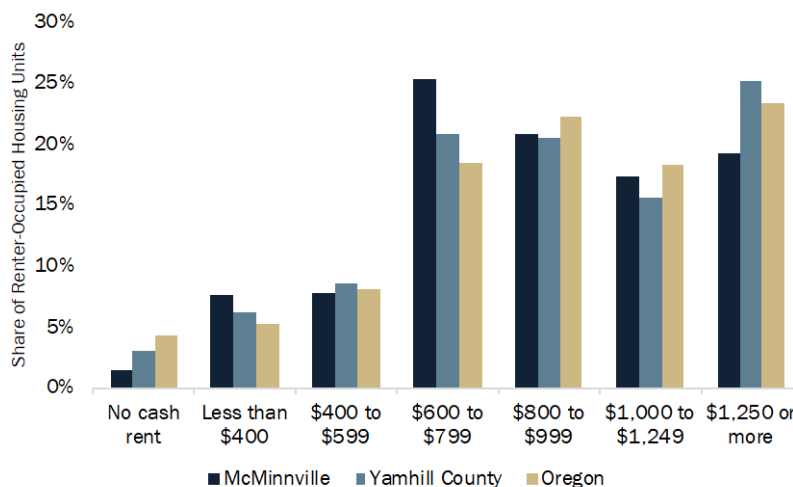
Source: US Census Bureau, 2012–2016 ACS Table B25064.



**About 62% of renters in McMinnville pay less than \$1,000 per month. About 19% of McMinnville's renters pay \$1,250 or more in gross rent per month, a smaller share than Yamhill County (25%) and Oregon (23%).**

**Exhibit 67. Gross Rent in McMinnville, Yamhill County, and Oregon, 2012–2016**

Source: US Census Bureau, 2012–2016 ACS Table B25063.



## Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than 30% of household income for housing, including payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is one method of determining how well a city is meeting the Goal 10 requirement to provide housing that is affordable to all households in a community.

About 36% of McMinnville’s households are cost burdened. Renters experience much higher rates of cost burden than homeowners: 52% of renter households in McMinnville are cost burdened, compared with 25% of homeowners. Overall, McMinnville has a similar share of cost-burdened households as Yamhill County and the State overall. McMinnville also has a smaller share of cost-burdened households (total) and cost-burdened renter households than other cities in close proximity (Newberg, Independence, and Monmouth).

For example, about 23% of McMinnville households have incomes of less than \$25,000 per year, which is about 50% of McMinnville’s median household income. Based on HUD’s 30% cost-burden threshold, these households can afford monthly housing costs of less than \$629 per month. Most, but not all, of these households are cost burdened. For instance, as Exhibit 72 illustrates, 86% of households earning less than \$20,000 per year are cost burdened while only 20% of households earning between \$50,000 and \$75,000 are cost burdened.

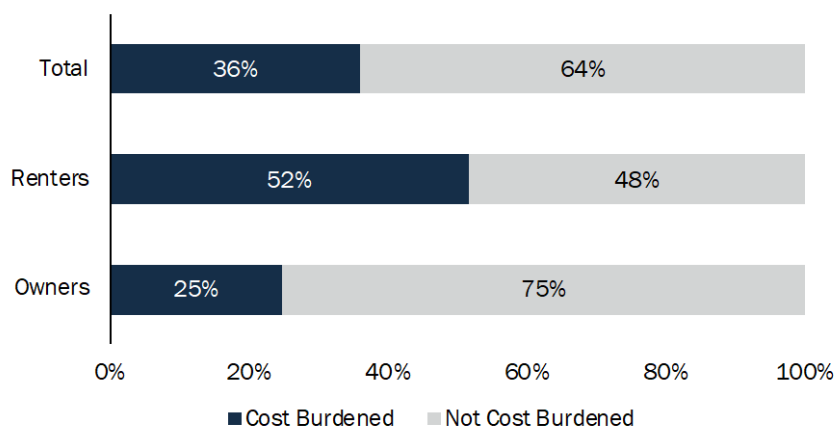
The section uses 2012–2016 ACS data, as findings are not safe harbor assumptions (which require use of data from the 2013–2017 census).

### Renters are much more likely to be cost burdened than homeowners.

Cost-burden rates are higher among renters in McMinnville than among homeowners. In 2016, about 52% of renters were cost burdened, compared to 25% of homeowners.

**Exhibit 68. Housing Cost Burden by Tenure, McMinnville, 2012–2016**

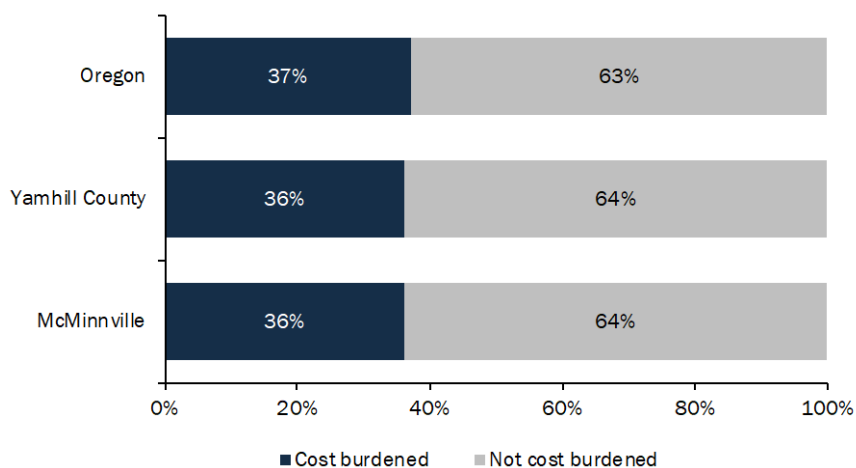
Source: US Census Bureau, 2012–2016 ACS Tables B25091 and B25070.



The share of McMinnville households that are cost burdened is similar to the share of cost-burdened households in the County and State.

#### Exhibit 69. Housing Cost Burden, McMinnville and Comparison Regions, 2012–2016

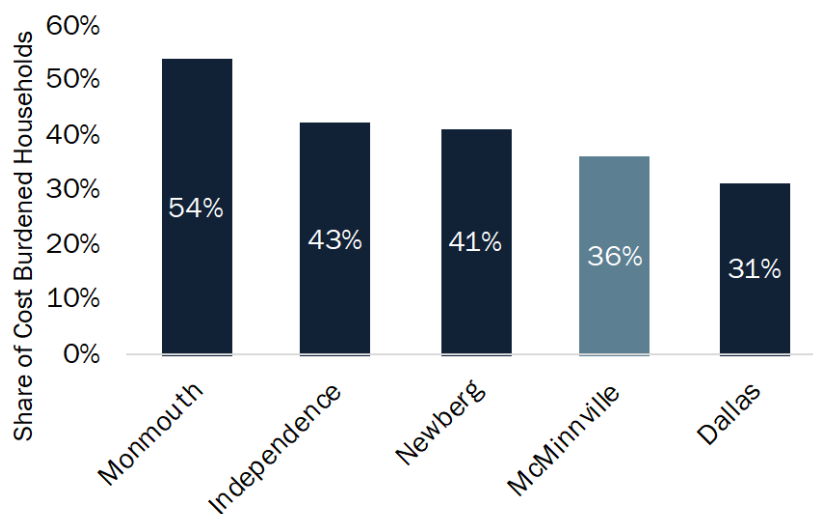
Source: US Census Bureau, 2012–2016 ACS Tables B25091 and B25070.



Other communities in the region have a larger share of cost-burdened households than McMinnville does.

#### Exhibit 70. Cost-Burdened Households, McMinnville and Comparison Cities, 2012–2016

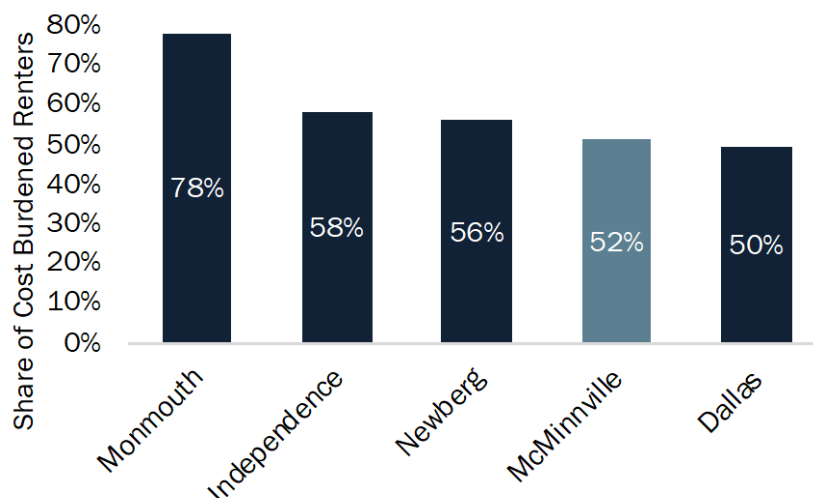
Source: US Census Bureau, 2012–2016 ACS Tables B25091 and B25070.



Similar to other comparison cities in the region, over half of renter households in McMinnville are cost burdened.

**Exhibit 71. Cost-Burdened Renter Households, McMinnville and Comparison Cities, 2012–2016**

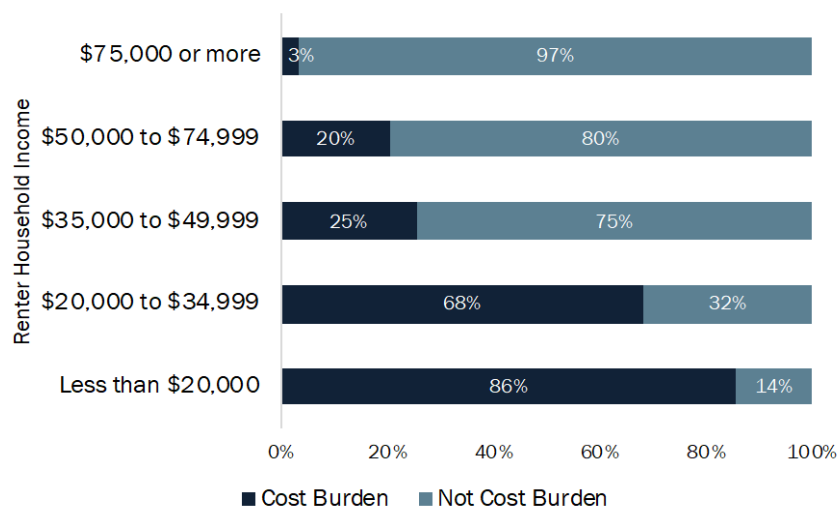
Source: US Census Bureau, 2012–2016 ACS Table B25070.



Households with incomes less than \$35,000 experience much higher rates of cost burden than higher-income households. Eighty-six percent of households, making less than \$20,000 per year were cost burdened and 68% of households making between \$20,000 and \$35,000 were cost burdened.

**Exhibit 72. Cost-Burdened Households by Household Income, McMinnville, 2013–2017**

Source: US Census Bureau, 2013–2017 ACS Table B25074.



While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the housing costs exceed 30% of their income, regardless of actual income. The remaining 70% of income is expected to be spent on nondiscretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher incomes may be able to pay more than 30% of their income on housing without impacting the household's ability to pay for necessary nondiscretionary expenses. Thus, some households with higher incomes may choose housing that technically results in cost burden, even if other housing options are available that would not result in cost burden.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of a household's accumulated wealth. For example, a household with retired people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on their household income.

Another way of exploring the issue of financial need is to review housing affordability at varying levels of household income.

**Fair market rent for a 2-bedroom apartment in Yamhill County is \$1,330**

**Exhibit 73. HUD Fair Market Rent (FMR) by Unit Type, Yamhill County, 2018**

Source: US Department of Housing and Urban Development.

<b>\$1,026</b>	<b>\$1,132</b>	<b>\$1,330</b>	<b>\$1,935</b>	<b>\$2,343</b>
Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

**A household must earn at least \$25.58 per hour to afford a two-bedroom unit in Yamhill County.**

**Exhibit 74. Affordable Housing Wage, Yamhill County, 2018**

Source: US Department of Housing and Urban Development; Oregon Bureau of Labor and Industries.

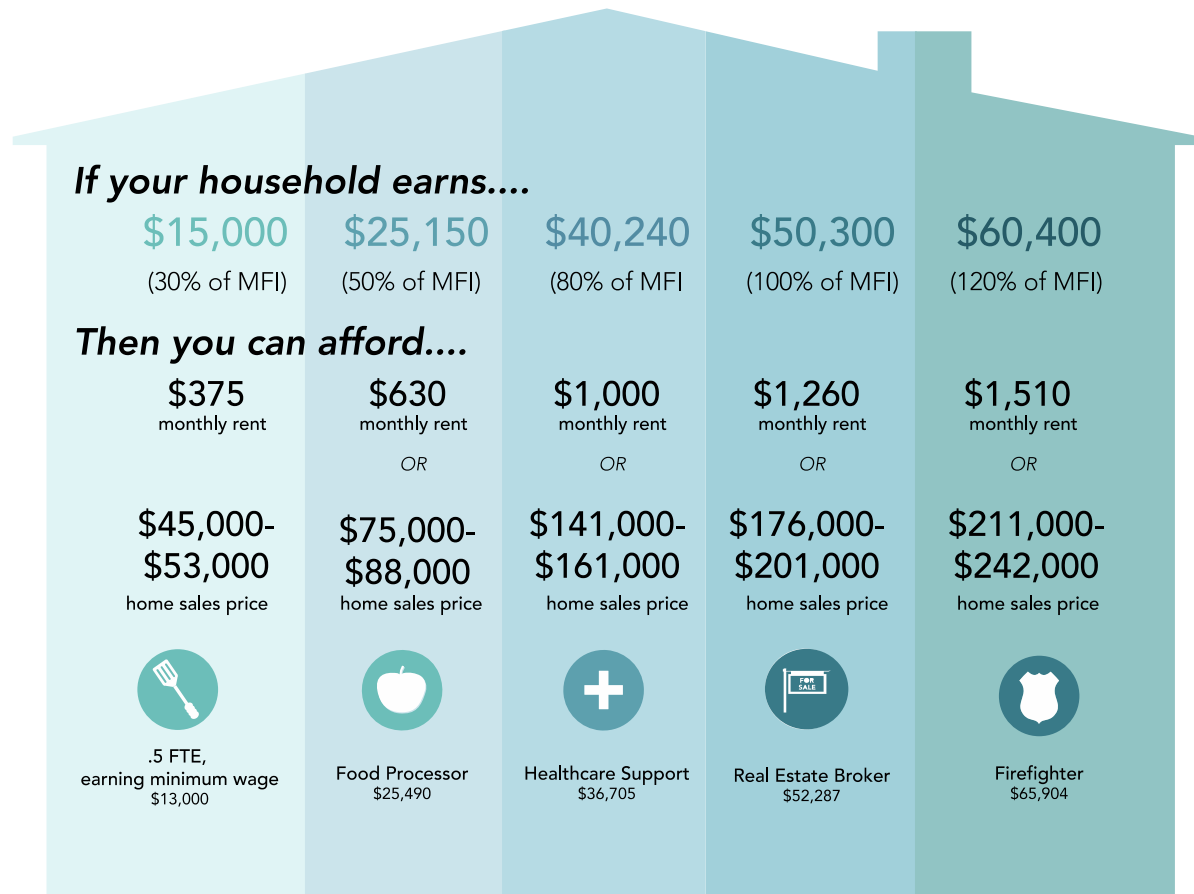
**\$25.58/hour**

Affordable Housing Wage for Two-Bedroom Unit in Yamhill County

A household earning the median household income (\$50,300) can afford a monthly rent of about \$1,260 or a home roughly valued between \$176,000 and \$201,000, as illustrated in Exhibit 75. A family earning the median family income (\$58,620) can afford a monthly rent of about \$1,470 or a home roughly valued between \$205,000 and \$234,000.

**Exhibit 75. Financially Attainable Housing, by Median Household Income (MHI), McMinnville (\$50,300), 2017**

Source: US Census Bureau, 2013–2017 ACS Table B25119.

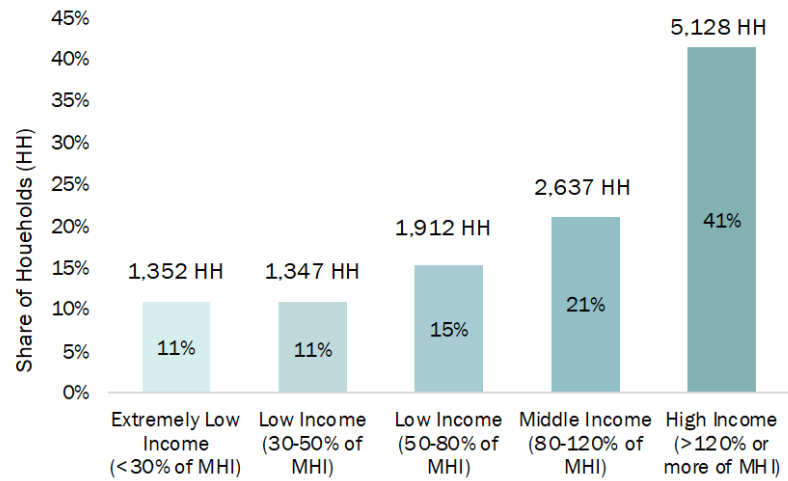




About 52% of McMinnville's households have incomes less than \$53,200 and cannot afford a two-bedroom apartment at Yamhill County's fair market rent (FMR) of \$1,330.

**Exhibit 76. Share of Households, by Median Household Income (MHI) for McMinnville (\$50,300), 2017**

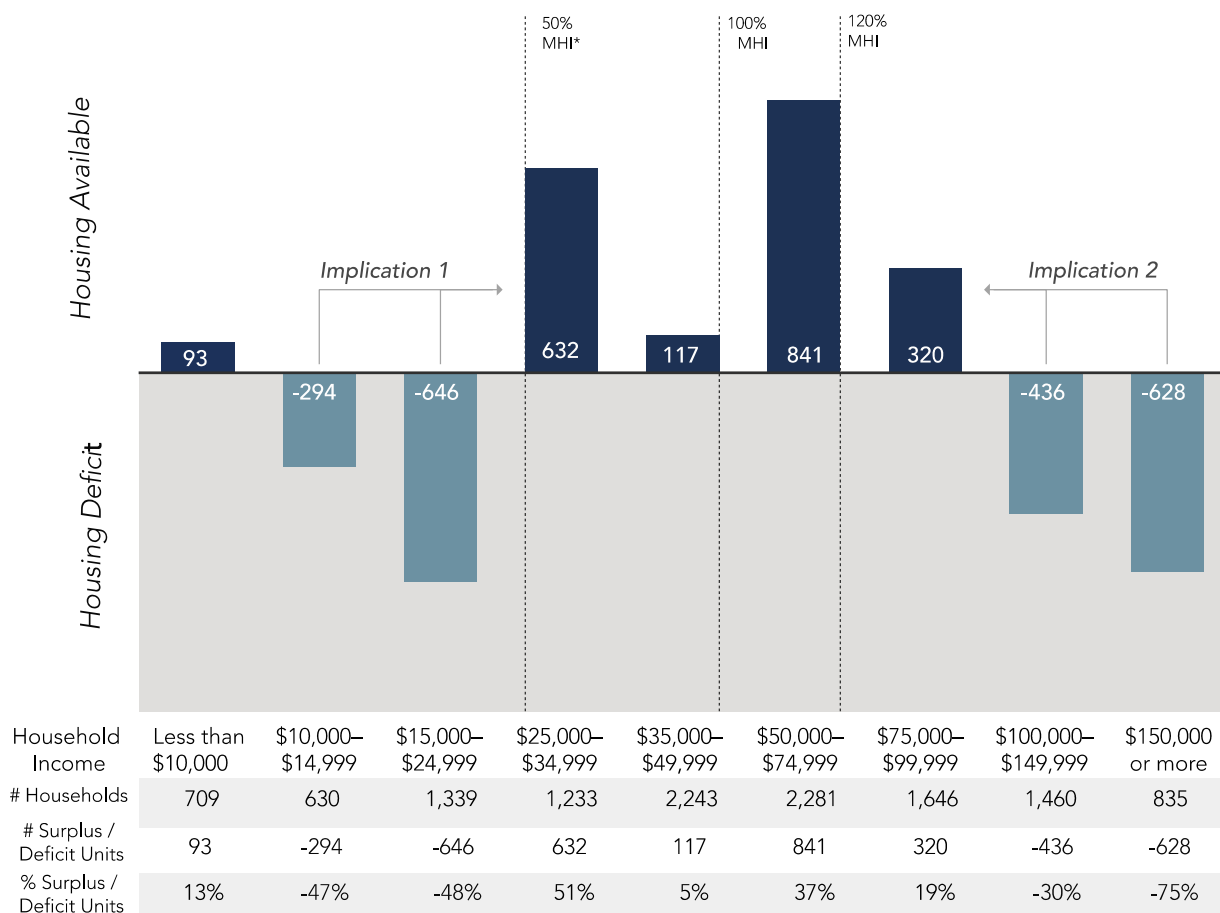
Source: US Census Bureau, 2013–2017 ACS Table 19001 and B25119.



Comparing the number of households by income with the number of units affordable to those households in McMinnville reflects a current deficit of housing affordable to households earning between \$10,000 and \$25,000 annually and households earning \$100,000 or more annually. McMinnville has a deficit of all types of government-assisted housing; more affordable housing types (such as manufactured housing in parks and lots, small-homes, duplexes, triplexes, quadplexes, small-lots, and apartments); and housing types of higher values (such as high-amenity or executive housing).

### Exhibit 77. Affordable Housing Costs and Units by Income Level, McMinnville, 2017

Source: US Census Bureau, 2012–2016, ACS Table B19001, B25075, and B25063



\*ACS 2013-2017 five-year estimates, table S1903.

#### Implication 1

Some lower-income households live in housing that is more expensive than they can afford because affordable housing is not available. These households are cost burdened.

#### Implication 2

Some higher-income households choose housing that costs less than they can afford. This may be the result of the household's preference or it may be the result of a lack of higher-cost and higher-amenity housing that would better suit their preferences.

## Summary of the Factors Affecting McMinnville's Housing Needs

The purpose of the analysis thus far has been to provide background on the kinds of factors that influence housing choice, and in doing so, to convey why the number and interrelationships among those factors ensure that generalizations about housing choice are difficult to make and prone to inaccuracies.

There is no question that age affects housing type and tenure. Mobility is substantially higher for people ages 20 to 34. People in this age group will also have, on average, less income than people who are older. These factors mean that younger households are much more likely to be renters, and renters are more likely to be in multifamily housing (58% in McMinnville).

The data conveys what more detailed research has shown and what most people understand intuitively: life cycle and housing choice interact in ways that are predictable in the aggregate; age of the household head is correlated with household size and income; household size and age of household head affect housing preferences; and income affects the ability of a household to afford a preferred housing type. The connection between socioeconomic and demographic factors and housing choice is often described informally by giving names to households with certain combinations of characteristics: the "traditional family," the "never-marrieds," the "dinks" (dual-income, no kids), the "empty nesters."<sup>47</sup> Simply looking at the long wave of demographic trends can provide good information for estimating future housing demand.

Thus, one is ultimately left with the need to make a qualitative assessment of the future housing market. The following is a discussion of how demographic and housing trends are likely to affect housing in McMinnville over the next twenty years:

- **Growth in housing will be driven by growth in population.** Between 1990 and 2017, McMinnville's population grew by 15,771 people or 88%. The population in McMinnville's UGB is forecast to grow from 36,238 (in 2021) to 47,498 (in 2041), an increase of 11,260 people (31%).<sup>48</sup>
- **Housing affordability will be a growing challenge in McMinnville.** Housing affordability is a challenge in Oregon in general, and McMinnville is affected by this statewide trend. Housing prices are increasing faster than incomes in McMinnville and Yamhill County, consistent with state and national challenges. While 23% of McMinnville housing is multifamily housing, the County has a relatively small supply of multifamily housing (15%), which constrains the supply of affordable housing for the region—thus affecting the City.<sup>49</sup> For instance, over half of renters in McMinnville are

<sup>47</sup> See *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* (June 1997).

<sup>48</sup> This forecast is based on McMinnville's official forecast from the Oregon Population Forecast Program for the 2021 to 2041 period.

<sup>49</sup> The share of multifamily housing stock is driven by demographics and market factors. Often, as the population within cities increases, the share of single-family detached housing decreases.

cost burdened, which is indicative of a lack of affordable rental units, such as multifamily and other housing types (e.g., single-family detached and single-family attached dwelling units). McMinnville's key challenge over the next twenty years is providing opportunities for not only the development of housing of all types but development across the affordability spectrum; in particular, there is a need for more affordable housing types, which developers may be less incentivized to develop.

- **Without substantial changes in housing policy (at all levels of government), on average, future housing will look a lot like past housing.** That is the assumption that underlies any trend forecast, and one that allows some quantification of the composition of demand for new housing.

The City's residential policies can impact the amount of change in McMinnville's housing market to some degree. If the City adopts policies to increase opportunities to build housing types that are affordable to low- and moderate-income households, a larger percentage of new housing developed over the next twenty years in McMinnville may be relatively affordable compared to the past.

Examples of policies that the City could adopt to achieve this outcome include (1) allowing a wider range of housing types (e.g., duplexes, triplexes, town houses, cottage clusters, or single-lot small-home subdivisions) in single-family zones to promote inclusivity and equity, ensuring that there is sufficient land zoned to allow single-family attached and multifamily housing and other innovative affordable housing development; (2) supporting development of government-subsidized affordable housing, and (3) encouraging multifamily residential development in downtown. Ultimately, the degree of change in McMinnville's housing market, however, will depend on market demand for these types of housing in McMinnville, Yamhill County, and the greater region.

- **If the future differs from the past, and policy changes are prescribed, the future of housing in McMinnville is likely to move in the direction (on average) of smaller units and more diverse housing types.** Most, but not all, of the demographic evidence suggests that the bulk of the change should be in the direction of smaller average house and lot sizes for single-family housing. This includes providing opportunities for development of smaller single-family detached homes, town homes, and multifamily housing.

Key demographic and economic trends that will affect McMinnville's future housing needs are: (1) the aging of Baby Boomers, (2) the aging of Millennials, and (3) the continued growth of the Hispanic and Latino population.

- *The Baby Boomer population is continuing to age.* By 2041, people 60 years and older will account for about 28% of the population in McMinnville (up from 23% in 2017). As the population ages, household sizes and homeownership rates will decrease. The majority of Baby Boomers are expected to remain in their homes as long as possible, downsizing or moving when illness or other issues cause them to move. With Baby Boomers' debt "reaching \$5.3 trillion by 2030. Many retirees may [also] downsize their homes to pay off debt and boost retirement savings,"

which will open up housing opportunities for Gen Xers and Millennials.<sup>50</sup> Demand for specialized senior housing may grow in McMinnville, such as visitable age-restricted housing and housing in a continuum of care (from independent living to in-home nursing care).

- *Millennials will continue to age.* By 2041, Millennials will be roughly between about 41 years old to 61 years old. As they age, generally speaking, their household sizes will increase, and homeownership rates will peak by about age 55. Between 2021 and 2041, Millennials will be a key driver in demand for housing for families with children. The ability to retain Millennials will depend on availability of affordable rental and ownership housing. The decline in homeownership among the Millennial generation has more to do with financial barriers rather than the preference to rent.<sup>51</sup>
- *The Hispanic and Latino population will continue to grow.* The US Census projects that by about 2041, the Hispanic and Latino population will account for about one-quarter of the nation's population. The share of the Hispanic and Latino population in the western United States is likely to be higher. The Hispanic and Latino population currently accounts for about 22% of McMinnville's population. In addition, the Hispanic and Latino population is generally younger than the U.S. average, with many Hispanic and Latino people belonging to the Millennial generation.

Hispanic and Latino population growth will be an important driver in growth of housing demand, both for owner- and renter-occupied housing. Growth in the Hispanic and Latino population will drive demand for larger housing for families with children. Given the lower income for Hispanic and Latino households, especially first-generation immigrants, growth in this group will also drive demand for affordable housing, both for ownership and renting.<sup>52</sup>

In summary, an aging population, increasing housing costs (although lower than the region), housing affordability concerns for Millennials and the Hispanic and Latino populations, and other variables support the need for a broader array of housing choices than are available today.

<sup>50</sup> V. Srinivas and U. Goradia, "The Future of Wealth in the United States," Deloitte Insights, 2015.  
<https://www2.deloitte.com/insights/us/en/industry/investment-management/us-generational-wealth-trends.html>

<sup>51</sup> Ibid.

<sup>52</sup> The following articles describe housing preferences and household income trends for Hispanic and Latino families, including differences in income levels for first-, second-, and third-generation households. In short, Hispanic and Latino households have a lower median income than the national averages. First- and second-generation Hispanic and Latino households have median incomes below the average for all Hispanic and Latino households. Hispanic and Latino households have a strong preference for homeownership, but availability of mortgages and availability of affordable housing are key barriers to homeownership for this group.

Pew Research Center, *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012.

National Association of Hispanic Real Estate Professionals, *2014 State of Hispanic Homeownership Report*.

Growth of seniors will drive demand for smaller single-family detached housing and town homes, as well as multifamily rentals, age-restricted housing, and assisted-living facilities. Growth in Millennials and the Hispanic and Latino population will drive demand for smaller and larger affordable housing types, including demand for single-family units (many of which may be ownership units) and for multifamily units (many of which may be rental units). Growth in the Hispanic and Latino population and the aging of the Baby Boomer generation will increase demand for multigenerational housing. McMinnville's share of households (41%) earning more than 120% of median household income will increase demand for high-amenity housing or all types.

**The purpose of the housing forecasting in this study is to get an approximate idea about the future so policy choices can be made today.** Economic forecasters regard any economic forecast more than three (or at most five) years out as highly speculative. At one year, one is protected from being disastrously wrong by the sheer inertia of the economic machine. But a variety of factors or events could cause growth forecasts to be substantially different.



## 5. Housing Need in McMinnville

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This chapter analyzes housing needs in McMinnville for the next 5, 10, 20, and 46 years. Much of the emphasis is on the 20-year forecast, as it is required by Goal 10. The analysis also provides projections of housing by type. Depending on the development configurations and character of McMinnville's neighborhoods, different areas of the City may have distinct or dissimilar housing types and densities. The aggregate total density is used in this analysis, as well as densities that correspond to current zoning classifications.

### Project New Housing Units Needed in the Next 5, 10, 20, and 46 Years

The results of the housing needs analysis are based on (1) the official population forecast for growth in McMinnville over the 5-, 10-, 20-, and 46-year planning periods, (2) information about McMinnville's housing market relative to Yamhill County and nearby comparison cities, and (3) the demographic composition of McMinnville's existing population and expected long-term changes in the demographics of Yamhill County.

#### Projection for Housing Growth

This section describes the key assumptions and presents an estimate of new housing units needed in McMinnville between 2021 and 2041, shown in Exhibit 78. The key assumptions are based on the best available data and may rely on safe harbor provisions (or safe harbor methodologies), when available.<sup>53</sup>

- **Population.** A 20-year population forecast (in this instance, 2021 to 2041) is the foundation for estimating needed new dwelling units. McMinnville's urban area is forecast to grow from 36,238 persons in 2021 to 47,498 persons in 2041, an increase of 11,260 people.<sup>54</sup>
- **Persons in Group Quarters.** Typically, persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically derived from the population forecast for the purpose of estimating housing demand. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, any new requirements for these housing types will be met by institutions (colleges,

<sup>53</sup> A safe harbor is an assumption that a city can use in a housing needs analysis, which the State has said will satisfy the requirements of Goal 14. OAR 660-024 defines a safe harbor as "an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way, or necessarily the preferred way, to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division."

<sup>54</sup> This forecast is based on McMinnville's official forecast from the Oregon Population Forecast Program for the 2021 to 2041 period.

government agencies, health-care corporations) operating outside what is typically defined as the housing market. Nonetheless, group quarters require residential land. They are typically built at densities that are comparable to that of multifamily dwellings.

The 2013–2017 American Community Survey shows that 5% of McMinnville’s population was in group quarters. However, the population in group quarters, in total number, has declined over the last decade. City of McMinnville staff and the Project Advisory Committee considered three options<sup>55</sup> to address the population in group quarters. Staff recommended—and the majority of the Project Advisory Committee agreed—that for the purpose of this analysis, we assume that group quarters will be met through the same land needs as the net new population without allocating housing to group quarters separately (option 3). This assumption does not mean that we are assuming zero group quarters for the planning periods.

- **Household Size.** OAR 660-024 established a safe harbor assumption for average household size—which is the figure from the current Decennial Census at the time of the analysis. According to the 2013–2017 American Community Survey, the average household size in McMinnville was 2.55 people. Thus, for the 2021 to 2041 period, we assume an average household size of 2.55 persons.
- **Vacancy Rate.** The Census defines vacancy as "unoccupied housing units . . . determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

Vacancy rates are cyclical and represent the lag between demand and the market’s response to demand for additional dwelling units. Vacancy rates for rental and

<sup>55</sup> **Option 1:** Use the “share method,” then assign one person per group quarter, and assign group quarters to land need at the same density as multifamily development.

**Option 2a:** Use the “share method,” then assign an analogous household size, and then apply that to the population to calculate land needs. Two Project Advisory Committee members requested this method instead of Option 1.

**Option 2b:** Use the “share method,” then assign a direct group quarters population per acre estimate. This method directly assigns population density for group quarters rather than rely on use of an interim assignment step analogous to household size.

**Option 3:** Do not use the “share method.” Instead, use assumptions and methods based on McMinnville-specific group quarters data and PSU’s official population forecast for McMinnville. This option assigns all new net population growth to housing units. This method assumes the population in group quarters at Linfield and the jail will remain relatively constant. The population in other group quarters represents less than 1% of McMinnville’s current population. Group quarters have also remained relatively constant and have not experienced a consistent growth trend in recent years. The group quarters population segment represents a declining share of overall population. The needed housing mix reflects a higher share of multifamily housing than the historic share. The land needs and densities for multifamily housing and group quarters are assumed to be equivalent. Without differentiating between population in multifamily housing and group quarters, the identified land needs would meet the same needs, whether the population is in housing or in group quarters.

multifamily units are typically higher than those for owner-occupied and single-family dwelling units.

OAR 660-024 established a safe harbor assumption for vacancy rate—which is the figure from the current Census. According to the 2013–2017 American Community Survey, McMinnville’s vacancy rate was 5.4%. For the 2021 to 2041 period, we assume a vacancy rate of 5.4%.

**McMinnville will need 4,657 new dwelling units over the 20-year period from 2021 to 2041, or an average of 233 dwelling units annually.**

**Exhibit 78. Forecast of Demand for New Dwelling Units, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest

Variable	New Dwelling Units (2021-2041)
Change in persons	11,260
Average household size	2.55
New occupied DU	4,416
times Aggregate vacancy rate	5.4%
equals Vacant dwelling units	241
<b>Total new dwelling units (2021-2041)</b>	<b>4,657</b>
<b>Annual average of new dwelling units</b>	<b>233</b>

Exhibit 79 presents McMinnville’s forecast of demand for new dwelling units over McMinnville’s other various planning horizons. It shows that McMinnville will have demand for about 1,136 new dwelling units between 2021 and 2026, and another 1,169 new dwelling units between 2026 and 2031 (totaling 2,305 for the 10-year period). McMinnville will have demand for approximately 10,986 new dwelling units for the 46-year period between 2021 and 2067.

**Exhibit 79. Forecast of Demand for New Dwelling Units in 5, 10, 20, and 46 years, McMinnville UGB, 2021–2026, 2021–2031, 2021–2041, and 2021–2067**

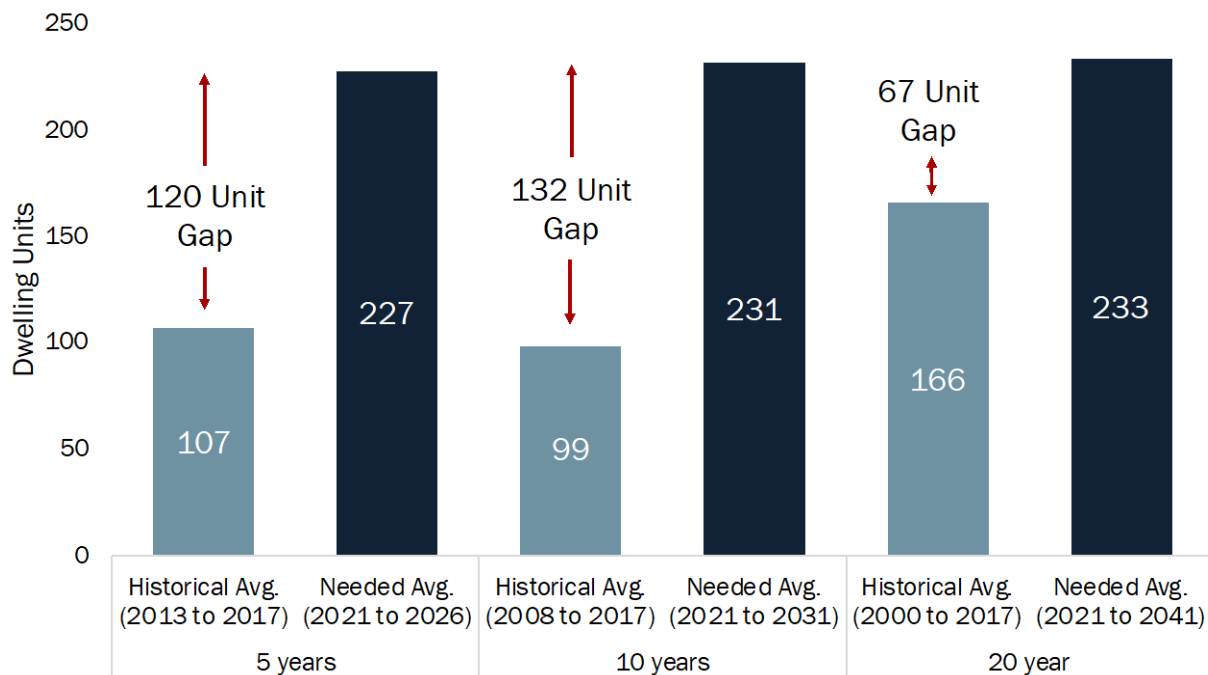
Source: Calculations by ECONorthwest

Variable	New Dwelling Units			
	5-Year (2021 to 2026)	10-Year (2021 to 2031)	20-Year (2021 to 2041)	46-Year (2021 to 2067)
Change in persons	2,746	5,575	11,260	26,565
Average household size	2.55	2.55	2.55	2.55
New occupied DU	1,077	2,186	4,416	10,418
times Aggregate vacancy rate	5.4%	5.4%	5.4%	5.4%
equals Vacant dwelling units	59	119	241	568
<b>Total new dwelling units</b>	<b>1,136</b>	<b>2,305</b>	<b>4,657</b>	<b>10,986</b>
<b>Annual average of new dwelling units</b>	<b>227</b>	<b>231</b>	<b>233</b>	<b>234</b>

As illustrated in Exhibit 80, if production of housing in McMinnville follows historic trends, the market will not produce enough housing to meet all of McMinnville’s projected housing needs.

## Exhibit 80. Comparison of Historical Production and Future Demand for Housing, McMinnville, 2000–2017 and 2021–2041

Source: City of McMinnville permit database. Calculations by ECONorthwest.



The projected growth before 2021 has been removed from this analysis, as the buildable lands inventory was updated through December 2021. This update accounted for actual growth that occurred through 2021.

### Projection for Housing Growth by Housing Type

This section describes the factors that influenced the assumptions for the housing forecast. It also presents the housing forecast by housing type. Appendix B outlines the scenario models presented to the Project Advisory Committee, which informed their recommendation for housing mix (a core assumption for the housing forecast).

### Factors Influencing the Needed Mix and Density Determination

With a population over 25,000, McMinnville is subject to the provisions of ORS 197.296(1)-(9). Goal 10 requires cities to make a housing needs projection. OAR 660-008(4) provides the specific guidance:

(4) A housing needs projection refers to a local determination, justified in the plan, of the mix of housing types, amounts, 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.

To make the housing needs determination, we use the information presented in the housing needs analysis. We use the following definitions to distinguish between housing need and housing market demand, which we believe to be consistent with definitions in state policy:

- *Housing need* can be defined broadly or narrowly. The broad definition is based on the mandate of Goal 10 that requires communities to plan for housing that meets the needs of households at all income levels. Goal 10, though it addresses housing, emphasizes the impacts on the households that need that housing. Since everyone needs shelter, Goal 10 requires that a jurisdiction address, at some level, how every household (and group quarters population) will be affected by the housing market over a 20-year period. In short, housing need is addressed through the local housing needs projection.
- *Housing market demand* is what households demonstrate they are willing or able to purchase (own or rent) in the market place. Growth in population means growth in the number of households, which implies an increase in demand for housing units. That demand is met primarily by the construction of new housing units by the private sector based on its judgments about the types of housing that will be absorbed by the market. ORS 197.296 includes a market supply component, called a buildable land needs analysis,<sup>56</sup> which must consider the density and mix of housing developed over the previous five years or since the current periodic review, whichever is greater. In concept, what got built in that five-year period, or longer, was the effective demand for new housing of those who can afford to purchase housing in the market: it is the local equilibrium of demand factors, supply factors, and price.

Cities are required to determine the average density and mix of needed housing over the next 20 years (ORS 197.296(7)). McMinnville is using a 2021 to 2041 analysis period. The determination of needed density and mix over the 2021 to 2041 period must consider the five factors listed in ORS 197.296(5) that may affect future housing need:

- (a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater. The data shall include:
  - (A) the number, density, and average mix of housing types of urban residential development that have actually occurred;
  - (B) trends in density and average mix of housing types of urban residential development;

<sup>56</sup> ORS 197.296 (E) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

- (C) demographic and population trends;
- (D) economic trends and cycles; and
- (E) the number, density, and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

#### (5)(A)(A) AND (E) AVERAGE DENSITY AND MIX

Subsections (A) and (E) require similar data. Subsection (A) requires the number, density, and average mix of housing types of urban residential development that have actually occurred; while (E) requires the same data but for housing types that have occurred on the buildable lands. The density and mix analysis presented in Chapter 3 of this report is intended to comply with these two requirements. Exhibit 81 shows the average housing mix of units by type for each zone and net density by type for each zone, and overall by zone and type.

#### **Exhibit 81. Historical Average Density and Mix, McMinnville, 2000 through July 2018**

Source: City of McMinnville Permit Database.

Plan Designation and Zone	Single-Family Detached		Single-Family Attached		Multifamily		TOTAL	
	Mix of Units	Net Density	Mix of Units	Net Density	Mix of Units	Net Density	Mix of Units	Net Density
Commercial	0%	-	0%	-	33%	31.2	10%	31.2
C-3	0%	-	0%	-	33%	31.2	10%	31.2
Residential	100%	4.8	100%	12.3	67%	16.5	90%	6.0
O-R	0%	-	0%	-	6%	7.6	2%	7.6
R-1	21%	4.0	12%	9.5	0%	-	14%	4.1
R-2	47%	4.8	45%	12.3	23%	18.6	39%	5.8
R-3	5%	5.9	19%	10.6	1%	-	5%	6.8
R-4	27%	5.4	24%	17.6	37%	19.1	30%	7.9
<b>Total</b>	<b>62%</b>	<b>4.8</b>	<b>8%</b>	<b>12.3</b>	<b>31%</b>	<b>18.2</b>	<b>100%</b>	<b>6.6</b>

#### (5)(A)(B) TRENDS IN DENSITY AND AVERAGE MIX OF HOUSING TYPES OF URBAN RESIDENTIAL DEVELOPMENT

Housing mix is the mixture of housing types (e.g., single-family detached, single-family attached, or multifamily) within a city. State law requires a determination of the future housing mix in the community and allows that determination to be based on different periods: (1) the mix of housing built in the past five years or since the most recent periodic review, whichever time period is greater, (2) a shorter time period if the data will provide more accurate and reliable information, or (3) a longer time period if the data will provide more accurate and reliable information (ORS 197.296).

A majority share of new housing built in McMinnville, since 2000, has been single-family detached housing. Since 2015, about 36% of new housing built was multifamily, consistent with trends in the early 2000s. Single-family attached housing has consistently made up a smaller share of new housing built.

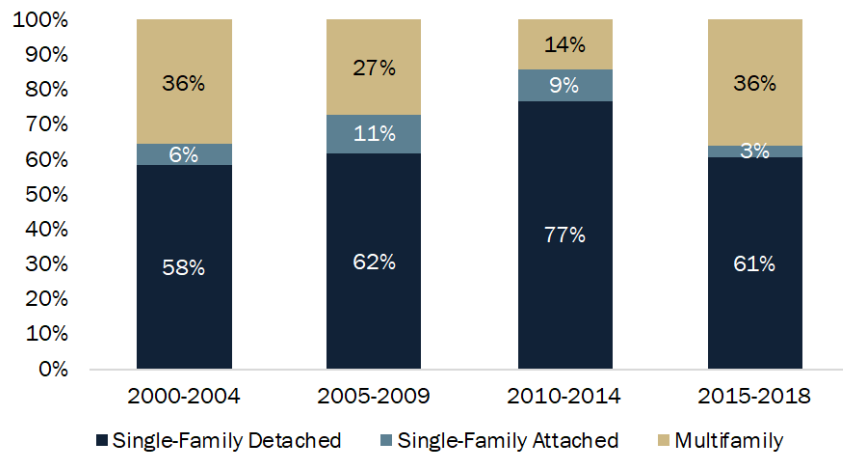


Since 2000, single-family detached housing predominated McMinnville's housing market.

Single-family attached housing consistently makes up a smaller share of the housing stock built since 2000.

**Exhibit 82. Trends in Housing Mix of New Units, McMinnville, 2000 to July 2018**

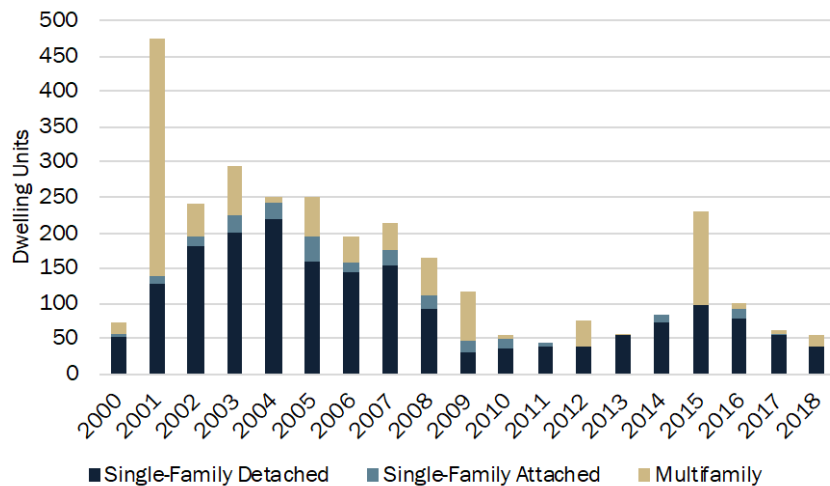
Source: McMinnville Building Permit Database.



Since 2000, 62% of housing permitted in McMinnville was single-family detached, 8% was single-family attached, and 31% was multifamily.

**Exhibit 83. Trends in Housing Mix of New Units, McMinnville, 2000 to July 2018**

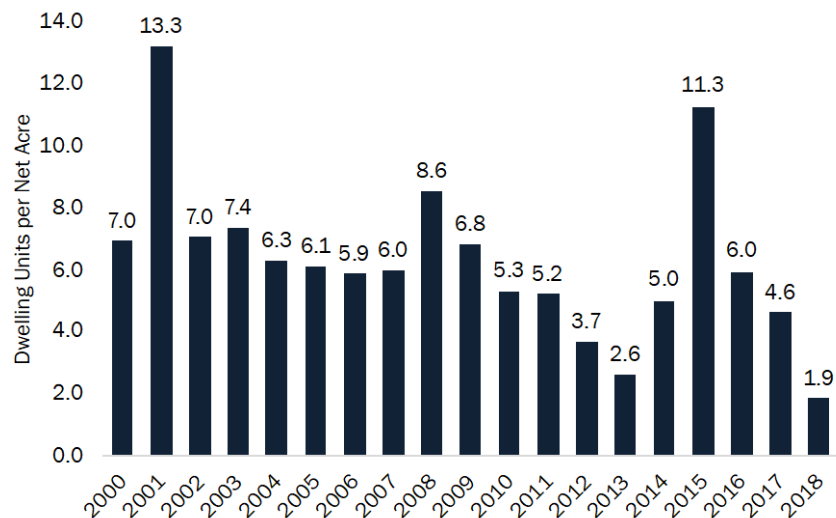
Source: McMinnville Building Permit Database.



Since 2000, McMinnville's average net density was 6.6 dwelling units per net acre.

**Exhibit 84. Trends in Net Density of New Units, McMinnville, 2000 to July 2018**

Source: McMinnville Building Permit Database. Note: Net density is dwelling units per net acre.



Housing density is the density of residential units by structure type, expressed in dwelling units per net or gross acre. The US Census does not track residential development density, so this study analyzes housing density based on new development between 2000 and July 2018.

Consistent with trends observed in other cities, considerable variation exists in residential density from year to year. While housing density averaged around 6.6 dwelling units per net acre since 2000, some years show a spike in density of over 10 dwelling units per net acre. In other years, density dipped below five dwelling units per net acre. Density is affected by many factors—housing type, housing mix, lot configurations, etc. With limited annual permitting, one large multifamily project can considerably change annual density findings (such as in 2001 and 2015).

#### (5)(A)(C) DEMOGRAPHIC AND POPULATION TRENDS

To understand what will influence McMinnville's housing market, it is important to consider demographic and population trends. The following factors will influence needed mix and density in McMinnville's future:

- Population in McMinnville is growing faster than the State and national average since 1990.
- Population in McMinnville is aging, and the cohort aged 60+ in Yamhill County will increase by about 56% by 2041.
- The share of the population that is Hispanic and Latino is growing faster than County and State averages since 2000. Per the most recent Decennial Census, Latino and Hispanic households were on average 1.5 persons larger.
- Overall, average household size is shrinking and the share of 1-person households in McMinnville has increased since 2000.

- Median household income and median family income is below County and State median incomes.
- While 41% of McMinnville households earn more than 120% of McMinnville's median household income, about 50% of McMinnville households earn less than \$50,000 per year, compared to 43% of Yamhill County households.
- From 2017 to 2018, Point-in-Time homelessness increased by 30%.
- In the 2016–2017 school year, 3% of students experienced homelessness in Yamhill County.
- Approximately 13,500 people work in McMinnville, but 60% of those workers commute into McMinnville from other areas.

These trends—coupled with the forecast of new housing in McMinnville's UGB for the 2021 to 2041 period (Exhibit 78)—suggest that, in the future, the need for new housing developed in McMinnville will include housing that is generally more affordable, with some housing located in walkable areas with access to services. Findings additionally suggest that in the future, McMinnville will need high-amenity housing types for the large share of households earning over 120% of McMinnville's median family income. This assumption is additionally based on the following findings in the previous chapters:

- Demographic changes suggest moderate increases in demand for small-lot, small-home detached single-family housing, attached single-family housing, and multifamily housing. The key demographic trends that will affect McMinnville's future housing needs are (1) the aging of Baby Boomers, (2) the aging of Millennials, and (3) the continued growth of the Hispanic and Latino population. Growth of these groups has the following implications for housing need in McMinnville:
  - *Baby Boomers.* Growth in the number of seniors will have the biggest impacts on demand for new housing through demand for housing types specific to seniors, such as assisted-living facilities or age-restricted developments. These households will make a variety of housing choices, including remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, moving into age-restricted manufactured home parks (if space is available), or moving into group housing (such as assisted-living facilities or nursing homes) as their health declines. Minor increases in the share of Baby Boomers who downsize to smaller housing will result in increased demand for smaller single-family detached, single-family attached, multifamily, and multigenerational housing types like accessory dwelling units. Some Baby Boomers may prefer housing in walkable neighborhoods with access to services.
  - *Millennials.* Over the next twenty years, Millennial households will continue to grow, but their share of the population will stay stable at about 25% of the population. The aging of Millennials will still result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is

comparatively affordable. Some Millennials may prefer to locate in traditional single-family detached housing, others in town houses or multifamily housing.

- *The Hispanic and Latino population.* Growth in the number of Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable. Hispanic and Latino households, particularly those that are foreign-born (11% of McMinnville's population as of 2016) are more likely to be larger than average, often having more children and living in multigenerational households. The housing types that are most likely to be affordable to the majority of Hispanic and Latino households are existing lower-cost single-family housing, single-family housing with an accessory dwelling unit, and multifamily housing.
- About 36% of McMinnville's households are cost burdened. Fifty-two percent of McMinnville's renters are cost burdened, compared to 25% of homeowners. These factors indicate that McMinnville needs more affordable housing types, especially for renters. A household earning median household income (about \$50,300) could afford a home roughly valued between \$176,000 and \$201,000, which is below the current 2018 median sales price for single-family housing in McMinnville (about \$349,000).

McMinnville's share of multifamily housing accounts for about 23% of the City's housing stock. The majority of McMinnville's multifamily buildings are five or more units (73%), indicating few "missing middle" multifamily housing types.

These findings suggest that McMinnville's needed housing mix is for a broader range of housing types than are currently available in McMinnville's housing stock, both for ownership and rent, as well as across the affordability spectrum. McMinnville will need to provide development opportunities over the next twenty years for traditional single-family detached housing, smaller single-family detached housing (e.g., cottages or small-lot single-family detached units), manufactured housing, accessory dwelling units, town houses, duplexes, triplexes, quadplexes, and apartment buildings. McMinnville needs housing across the affordability spectrum from affordable housing (including government-assisted housing) to high-amenity housing.

#### (5)(A)(D) ECONOMIC TRENDS AND CYCLES

Population growth in Oregon tends to follow economic cycles. Historically, Oregon's economy is more cyclical than the nation's, growing faster than the national economy during expansions and contracting more rapidly than the nation during recessions. Oregon grew more rapidly than the United States in the 1990s (which was generally an expansionary period) but lagged behind the United States in the 1980s. Oregon's slow growth in the 1980s was primarily due to the nationwide recession early in the decade. As the nation's economic growth slowed during 2007, Oregon's population growth began to slow.

Despite this, McMinnville has grown at an average annual growth rate of 2.4% since 1990, faster than the nation, State, and County (1.0%, 1.4%, 1.8%). Migration is the largest component of

population growth in McMinnville. From 2000 to 2016, 67% of Yamhill County's new population (13,477 people) was a result of migration. According to the Joint Center for Housing Studies of Harvard, immigration will continue to play a role in accelerating growth in the coming years unless affected by macro-politics.

Building activity had not picked up since the recession, until the past three to five years. McMinnville is experiencing pent-up demand for housing, and competition has grown. As a result of increased housing costs and competition, McMinnville is experiencing a decrease in first-time homebuyers due to limited options and competition from wealthier households.

Housing instability is increasing in McMinnville, fueled by an unsteady and low-opportunity employment market. As of 2019, the minimum wage in Oregon was \$11.25 (an annual salary of \$23,400, or about 47% of median family income in McMinnville). A household must earn at least \$25.58 per hour to afford a two-bedroom unit in Yamhill County at fair market rent. Wages in Oregon remain below the national average, but they are at its highest point relative to the early 1980s. The Office of Economic Analysis reports that new Oregon Employment Department research "shows that median hourly wage increase for Oregon workers since 2014 has been 3.1 percent annually for the past three years."<sup>57</sup> These wage increases are "substantially stronger for the Oregonians who have been continually employed over the last three years."<sup>58</sup>

By the end of 2018, the OEA forecasts 41,700 jobs will be added to Oregon's economy. This is an approximate annual growth of 2.2% in total nonfarm employment relative to 2017 levels.<sup>59</sup> The leisure and hospitality, construction, professional and business services, and health services industries are forecasted to account for well over half of the total job growth in Oregon for 2018. Oregon continues to have an advantage in job growth compared to other states, due to its industrial sector and in-migration flow of young workers in search of jobs. This information explains that, as the housing market continues to recover, and as Oregon's economy improves, Oregon will likely see an increase in household formation rates. Yamhill County and McMinnville will be affected by these state trends, which will result in continued demand for new houses.

<sup>57</sup> Office of Economic Analysis, "Oregon Economic and Revenue Forecast," 38(3), September 2018. <https://www.oregon.gov/das/OEA/Documents/forecast0918.pdf>.

<sup>58</sup> *Ibid.*

<sup>59</sup> *Ibid.*

## Housing Forecast by Housing Type

The Project Advisory Committee recommended that Scenario 2 needed a housing mix assumption to inform the housing forecast by housing type (see Appendix B for a description of each scenario). The recommendation is presented below. The basis for the determination of needed housing mix in McMinnville is the demographic trends suggesting continued demand for a wider variety of housing types as well as the following assumptions:

- McMinnville’s official forecast for population growth shows that the City will add 11,260 people over the 20-year period. This new population will result in the need for 4,657 new dwelling units over the 20-year period.
- The recommended mix assumption for McMinnville’s needed housing mix was Scenario 2:
  - 55% of new housing will be single-family detached, a category which includes manufactured housing, accessory dwelling units, and cottage clusters. In the 2013–2017 period, 68% of McMinnville’s total existing housing stock was single-family detached.
  - 12% of new housing will be single-family attached. In the 2013–2017 period, 9% of McMinnville’s total existing housing stock was single-family attached.
  - 33% of new housing will be multifamily, a category which includes redevelopment. In the 2013–2017 period, 23% of McMinnville’s total existing housing stock was multifamily.

**McMinnville will have demand for 4,657 new dwelling units over the 20-year period, 55% of which will be single-family detached housing.**

### **Exhibit 85. Forecast of Demand for New Dwelling Units by Type, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest. Note: DU is dwelling unit.

Variable	Needed Mix
<b>Needed new dwelling units (2021-2041)</b>	<b>4,657</b>
Dwelling units by structure type	
Single-family detached	
Percent single-family detached DU	55%
<i>equals</i> Total new single-family detached DU	2,561
Single-family attached	
Percent single-family attached DU	12%
<i>equals</i> Total new single-family attached DU	559
Multifamily	
Percent multifamily	33%
<i>equals</i> total new multifamily	1,537
<b>Total new dwelling units (2021-2041)</b>	<b>4,657</b>



This analysis accounts for units accommodated through infill and redevelopment of land classified as “developed.” Results and assumptions are documented below.

- **Infill and Redevelopment.** Infill (which includes accessory dwelling units) and redevelopment is development that occurs on fully developed lots; the property owner may add additional units to the property or demolish the dwelling unit(s) that are already in place to build one or more units on the property. The McMinnville Project Advisory Committee recommended assumption for infill and redevelopment is 8%. For the 2021 to 2041 period, we assume 8% of new housing will be accommodated through infill and redevelopment. This results in 373 units that will be accommodated through infill and redevelopment.

**Over the 20-year period, McMinnville will accommodate 373 needed units through infill and redevelopment (approximately 19 units per year).**

**Exhibit 86. Forecast of Demand for Infill and Redevelopment, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest.

Variable	New Dwelling Units (2021-2041)
New units accommodated through infill and redevelopment	373
<b>Subset of total new dwelling units (2021-2041)</b>	<b>373</b>

**Over the 20-year period, McMinnville will accommodate 373 needed new units through infill (including accessory dwelling units) and redevelopment. This results in McMinnville having demand for 4,284 new dwellings units on vacant or partially vacant land.**

**Exhibit 87. Forecast of Demand for New Dwelling Units on Vacant and Partially Vacant Lands, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest. Note: DU is dwelling unit.

Variable	Needed Mix
<b>DUs Accommodated by Infill or Redevelopment</b>	
Single-family detached	37
Single-family attached	
<b>Multifamily</b>	<b>335</b>
<b>Total Units in Infill or Redevelopment</b>	<b>373</b>
<b>DUs Requiring Vacant / Partially Vacant Unconstrained Land</b>	
Single-family detached	2,524
Single-family attached	559
<b>Multifamily</b>	<b>1,202</b>
<b>Total DUs Requiring Vacant or Partially Vacant Land</b>	<b>4,284</b>

To summarize Exhibit 85, Exhibit 86, and Exhibit 87, McMinnville will have demand for 4,657 new dwelling units over the 20-year period. Of these 4,657 dwelling units, 2,561 dwelling units are forecast to be single-family detached housing and 1,537 are forecast to be multifamily housing (see Exhibit 85). After accounting for the 373 forecasted units accommodated by infill and redevelopment (Exhibit 86), McMinnville will have demand for 2,524 single-family detached units on vacant or partially vacant land and 1,202 multifamily units on vacant or partially vacant land (Exhibit 87). Exhibit 88 presents a summary.

# **Exhibit 88. Summary of Resulting Mix of Units on Vacant and Partially Vacant Land, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest.

Total Needed Dwelling Units			Dwelling Units Accomodated by Infill & Redevelopment On Developed Land			Dwelling Units Requiring Vacant / Partially Vacant Land		
Housing Type	#	%	#	% of Total Needed Units	% of Infill / Redeveloped Units	#	% of Total Needed Units	% of Units of V / PV Land
Single-Family Detached	2,561	55%	37	1%	10%	2,524	54%	59%
Single-Family Attached	559	12%	-	0%	0%	559	12%	13%
Multifamily	1,537	33%	335	7%	90%	1,202	26%	28%
<b>Total</b>	<b>4,657</b>	<b>100%</b>	<b>373</b>	<b>8%</b>	<b>100%</b>	<b>4,284</b>	<b>92%</b>	<b>100%</b>

Redevelopment typically involves the replacement of one or more units with a larger number of units. Multifamily is a reasonable assumption for redevelopment, as it matches historical redevelopment trends in McMinnville. Redevelopment has historically not occurred as single-family attached housing in McMinnville. Infill (which includes accessory dwelling units [ADUs]) may be attached or detached, but they have characteristics of multifamily housing. ADUs do not have separate fee simple ownership—ownership is not separate from the primary dwelling unit—similar to a duplex or other multifamily housing product. Single-family detached infill is likely to entail small partitions of small lots classified as developed with limited remaining capacity based on zoning.

The needed mix for new dwelling units is 55% single-family detached housing, 12% single-family attached housing, and 33% multifamily housing. However, once dwelling units that are accommodated by infill/redevelopment are removed, the adjusted housing mix for housing requiring vacant/partially vacant land is 59% single-family detached housing, 13% single-family attached housing, and 28% multifamily housing.

Exhibit 89 though Exhibit 91 replicate the forecast of demand for new dwelling units (including infill/redevelopment) for housing demand in the 5-, 10-, 20-, and 46-year planning horizons.

**Exhibit 89. Forecast of Demand for New Dwelling Units by Type in 5, 10, 20, and 46 years, McMinnville UGB, 2021–2026, 2021–2031, 2021–2041, and 2021–2067**

Source: Calculations by ECONorthwest

Variable	New Dwelling Units by Type			
	5-Year (2021 to 2026)	10-Year (2021 to 2031)	20-Year (2021 to 2041)	46-Year (2021 to 2067)
Needed new dwelling units	1,136	2,305	4,657	10,986
Dwelling units by structure type				
Single-family detached				
Percent single-family detached DU	55%	55%	55%	55%
<i>equals</i> Total new single-family detached DU	625	1,268	2,561	6,042
Single-family attached				
Percent single-family attached DU	12%	12%	12%	12%
<i>equals</i> Total new single-family attached DU	136	277	559	1,318
Multifamily				
Percent multifamily	33%	33%	33%	33%
<i>Total new multifamily</i>	375	760	1,537	3,626
<b><i>equals</i> Total new dwelling units</b>	<b>1,136</b>	<b>2,305</b>	<b>4,657</b>	<b>10,986</b>

**Exhibit 90. Forecast of Demand for Infill and Redevelopment, in 5, 10, 20, and 46 years, McMinnville UGB, 2021–2026, 2021–2031, 2021–2041, and 2021–2067**

Source: Calculations by ECONorthwest

Variable	New Dwelling Units			
	5-Year (2021 to 2026)	10-Year (2021 to 2031)	20-Year (2021 to 2041)	46-Year (2021 to 2067)
New units accomodated through infill and redevelopment	91	184	373	879
<b>Subset of total new dwelling units</b>	<b>91</b>	<b>184</b>	<b>373</b>	<b>879</b>

**Exhibit 91. Forecast of Demand for New Dwelling Units by Type through Infill and Redevelopment and on Vacant and Partially Vacant Lands, in 5, 10, 20, and 46 years, McMinnville UGB, 2021–2026, 2021–2031, 2021–2041, and 2021–2067**

Source: Calculations by ECONorthwest.

Variable	5-Year (2021 to 2026)	10-Year (2021 to 2031)	20-Year (2021 to 2041)	46-Year (2021 to 2067)
<b>DUs Accomodated by Infill or Redevelopment</b>				
Single-family detached	9	18	37	88
Single-family attached				
<b>Multifamily</b>	<b>82</b>	<b>166</b>	<b>335</b>	<b>791</b>
<b>Total Units in Infill or Redevelopment</b>	<b>91</b>	<b>184</b>	<b>373</b>	<b>879</b>
<b>DUs Requiring Vacant / Partially Vacant Unconstrained Land</b>				
Single-family detached	616	1,250	2,524	5,954
Single-family attached	136	277	559	1,318
<b>Multifamily</b>	<b>293</b>	<b>594</b>	<b>1,202</b>	<b>2,835</b>
<b>Total DUs Requiring Vacant or Partially Vacant Land</b>	<b>1,045</b>	<b>2,121</b>	<b>4,284</b>	<b>10,107</b>

McMinnville allows the following types of housing in zoning districts:

- **R-1 Single-Family Residential** will primarily accommodate new single-family detached housing, with some opportunities for single-family attached housing and duplexes on corner lots.
- **R-2 Single-Family Residential** will accommodate a mixture of new single-family detached and single-family attached housing, as well as duplexes on corner lots.
- **R-3 Two-Family Residential** will accommodate a mixture of new single-family detached and single-family attached housing, as well as duplexes.
- **R-4 Multifamily Residential** will accommodate single-family detached and attached housing, as well as duplexes and multifamily housing.
- **O-R Office/Residential** will accommodate single-family detached and attached housing, as well as duplexes and multifamily housing.
- **Residential Plan Designations with County Zoning**<sup>60</sup> will accommodate single-family detached and single-family attached units, duplexes, and multifamily units.
- **C-3 General Commercial** will accommodate multifamily housing.

This analysis assumes that housing types will locate in zones that permit the dwelling unit outright. The City of McMinnville will be implementing Great Neighborhood Principles, which may affect the location and distribution of the dwelling units. Current zoning practices separate dwelling units by type and zoning district. If the principles are implemented, the same average mix and average density could be achieved, but in a different configuration that is consistent with the principles.

## Needed Density

ORS 197.296(7) requires cities to “determine the overall average density and overall mix of housing types at which residential development of needed housing types must occur in order to meet housing needs over the next 20 years.” This section describes historic residential densities and needed residential densities for McMinnville’s planning period. Appendix B presents the scenario model that was presented to the Project Advisory Committee, which informed their recommendation for needed residential densities.

Densities in this section are presented in net acres and converted to gross acres<sup>61</sup> to account for land needed for rights-of-way. Rights-of-way conversion factors are based on empirical analysis of existing rights-of-way by zone in McMinnville. For example, when developing a new area

<sup>60</sup> Residential plan designations with county zoning are lands with the City’s residential plan designation and county rural zoning that will need to be rezoned to urban zones prior to development.

<sup>61</sup> OAR 660-024-0010(6) defines net buildable acre as land that “consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads.” While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

such as a subdivision, it is necessary to account for land needed for roads, sidewalks, on-street parking, etc., which requires a gross density estimate. The conversion from net acres to gross acres in this analysis is based on the average amount of land in rights-of-way throughout the McMinnville UGB by zone.<sup>62</sup>

## Analysis of Historic Densities

ECONorthwest analyzed building permit data to determine historic densities. Exhibit 92 presents the assessment of historic densities for housing built in McMinnville over the 2000 to July 2018 period.

- **R-1 Single-Family Residential:** 4.1 dwelling units per net acre, with 24% of land used for rights-of-way, results in a gross density of 3.1 dwelling units per gross acre.
- **R-2 Single-Family Residential:** 5.8 dwelling units per net acre, with 26% of land used for rights-of-way, results in a gross density of 4.3 dwelling units per gross acre.
- **R-3 Two-Family Residential:** 6.8 dwelling units per net acre, with 29% of land used for rights-of-way, results in a gross density of 4.8 dwelling units per gross acre.
- **R-4 Multiple-Family Residential:** 7.9 dwelling units per net acre, with 23% of land used for rights-of-way, results in a gross density of 6.1 dwelling units per gross acre.
- **R-5 High Density:** McMinnville added the R-5 zone as part of the process of expanding its UGB in 2020. This analysis does not examine development densities in R-5 because the zone did not exist prior to 2020 and no land is zoned in R-5 currently.
- **O-R Office/Residential:** 7.6 dwelling units per net acre, with 17% of land used for rights-of-way, results in a gross density of 6.3 dwelling units per gross acre.
- **Residential Plan Designations with County Zoning:** an assumed 6.6 dwelling units per net acre (of which the basis is the overall average density achieved in 2000–2018), with 25% of land used for rights-of-way, results in a gross density of 4.3 dwelling units per gross acre. The 25% factor is an average of all other rights-of-way conversion factors from each zone.
- **C-3 General Commercial:** 31.2 dwelling units per net acre, with 30% of land used for rights-of-way, results in a gross density of 21.8 dwelling units per gross acre.

<sup>62</sup> The assumptions about land needed for rights-of-way is based on the historical percentages of land needed for rights-of-way, from empirical analysis of the 2021 McMinnville Buildable Lands Inventory.

## Exhibit 92. Historical Densities and Land for Rights-of-Way by Zone for Housing Built in the McMinnville UGB, 2000 through July 2018

Source: Calculations by ECONorthwest. Note 1: DU is dwelling unit. Note 2: Density listed for county zoning is historic average.

Zoning Districts	Average Net Density (DU/Net Acre)	Percentage for Rights-of-Way	Average Gross Density (DU/Gross Acre)
R-1 Single Family Residential	4.1	24%	3.1
R-2 Single Family Residential	5.8	26%	4.3
R-3 Two Family Residential	6.8	29%	4.8
R-4 Multiple-Family Residential	7.9	23%	6.1
O-R Office/Residential	7.6	17%	6.3
C-3 General Commercial	31.2	30%	21.9
County Zoning	6.6	25%	4.9
<b>Average</b>	<b>6.6</b>	<b>25%</b>	<b>4.9</b>

## Exhibit 93. Historical Densities and Land for Rights-of-Way by Housing Type for Housing Built in the McMinnville UGB, 2000 through July 2018

Source: Calculations by ECONorthwest. Note: DU is dwelling unit.

Housing Type	Average Net Density (DU/Net Acre)	Percentage for Rights-of-Way	Average Gross Density (DU/Gross Acre)
Single-Family Detached	4.8	25%	3.6
Single-Family Attached	12.3	25%	9.3
Multifamily	18.2	25%	13.7
<b>Total</b>	<b>6.6</b>	<b>25%</b>	<b>4.9</b>

The average density observed in the 2002 McMinnville Housing Needs Analysis was 5.9 dwelling units per net acre. The density analysis in the 2002 HNA was based on permit data between 1988 and 2000. The net density observed for the 2000 through 2018 period was 6.6 dwelling units per net acre—a 12% increase in actual density. This increase in land-use efficiency saved 55 net acres during the 2000–2018 period.

## Final Results: Needed Density

The assessment of needed densities was based on the five factors stated in ORS 197.296(5), discussed in greater detail in the previous subsection as well as McMinnville’s historical residential densities (2000 to July 2018).

Needed densities over the planning period will be driven by the recommended housing mix assumption. The PAC recommended a housing mix that increased the share of multifamily housing and single-family attached housing and decreased the share of single-family detached housing compared to the mix of new development that occurred between 2000 and 2018.



Exhibit 94 adds 3% to the Historical Densities in Exhibit 92 consistent with the density changes allowed for complying with HB 2001 (2019).<sup>63</sup> If single-family detached, single-family attached, and multifamily housing develop at densities consistent with historic average densities (5.05 dwelling units per gross acre), McMinnville's overall residential density will increase to 5.46 dwelling units per gross acre over the twenty-year planning period—an 11% increase in gross residential density.

#### **Exhibit 94. Needed Densities for Housing Built in the McMinnville UGB**

Source: Calculations by ECONorthwest. Note 1: DU is dwelling unit.

<b>Zoning Districts</b>	<b>Average Gross Density (DU/Gross Acre)</b>
R-1 Single Family Residential	3.19
R-2 Single Family Residential	4.43
R-3 Two Family Residential	4.94
R-4 Multiple-Family Residential	6.28
O-R Office/Residential	6.49
C-3 General Commercial	22.56
County Zoning	5.05
<b>Average</b>	<b>5.05</b>

Exhibit 95 adds 3% to the Historical Densities in Exhibit 93 consistent with the density changes allowed for complying with HB 2001 (2019).

#### **Exhibit 95. Needed Densities for by Housing Type Housing Built in the McMinnville UGB**

Source: Calculations by ECONorthwest. Note 1: DU is dwelling unit.

<b>Housing Type</b>	<b>Average Gross Density (DU/Gross Acre)</b>
Single-Family Detached	3.71
Single-Family Attached	9.58
Multifamily	14.11
<b>Total</b>	<b>5.05</b>

**This document is a baseline analysis. The density results are based on McMinnville's current zoning and land-use regulations, accounting for a 3% increase in historical densities to account for changes resulting from new middle housing regulations (HB 2001 (2019)). Efficiency measures enacted as part of the housing strategy could affect final density.**

<sup>63</sup> The City of McMinnville complied with the requirements of HB 2001 (2019) by adopting middle housing regulations in April 2022.

## Needed Housing by Income Level

The next step in the housing needs analysis is to develop an estimate of needed housing by income and housing type. This requires an estimate of the income distribution of current and future households in the community. The estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

This analysis is based on American Community Survey data about income levels of existing households in McMinnville. Income is categorized into market segments using McMinnville's median household income (MHI) of \$50,300. The analysis uses current household income distribution, assuming that approximately the same percentage of households will be in each market segment in the future.

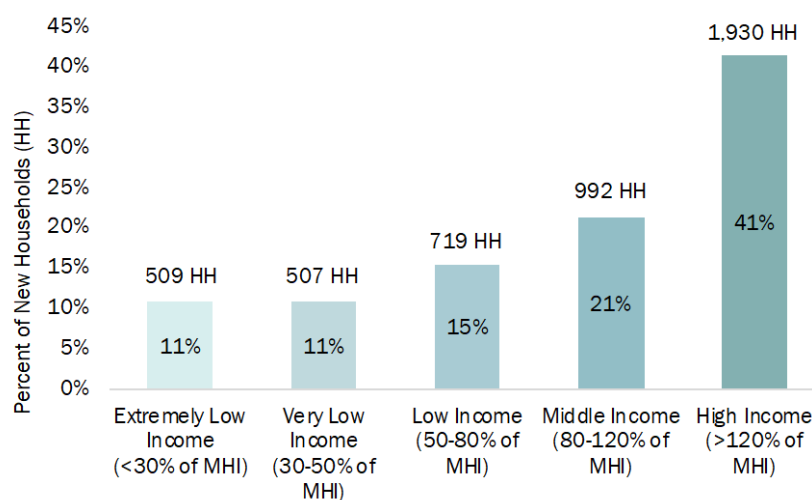
**Twenty-two percent of McMinnville's future households will have incomes at or below 50% of McMinnville's median household income (MHI).**

**Thirty-six percent will have incomes between 50% and 120% of McMinnville's MHI.**

Forty-one percent will have incomes greater than 120% of McMinnville's MHI.

**Exhibit 96. Future (New) Households, by Median Household Income (MHI) for McMinnville (\$50,300), McMinnville UGB, 2021 to 2041**

Source: US Department of Housing and Urban Development and US Census Bureau, 2012–2016 ACS Table 19001 and B25119.



**Exhibit 97. Future (New) Households in 5-, 10-, 20-, and 46-years, by Median Household Income (MHI) for McMinnville (\$50,300), McMinnville UGB, 2021–2026, 2021–2031, 2021–2041, and 2021–2067**

Source: US Department of Housing and Urban Development and US Census Bureau, 2012–2016 ACS Table 19001 and B25119.

Market Segment by Income	New Households				% of Households
	5-Year (2021 to 2026)	10-Year (2021 to 2031)	20-Year (2021 to 2041)	46-Year (2021 to 2067)	
High Income (>120% of MFI)	471	955	1,930	4,552	41%
Middle Income (80-120% of MFI)	242	491	992	2,340	21%
Low Income (50-80% of MFI)	176	356	719	1,697	15%
Very Low Income (30-50% of MFI)	124	251	507	1,196	11%
Extremely Low Income (<30% of MFI)	124	253	509	1,200	11%
<b>Total New Households</b>	<b>1,137</b>	<b>2,306</b>	<b>4,657</b>	<b>10,985</b>	<b>100%</b>

# Need for Government-Subsidized, Farmworker, and Manufactured Housing

ORS 197.303, 197.307, 197.312, and 197.314 requires cities to plan for government-subsidized housing, manufactured housing on lots, and manufactured housing in parks.

- **Government-subsidized housing.** Government subsidies can apply to all housing types (e.g., single-family detached, single-family attached, and multifamily). McMinnville allows development of government-assisted housing in all residential zones, with the same development standards for market-rate housing. This analysis assumes that McMinnville will continue to allow government housing in all of its residential zones. Because government-assisted housing is similar in character to other housing (with the exception being the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
  - Homelessness is a growing concern in McMinnville and Yamhill County. Between 2017 and 2018, homelessness grew by about 30% in Yamhill County. To alleviate this issue, government subsidized housing (including shelters) is needed for individuals and households earning 0% to 30% of McMinnville's median household income (less than \$15,000 per year). While a separate forecast for government-subsidized housing is not needed, the City may need to exert specialized effort in planning for shelters and other housing types that will meet the needs of those at risk of homelessness or who are experiencing homelessness.
- **Farmworker housing.** Farmworker housing can also apply to all housing types, and the City allows development of farmworker housing in all residential zones with the same development standards as market-rate housing. This analysis assumes that McMinnville will continue to allow farmworker housing in all of its residential zones. Because it is similar in character to other housing (with the possible exception of government subsidies, if population restricted), it is not necessary to develop separate forecasts for farmworker housing.
- **Manufactured housing on lots.** McMinnville allows manufactured homes on lots in the R-1 and R-2 zones, which are the zones where single-family detached housing is allowed. McMinnville also allows single-family detached housing in R-3, R-4, and O-R zones, but manufactured housing on lots are not permitted in those zones. McMinnville does not have special siting standards for manufactured homes on lots, so it is not necessary to develop separate forecasts for manufactured housing on lots.
- **Manufactured housing in parks.** OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned, zoned, or generally used for commercial, industrial, or high-density residential development. According to the Oregon Housing and Community Services Manufactured Dwelling

Park Directory,<sup>64</sup> McMinnville has twelve manufactured home parks within the UGB, with 1,014 spaces. One manufactured park (separate from manufactured housing subdivision) is within the O-R zone, two are within the C-3 zone, four are within the R-3 zone, and five are within the R-4 zone.

ORS 197.480(2) requires McMinnville to project need for mobile home or manufactured dwelling parks based on (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned, zoned, or generally used for commercial, industrial, or high-density residential development.

- The housing forecast showed that McMinnville will need 4,657 dwelling units over the 2021 to 2041 period.
- Analysis of housing affordability shows that about 22% of McMinnville's new households will be extremely low income or very low income, earning 50% or less of McMinnville's median family income. One type of housing affordable to these households is manufactured housing.
- Manufactured housing in parks accounts for about 8% (about 1,014 dwelling units) of McMinnville's current housing stock.
- National, State, and regional trends since 2000 showed that manufactured housing parks were closing, rather than being created. For example, between 2000 and 2015, Oregon had 68 manufactured parks close, with more than 2,700 spaces. Discussions with several stakeholders familiar with manufactured home park trends suggest that over the same period, few to no new manufactured home parks have opened in Oregon.

<sup>64</sup> Oregon Housing and Community Services, "Oregon Manufactured Dwelling Park Directory."  
<http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

- Households most likely to live in manufactured homes in parks are those with incomes between about \$15,000 and \$25,150 (30% to 50% of McMinnville's median household income), which includes 11% of McMinnville's households. However, households in other income categories may also live in manufactured homes in parks.

Manufactured home park development is an allowed use in the R-3 and R-4 zone. The national and State trends of manufactured home park closures, and the fact that no new manufactured home parks have opened in Oregon in over the last fifteen years, demonstrate that development of new manufactured home parks in McMinnville is unlikely.

Our conclusion from this analysis is that development of new manufactured home parks in McMinnville over the 2021 to 2041 planning period is unlikely. It is, however, likely that manufactured homes will continue to locate on individual lots in McMinnville. The forecast of housing assumes that no new manufactured home parks will be opened in McMinnville over the 2021 to 2041 period. The forecast includes new manufactured homes on lots in the category of single-family detached housing.

- Over the next twenty years (or longer) one or more manufactured home parks may close in McMinnville as a result of manufactured home park landowners selling or redeveloping their land for uses with higher rates of return, rather than lack of demand for spaces in manufactured home parks. Manufactured home parks contribute to the supply of low-cost affordable housing options, especially for affordable homeownership.

While there is statewide regulation of manufactured home park closures designed to lessen the financial difficulties of this closure for park residents,<sup>65</sup> the City has a role to play in ensuring that there are opportunities for housing for the displaced residents. The City's primary role is to ensure that there is sufficient land zoned for new multifamily housing, or other housing meeting the same need, and to reduce barriers to residential development to allow for development of new, relatively affordable housing. The City may use a range of policies to encourage development of relatively affordable housing, such as allowing a wider range of moderate-density housing (e.g., cottages or missing-middle housing types) in the R-1 and R-2 zones, designating more land for multifamily housing, removing barriers to multifamily housing development, using tax credits to support affordable housing production, developing an inclusionary

<sup>65</sup> ORS 90.645 regulates rules about closure of manufactured dwelling parks. It requires that the landlord give at least one year's notice of park closure and pay the tenant between \$5,000 to \$9,000 for each manufactured dwelling park space, in addition to not charging tenants for demolition costs of abandoned manufactured homes.

zoning policy, or partnering with a developer of government-subsidized affordable housing.

## **Other Needs**

This section includes needs for special housing, land to accommodate households before 2021, and other uses on residential land.

### **Need for Special Housing**

Need for special housing, such as transitional housing to provide services in conjunction with housing, is accounted for in total numbers; however, the housing strategy can discuss opportunities to ensure codes are responsive to planning that should address opportunities for providers of transitional housing and services within the broader planning context.

### **Need for Households Locating in McMinnville before 2021**

The projected growth before 2021 has been removed from this analysis, as the buildable lands inventory was updated to December 2021. This update accounted for actual growth that occurred through 2021.

### **Need for Other Uses on Residential Land**

The residential land needs analysis and capacity analysis accounts for land that will be needed for new streets within residential areas by applying a net-to-gross-buildable-acreage factor and density factor.

However, the housing needs analysis and residential land needs analysis don't account for other uses that will occur on lands planned and zoned for residential use. The City has initiated an urbanization study with a broader scope that will evaluate the capacity of the UGB to meet needs for all uses during the planning period. That analysis will identify forecast demand for other uses expected to occur on residential land. These can include uses such as schools, parks, public facilities, etc. Some of these have critical locational siting requirements in proximity to population as part of a public facilities system.

Once this portion of the urbanization study has been completed, the additional demand for residential land will be factored into the sufficiency determination to calculate the extent of deficit.

Because the need for other uses on residential land has not yet been determined, Chapter 6 addressed only the residential land need for housing before 2021.



## 6. Residential Land Sufficiency within McMinnville

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This chapter presents an evaluation of the sufficiency of vacant residential land in McMinnville to accommodate expected residential growth over the 2021 to 2041 period. This chapter includes an estimate of residential development capacity (measured in new dwelling units) and an estimate of McMinnville's ability to accommodate needed new housing units for the 2021 to 2041 period based on the analysis in the housing needs analysis. The chapter ends with a discussion of the conclusions and recommendations for the housing needs analysis. This section also presents the final land-sufficiency results for McMinnville for the 5-, 10-, and 46-year planning periods.

### Statutory Guidance

The language of Goal 10<sup>66</sup> and ORS 197.296<sup>67</sup> refers to housing need: it requires communities to provide needed housing types for households at all income levels. Goal 10's broad definition of need covers all households—from those with no home to those with second homes.

McMinnville is required to make a local housing needs projection<sup>68</sup> that determines the needed mix of housing types and densities that are (1) consistent with the financial capabilities of present and future area residents of all income levels during the planning period, (2) consistent with adopted housing standards, and (3) consistent with requirements of Goal 10, Goal 14<sup>69</sup>, OAR 660-008,<sup>70</sup> and ORS 197.296.

With a population over 25,000, McMinnville is subject to the provisions of ORS 197.296, which provide additional guidance on determining housing need. Specifically, ORS 197.296(5) requires that cities consider five factors in determining needed density and mix. These factors are discussed in detail in Chapter 5.

The final determination of needed mix and density was:

- **Needed Housing Mix:** 55% single-family detached housing, 12% single-family attached housing, and 33% multifamily housing
- **Needed Housing Density:** 5.46 dwelling units per gross acre (average overall, adding 3% to account for the City's compliance with HB 2001 (2019))

<sup>66</sup> Goal 10: Housing, <https://www.oregon.gov/lcd/OP/Documents/goal10.pdf>

<sup>67</sup> ORS 197.296, [https://www.oregonlegislature.gov/bills\\_laws/ors/ors197.html](https://www.oregonlegislature.gov/bills_laws/ors/ors197.html)

<sup>68</sup> OAR 660-008-0005(4)

<sup>69</sup> Goal 14: Urbanization, <https://www.oregon.gov/lcd/OP/Pages/Goal-14.aspx>

<sup>70</sup> OAR 660-008, <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3058>

## Residential Capacity Analysis

The buildable lands inventory provides a supply analysis (buildable land by type), and the housing needs analysis provided a demand analysis (population growth leading to demand for more residential development). The comparison of supply and demand allows the determination of land sufficiency.

There are two ways to get estimates of supply and demand into common units of measurement so that they can be compared: (1) housing demand can be converted into acres, or (2) residential land supply can be converted into dwelling units. A complication of either approach is that not all land has the same characteristics. Factors such as zone, slope, parcel size, and shape can all affect the ability of land to accommodate housing. Methods that recognize this fact are more robust and produce more realistic results. This analysis uses the second approach: it estimates the ability of vacant residential lands within the UGB to accommodate new housing. This analysis, sometimes called a “capacity analysis,”<sup>71</sup> can be used to evaluate different ways that vacant residential land may build out by applying different assumptions. The process is to estimate capacity based on historic densities and then to evaluate land-use efficiency measures that would achieve housing needs.

### McMinnville Capacity Analysis Results

The capacity analysis estimates the development potential of vacant and partially vacant residential land to accommodate new housing. We base our analysis on several assumptions:

- **Buildable residential land.** The capacity estimates start with the number of buildable acres in the residential plan designations and residential zones. Buildable residential land includes land within the UGB intended for residential development, Exhibit 11. It excludes land brought into the UGB in 2020 for commercial, industrial, or public/semi-public uses that is currently in County zoning.
- **Water Zone 1 and Water Zone 2 land.** Land in Water Zone 1 is available to be serviced with water now. Based on discussions with McMinnville Water & Light, land in Water Zone 2 will likely not be serviced with water for approximately ten years.
- **Capacity in C-3.** Previous findings in McMinnville’s 2013 Economic Opportunities Analysis suggests a deficit of land in C-3 areas needed for commercial uses. For this reason, this analysis assumed no residential capacity on current C-3 areas after 2021. The average historic density calculations of 5.05 dwelling units per gross acre

<sup>71</sup> There is ambiguity in the term “capacity analysis.” It would not be unreasonable for one to say that the capacity of vacant land is the maximum number of dwellings that could be built based on density limits defined legally by plan designation or zoning, and that development usually occurs—for physical and market reasons—at something less than full capacity. For that reason, we have used the longer phrase to describe our analysis: “Estimating how many new dwelling units the vacant residential land in the UGB is likely to accommodate.” That phrase is, however, cumbersome, and it is common in Oregon and elsewhere to refer to that type of analysis as capacity analysis, so we use that shorthand occasionally in this memorandum.

include the densities achieved in the C-3 zone, which could be achieved by rezoning county land to achieve average needed densities.

- **Residential demand in unincorporated areas with city residential plan designation and county rural zoning.** These lands are not available to develop at urban densities until they annex. For this reason, some of the analysis provides subtotals for city and county zoned lands separately in the calculations. This method allows ECONorthwest to calculate overall land needs (surpluses and deficits) under the assumption that these lands will be available once annexed over during the planning period.
  - **Small lots in county rural residential zoning.** OAR 660-024-0067(6) allows McMinnville to assume reduced development capacity on lots smaller than two acres for land that was brought into the UGB 14 years after the land was added to the UGB. The analysis in Exhibit 100 provides more detail about these small lots.

Excluding the 54 acres of land in the tax lots smaller than two acres, McMinnville has 816 gross buildable acres in County zoning.

- **Needed densities.**<sup>72</sup> The analysis models capacity at both historic and needed densities. The rationale and factual basis for the density assumptions is ORS 197.262(5), described in the previous section. In essence, the population is growing, and households are increasingly housing insecure due to rising housing costs and increased competition from wealthier households migrating into the jurisdiction. Since 2000, a majority of new housing developed in McMinnville has been single-family detached housing at prices that are unaffordable to many households in the region. In addition to these factors, as residents in McMinnville age, there will be more demand for smaller units. McMinnville will need a larger share of single-family attached and multifamily housing than the community had in the past, which will result in higher densities. The needed densities are those shown in Exhibit 94 and include a 3% increase over historic densities to account for complying with HB 2001 (2019).

<sup>72</sup> This document is a baseline analysis. The density results are based on McMinnville's current zoning and land-use regulations. Efficiency measures enacted as part of the housing strategy could affect final density.

# **Exhibit 98. Unconstrained Vacant and Partially Vacant Buildable Land (Water Zone 1 and 2) with Baseline Capacity, McMinnville UGB, 2018**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit. Note2: The density of county zoned land is the historic average density achieved (5.05 du/gross acre). Note 3: As stated above, no capacity was allocated to the C-3 zone.

\*The 54 acres of land for the small lots in rural zoning with reduced capacity was removed from the acres of land for "All other land in County zoning"

Zoning Districts	Total Unconstrained Buildable Acres (Water Zone 1 & 2)	Density Assumption (DU/Gross Acre)	Capacity (Dwelling Units)
R-1 Single Family Residential	108	3.19	345
R-2 Single Family Residential	113	4.43	499
R-3 Two Family Residential	11	4.94	53
R-4 Multiple-Family Residential	34	6.28	212
O-R Office/Residential	3	6.49	16
C-3 General Commercial	47	22.56	-
County Zoning			
Small lots in rural residential zoning with reduced capacity*			72
<b>All other land in County zoning</b>	<b>394</b>	<b>5.05</b>	<b>1,986</b>
<b>TOTAL</b>	<b>708</b>	<b>4.49</b>	<b>3,183</b>

Exhibit 98 shows that McMinnville has 708 acres of unconstrained buildable lands (excluding the 54 acres in small lots in rural zoning in Exhibit 100), (approx. 662 acres in residential zones are assigned residential capacity), with capacity for 3,183 dwelling units using densities in Exhibit 94 by zoning district. Exhibit 99 shows that McMinnville has 577 acres of unconstrained buildable lands in Zone 1,<sup>73</sup> with capacity for 2,608 dwelling units using densities in Exhibit 94 by zoning district).

<sup>73</sup> The analysis assumes that Zone 2 acreage is available within the 20-year period planning period, but not before the 10-year period.

## Exhibit 99. Unconstrained Vacant and Partially Vacant Buildable Land (Water Zone 1) with Baseline Capacity, McMinnville UGB, 2018

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit. Note2: The density of county zoned land is the historic average density achieved (5.05 du/gross acre). Note 3: As stated above, no capacity was allocated to the C-3 zone.

\*The 54 acres of land for the small lots in rural zoning with reduced capacity was removed from the acres of land for "All other land in County zoning"

Zoning Districts	Total Unconstrained Buildable Acres (Water Zone 1)	Density Assumption (DU/Gross Acre)	Capacity (Dwelling Units)
R-1 Single Family Residential	75	3.19	238
R-2 Single Family Residential	68	4.43	300
R-3 Two Family Residential	11	4.94	53
R-4 Multiple-Family Residential	34	6.28	212
O-R Office/Residential	3	6.49	16
C-3 General Commercial	47	22.56	-
County Zoning			
Small lots in County zoning with reduced capacity*			72
All other land in County zoning	340	5.05	1,717
<b>TOTAL</b>	<b>577</b>	<b>4.52</b>	<b>2,608</b>

Exhibit 100 shows capacity of small tax lots in selected unincorporated areas. OAR 660-024-0067(6) allows McMinnville to assume reduced development capacity on lots smaller than two acres for land that was brought into the UGB 14 years after the land was added to the UGB. The three areas shown in Exhibit 100 are Fox Ridge Road, Redmond Hill Road, and Riverside South and where brought into the UGB in 2003, about 18 years before 2021.

These three areas include 47 tax lots with 54 acres. Consistent with OAR 660-024-0067(6), Exhibit 100 estimates 1 dwelling unit of capacity for tax lots 1 acre and smaller and 2 dwelling units of capacity for tax lots between 1 and 2 acres in size. acre

## Exhibit 100. Capacity of Small Tax Lots in Selected Unincorporated Areas, McMinnville UGB, 2021

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit.

Area	Tax lots less than 1 acre			Tax lots between 1 and 2 acres			Total Capacity (DU)
	Total Tax Lots	Capacity per tax lot (DU)	Capacity of Tax lots	Total Tax Lots	Capacity per tax lot (DU)	Capacity of Tax lots	
Fox Ridge Road	5	1.0	5	6	2.0	12	17
Redmond Hill Road	1	1.0	1	-	2.0	-	1
Riverside South	16	1.0	16	19	2.0	38	54
<b>Total</b>	<b>22</b>		<b>22</b>	<b>25</b>		<b>50</b>	<b>72</b>

## Residential Land Sufficiency in McMinnville

The next step in the analysis of the sufficiency of residential land within McMinnville's UGB is to compare the demand for housing with the capacity of land. This analysis is partially based on capacity of land by existing zoning and plan designations. It is a baseline analysis. Land-sufficiency results may change based on implementation of actions in the housing strategy, including implementation of McMinnville's Great Neighborhood Principles.

This section presents the land-sufficiency results for McMinnville for several periods:

- 5-year period (2021–2026)
- 10-year period (2021–2031)
- 20-year period (2021–2041)
- 46-year period (2021–2067)

Notes about the final results:

- Results reflect demand for new dwelling units which require vacant and partially vacant lands.<sup>74</sup>

These estimates provide context for consumption of McMinnville's remaining buildable residential lands. For the purpose of the UGB, only the 2021–2041 estimates are relevant.

Exhibit 101 shows the capacity for each planning period starting in 2021, with subtotals for capacity within Water Zones 1 and 2. It shows the number of new dwelling units needed on vacant and partially vacant lands, and the resulting surplus / deficit of dwelling units and acreage (with calculations for both historic and needed density).

As discussed above, these calculations are based on average densities. Rezoning land may be required to have sufficient lands zoned to achieve the specified capacity. Because zoning may change, or because a diverse housing zone may be implemented, capacity and acreage are calculated without assignment to specific zones.

Exhibit 101 shows that McMinnville has a deficit of capacity for 1,101 dwelling units for the 2021-2041 period, resulting in a land deficit of 218 gross acres (at a density of 5.05 du/gross acre) or 202 gross acres (at a density of 5.46 du/gross acre).

<sup>74</sup> Forecasted demand for infill and redevelopment will not require vacant or partially vacant lands.



**Exhibit 101. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, McMinnville UGB, for the periods through 2026, 2031, 2041, and 2067**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit. Note 2: The 3,183 DU capacity total includes 1,125 DUs in City Limits and 2,058 DUs in the county.

	Planning Period			
	5-Year (2021 to 2026)	10-Year (2021 to 2031)	20-Year (2021 to 2041)	46-Year (2021 to 2067)
<b>2021 Capacity (DUs)</b>				
Water Zone 1	2,608	2,608	2,608	2,608
Water Zone 2	NA	NA	575	575
<b>Total</b>	<b>2,608</b>	<b>2,608</b>	<b>3,183</b>	<b>3,183</b>
<b>Post-2021 Demand (DUs on buildable land)</b>	<b>1,045</b>	<b>2,121</b>	<b>4,284</b>	<b>10,107</b>
Surplus/Deficit at Horizon Year (Dus)	1,563	487	(1,101)	(6,924)
Capacity Based on Land in Water Zone:	1	1	1&2	1&2
Surplus/Deficit @ 5.05 du/ac (hist +3%), gross acres	310	97	(218)	(1,372)
Surplus/Deficit @ 5.46 du/ac (need + 3%), gross acres	286	89	(202)	(1,268)
Difference, gross acres	23	7	(16)	(104)

## Conclusions

McMinnville's UGB is forecast to grow from 36,238 people in 2021 to 47,498 people in 2041, an increase of 11,260 people. This population growth will occur at an average annual growth rate of 1.36%. In addition to population growth, McMinnville's households have grown smaller on average. After considering a number of factors, including household size and residential vacancy rates, McMinnville will have demand for about 4,657 new dwelling units over the 20-year planning period (2021 to 2041). McMinnville will have demand for about 1,136 new dwelling units for the 5-year period between 2026 and 2031, about 2,305 new dwelling units for the 10-year period between 2021 and 2031, and about 10,986 new dwelling units for the 46-year period between 2021 and 2067.

McMinnville will need to accommodate an average development trajectory of 233 new dwelling units annually over the 20-year planning horizon. Over the 20-year planning period, McMinnville will accommodate 373 needed dwelling units through redevelopment and infill—these units will not require vacant or partially vacant lands. Accordingly, this will result in McMinnville needing to accommodate 4,284 needed new dwelling units on vacant and partially vacant buildable residential lands.

### Exhibit 102. Summary of New Dwelling Units, for the Periods through 2026, 2031, 2041, and 2067

Source: Calculations by ECONorthwest.

	New Dwelling Units			
	5-Year	10-Year	20-Year	46-Year
	(2021 to 2026)	(2021 to 2031)	(2021 to 2041)	(2021 to 2067)
<b>Total New D.U.s:</b>	1,136	2,305	4,657	10,986
<b>Less Infill/Redev (8%)</b>	(91)	(184)	(373)	(879)
<b>Equals D.U.s requiring Vacant/Partially Vacant Land</b>	1,045	2,121	4,284	10,107

In the future, McMinnville will plan for an increased share of single-family attached dwelling units and multifamily units to meet the City's housing needs. Currently, about 68% of McMinnville's housing stock is single-family detached housing, 9% is single-family attached housing, and 23% is multifamily housing. Based on Project Advisory Committee recommendations, McMinnville will plan for a different mix in new housing, which will result in a slight change to McMinnville's aggregate overall mix of existing and new housing. McMinnville will plan for a decrease in share of single-family detached housing (55% of new housing stock) to provide opportunities for more single-family attached housing (12% of new housing) and multifamily housing (33% of new housing).

McMinnville is planning for slightly higher overall average density than it has in the past. As McMinnville shifts toward more single-family attached housing and multifamily housing, McMinnville's average housing density (for new dwelling units) will increase from 4.9 dwelling units per gross acre (historic average density) to 5.46 dwelling units per gross acre (needed

average density, including an increase of 3% to account for compliance with HB 2001 (2021))—an 11% increase.<sup>75</sup>

McMinnville’s existing deficit of relatively affordable housing on both sides of the affordability spectrum indicates a need for a wider range of housing types for renters and homeowners. About 36% of McMinnville’s households are cost burdened (paying more than 30% of their income on housing), including a cost-burden rate of 52% for renter households. Without diversification of housing types, lack of affordability will continue to be a problem—possibly growing in the future if incomes continue to grow at a slower rate than housing costs. Under the current conditions between 2021 and 2041, about:

- **1,016 of the forecasted new households will have incomes of \$25,150 or less.** These households often cannot afford market-rate housing without government subsidy.
- **1,711 new households will have incomes between \$25,150 and \$60,359.** These households will need access to relatively affordable housing, such as single-family detached housing (e.g., tiny homes, cottages, small-lot, and traditional), single-family attached housing (e.g., town homes), and multifamily products (particularly middle housing types such as duplexes, triplexes, quadplexes, and apartments/multifamily condominiums).
- **1,930 new households will have incomes over \$60,359.** These households will need higher-amenity housing types such as single-family detached housing, single-family attached housing, and higher-end multifamily products (particularly condominiums).

McMinnville’s UGB will not accommodate all of McMinnville’s housing needs. Over the planning period through 2041, McMinnville has a deficit of capacity for 1,101 dwelling units. , which means the City has an approximate deficit of about 202 gross acres by 2041. Housing demand results for the 5-, 10-, 20-, and 46-year periods are summarized in **Error! Reference source not found..**

McMinnville added the R-5 zone as part of the 2020 UGB expansion. The zone is intended to provide areas for high-density residential dwelling units and other closely related uses in designated Neighborhood Activity Centers, the downtown, and other appropriate locations within the city, consistent with comprehensive plan policies. Residential densities within this zone are typically 14 to 26 dwelling units per acre. McMinnville expects to rezone about 36.7 acres of Urban Holding land to R-5. Depending on the development density and land needed for rights-of-way, land in the R-5 zone could accommodate about 400 to 700 dwelling units.

<sup>75</sup> This calculation is based on average historical density by housing type. The existing analysis presented in Chapter 6 is calculated using average historical density by zone, including an increase of 3% to account for compliance with HB 2001.

# Appendix A. Residential Buildable Lands Inventory Methods

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The general structure of the residential buildable land (supply) inventory is generally based on the DLCD HB 2709 workbook *“Planning for Residential Growth – A Workbook for Oregon’s Urban Areas,”* which specifically addresses residential lands. The buildable lands inventory uses methods and definitions that are consistent with Goal 10/OAR 660-008.

ECONorthwest used 2018 and 2017 (assessor tax year) data for the 2019 version of the report.

In 2023, ECONorthwest updated the BLI from the 2019 *McMinnville Housing Needs Analysis* report to December 2021 to account for: land brought into the UGB through the 2020 Urban Growth Boundary (UGB) expansion; development that occurred between January 1, 2018 and December 31, 2021; and other changes such as changes in zoning or tax lot divisions. For this update, ECONorthwest used 2022 (assessor tax year) data.

The following provides an overview of the buildable lands inventory methodology.

## Overview of the Methodology

The McMinnville BLI includes all residential land designated in zones or plan designations within the McMinnville UGB. From a practical perspective, this means that all lands within tax lots identified by the Yamhill County Assessment and Taxation Department that fall within the UGB were inventoried. ECONorthwest used the most recent tax lot shapefile (that was available at the time of the analysis) and assessor’s roll data from Yamhill County for the analysis. The inventory then builds from the tax lot-level database to calculate estimates of buildable land by zone.

The buildable lands analysis was completed through several sequential steps.

**Step 1: Generate land base.** Per Goal 10, this involves selecting all of the tax lots in the McMinnville UGB with residential zones and “lands that may be used for a mix of residential and employment uses under the existing planning or zoning.”

ECONorthwest included the following zones in the residential inventory based on statutory requirements in ORS 197.296(4)(a):

- R-1 Single-Family Residential
- R-2 Single-Family Residential
- R-3 Two-Family Residential
- R-4 Multifamily Residential
- O-R Office/Residential
- C-3 General Commercial

Since McMinnville has a single residential plan designation, the land base includes these zones as well as any additional tax lots within the residential plan designation. For lands in the UGB that have the residential plan designation but still retain County zoning, properties within the residential plan designation were included in the BLI.

**Step 2: Classify lands by development status.** Next, the analysis classified each parcel into one of the following categories based on development status.

- Developed land
- Vacant land
- Partially vacant land
- Public or Exempt land

**Step 3: Identify constraints.** Consistent with the Division 8 rule, this includes floodways, floodplains (including lands in McMinnville's floodplain zone), regulated wetlands, lands with slopes of 25% or greater, landslide hazards (including the DOGAMI SLIDO database and lands with high or very high susceptibility to landslides), and service constrained lands. All constraints were merged into a single constraint file, which was used to identify the area of each tax lot that is constrained. These areas were deducted from lands that were identified as vacant or partially vacant.

**Step 4: Verification.** ECONorthwest used a multistep verification process to ensure the accuracy of the BLI. The first verification step included a rapid visual assessment of land classifications using GIS and recent aerial photos to verify uses on the ground. The second round of verification involved City staff verifying the rapid visual assessment output. ECONorthwest amended the BLI based on City staff review and a discussion of the City's comments.

The 2023 update used building permits from 2019 to December 2021 to identify tax lots where new development has occurred. Tax lots that were previously designated as vacant in 2019 but currently have a building permit on them were generally re-designated as developed. As an additional step to maintain thoroughness, tax lots were again filtered through our development status classification scheme to identify any tax lots where the improvement value increased from \$0 to values over \$10,000. Beyond these changes, we used the 2019 BLI results unless there was a clear reason for doing otherwise.

The inventory was completed primarily using Geographic Information Systems (GIS) mapping technology. The output of this analysis is a database of land inventory information, which is summarized in both tabular and map format in Chapter 2. Although data for the inventory was gathered and evaluated at the parcel level, the inventory does not present a parcel-level analysis of lot availability and suitability. The results of the inventory have been aggregated by zone (City limits) and plan designation (outside City limits and in UGB), consistent with State planning requirements.

Data used for the analysis was provided by the City of McMinnville and the Yamhill County Assessor and Taxation Department, as well as statewide and national data sets. Specific data that was used included City/urban growth boundaries, tax lots, zoning, the National Wetlands

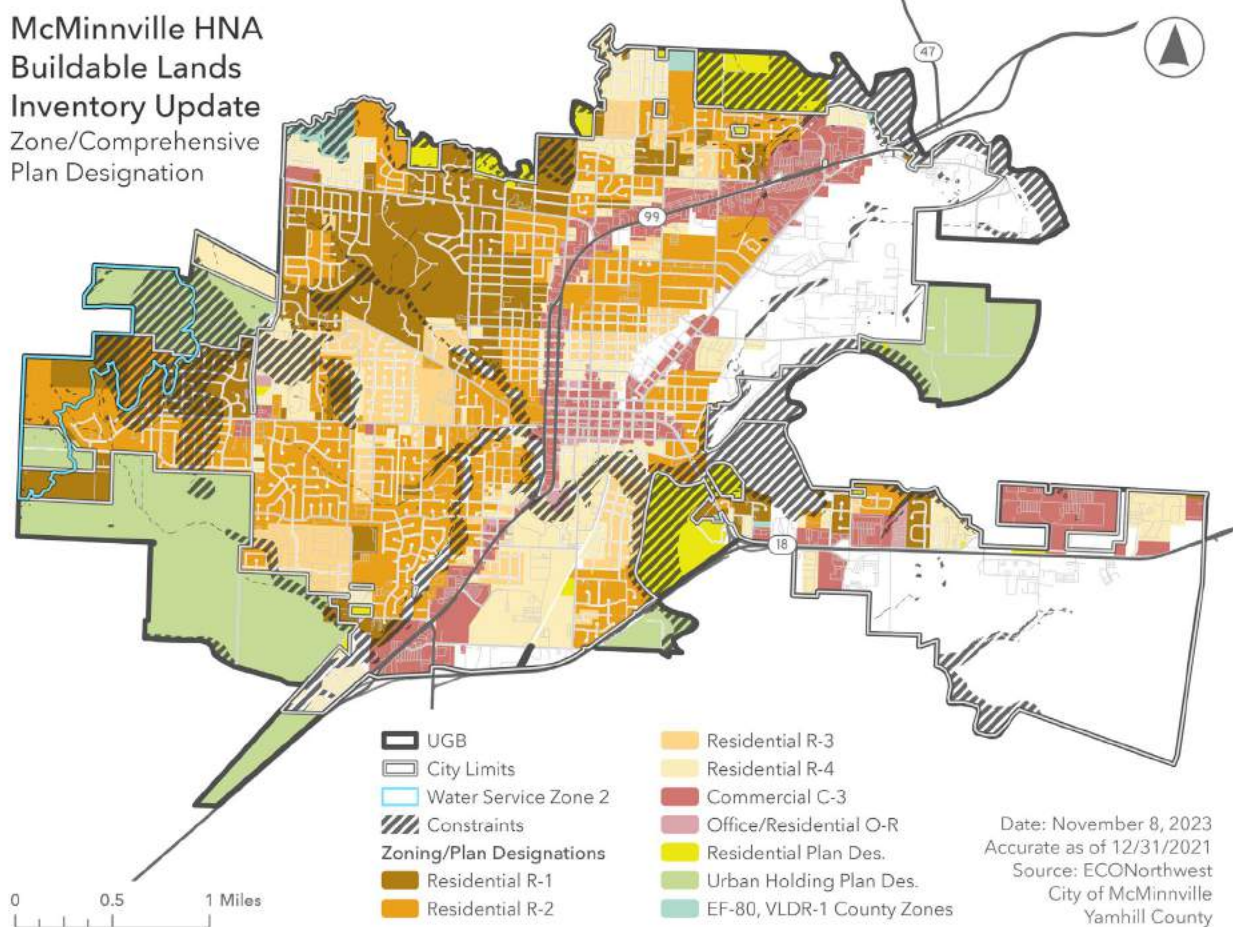
Inventory, DOGAMI landslide hazards and susceptibility, floodway and floodplains, conservation easements, and slopes. The tax lot data was current as of April 2023.

## Residential Land Base

Exhibit 103 (on the following page) shows the zones and plan designations included in the residential land base. This BLI includes lands in the R-1, R-2, R-3, R-4, O-R, and C-3 zones, as well as other land in the residential plan designation and urban holding plan designation. Tax lots with a residential use in the F-P zone or F-P plan designation were also included on a case-by-case basis based on proximity to other residential land or using property class data to determine if the tax lot has a residential use. Land in zones that do not allow residential use were not included. These tax lots were assigned a residential zone or plan designation based on proximity to other residential zones, since the floodplain zone was included as a constraint.

Land in the Zone 2 contour was also identified due to additional considerations for capacity. Using the Intersect tool in GIS, land in tax lots either completely within or partially within the Zone 2 were calculated separately from land in those tax lots in Zone 1.

**Exhibit 103. Residential Land Base by Zone and Plan Designation, McMinnville UGB, 2018**





# Appendix B. Scenario Modeling

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ECONorthwest developed scenario models to inform Project Advisory Committee discussions about needed housing mix and density. This appendix presents the models for reference.

The scenarios were developed as to support discussions during the Project Advisory Committee process at the December 18, 2018 meeting to support the Committee's discussions and provide a basis for recommendations. The scenarios were updated to the forecasts and land need presented in Chapters 5 and 6 of the report.

## Housing Forecast by Housing Type

This section documents the process in determining needed housing mix and density assumptions. To inform the Project Advisory Committee's recommendation for the housing mix assumption, ECONorthwest modeled four housing mix scenarios. ECONorthwest used the scenarios to illustrate how housing mix impacts capacity and land sufficiency. The four scenarios were:

- **Existing Mix (ACS 2013–2017):** 68% single-family detached, 9% single-family attached, and 23% multifamily
- **Historical Mix (Housing Permitted 2000 to 2018):** 62% single-family detached, 8% single-family attached, and 31% multifamily
- **Scenario 1 (Preliminary Needed Mix):** 60% single-family detached, 10% single-family attached, and 30% multifamily
- **Scenario 2 (Preliminary Needed Mix):** 55% single-family detached, 12% single-family attached, and 33% multifamily

Using the four scenarios, ECONorthwest forecasted needed housing in McMinnville by housing type. Exhibit 104 presents a 20-year forecast (using the four scenarios), and Exhibit 105 presents the 5-, 10-, 20-, and 46-year forecasts (using the historic mix scenario).

#### Exhibit 104. Scenario Model: Forecast of Demand for New Dwelling Units, McMinnville UGB, 2021 to 2041

Source: Calculations by ECONorthwest. Note: Baseline housing mix is McMinnville's existing housing mix per US Census, 2013–2017 ACS, Table B25024.

Variable	Existing Mix (ACS 2013- 2017)	Historic Mix (2000 to 2018)	Scenario 1	Scenario 2
<b>Needed new dwelling units (2021-2041)</b>	4,424	4,424	4,424	4,424
Dwelling units by structure type				
Single-family detached				
Percent single-family detached DU	68%	62%	60%	55%
<i>equals</i> total new single-family detached DU	3,009	2,733	2,654	2,433
Single-family attached				
Percent single-family attached DU	9%	8%	10%	12%
<i>equals</i> total new single-family attached DU	399	332	442	531
Multifamily				
Percent multifamily	23%	31%	30%	33%
<i>equals</i> total new multifamily	1,016	1,359	1,328	1,460
<b><i>equals</i> Total new dwelling units (2021-2041)</b>	<b>4,424</b>	<b>4,424</b>	<b>4,424</b>	<b>4,424</b>

#### Exhibit 105. Scenario Model: 5-, 10-, and 46-year Forecast of Demand for New Dwelling Units, McMinnville UGB, 2021 to 2067

Source: Calculations by ECONorthwest. Note: This exhibit uses the historic mix scenario.

Variable	Baseline Forecast			
	2021 to 2026 (5-Year)	2021 to 2031 (10-Year)	2021 to 2041 (20-Year)	2021 to 2067 (46-year)
<b>Needed new dwelling units</b>	1,079	2,190	4,424	10,435
Dwelling units by structure type				
Single-family detached				
Percent single-family detached DU	62%	62%	62%	62%
<i>equals</i> Total new single-family detached DU	667	1,353	2,733	6,447
Single-family attached				
Percent single-family attached DU	8%	8%	8%	8%
<i>equals</i> Total new single-family attached DU	81	164	332	783
Multifamily				
Percent multifamily	31%	31%	31%	31%
<i>Total new multifamily</i>	331	673	1,359	3,205
<b><i>equals</i> Total new dwelling units</b>	<b>1,079</b>	<b>2,190</b>	<b>4,424</b>	<b>10,435</b>

The housing mix determination over the 2021 to 2041 period will impact McMinnville's overall housing mix in 2041. Exhibit 106 displays what McMinnville's overall housing mix would be in 2041 based on each of the four scenarios. Exhibit 107 displays what McMinnville's overall housing mix would be at the end of McMinnville's various planning horizons (2026, 2031, 2041, and 2067)

**Exhibit 106. Scenario Model: Estimated Aggregate Future Housing Mix, McMinnville UGB, 2041**

Source: Calculations by ECONorthwest. Note: According to the US Census, McMinnville had 8,902 single-family detached units, 1,180 single-family attached units, and 3,007 multifamily units (totaling 13,089 dwelling units) in the 2013–2017 period. The 17,513 (total) is the 13,089 units, plus the 4,424 needed new units.

	Existing Mix (ACS 2013- 2017)	Historic Mix (2000 to 2018)	Scenario 1	Scenario 2
Single-Family Detached				
Number	11,911	11,635	11,556	11,335
Percent	68%	66%	66%	65%
Single-Family Attached				
Number	1,579	1,512	1,622	1,711
Percent	9%	9%	9%	10%
Multifamily Units				
Number	4,023	4,366	4,335	4,467
Percent	23%	25%	25%	26%
<b>Total</b>	<b>17,513</b>	<b>17,513</b>	<b>17,513</b>	<b>17,513</b>

# **Exhibit 107. Scenario Model: Estimated Aggregate Future Housing Mix, McMinnville UGB, 2026, 2031, 2041, and 2067**

Source: Calculations by ECONorthwest. Note: According to the US Census, McMinnville had 8,902 single-family detached units, 1,180 single-family attached units, and 3,007 multifamily units (totaling 13,089 dwelling units) in the 2013–2017 period. The totals are 13,089 units, plus the number of units needed in 5, 10, 20, and 46 years.

	Single-Family Detached		Single-Family Attached		Multifamily Units		Total
	Number	Percent	Number	Percent	Number	Percent	
2026 (5-year)							
Existing Mix	9,636	68%	1,277	9%	3,255	23%	14,168
Baseline Historic Mix	9,570	68%	1,261	9%	3,338	24%	14,169
Scenario 1	9,549	67%	1,288	9%	3,331	24%	14,168
Scenario 2	9,495	67%	1,309	9%	3,363	24%	14,168
2031 (10-year)							
Existing Mix	10,391	68%	1,377	9%	3,510	23%	15,279
Baseline Historic Mix	10,255	67%	1,344	9%	3,680	24%	15,279
Scenario 1	10,216	67%	1,399	9%	3,664	24%	15,279
Scenario 2	10,107	66%	1,443	9%	3,730	24%	15,279
2041 (20-year)							
Existing Mix	11,911	68%	1,579	9%	4,023	23%	17,513
Baseline Historic Mix	11,635	66%	1,512	9%	4,366	25%	17,513
Scenario 1	11,556	66%	1,622	9%	4,335	25%	17,513
Scenario 2	11,335	65%	1,711	10%	4,467	26%	17,513
2067 (46-year)							
Existing Mix	15,999	68%	2,121	9%	5,404	23%	23,524
Baseline Historic Mix	15,349	65%	1,963	8%	6,212	26%	23,524
Scenario 1	15,163	64%	2,224	9%	6,138	26%	23,524
Scenario 2	14,641	62%	2,432	10%	6,451	27%	23,524

## Allocation of Needed Housing

ECONorthwest modeled allocation analyses for each of the four housing mix scenarios. The scenario models for the 20-year planning period are presented in Exhibit 108 through Exhibit 111 and do not reflect updated group quarters assumptions or account for units accommodated by infill or redevelopment. The revised methodology presented in the main report does not use this methodology, however. Thus, these tables are for reference into the process only.

The first step in the allocation analysis (presented here) is based on McMinnville's historic share of housing developed in each of McMinnville's existing zones between 2000 and 2018. For example, between 2000 and 2018, 16% of McMinnville's housing development occurred in R-1, 44% occurred in R-2, 6% in R-3, and 34% in R-4.

### Exhibit 108. Scenario Model: Allocation of Needed Housing by Housing Type and Zone Designation, Existing Mix Scenario, McMinnville UGB, 2021 to 2041

Source: Calculations by ECONorthwest.

Zoning Designations	Residential Plan Designation					County Zoning	C-3	Total
	R-1	R-2	R-3	R-4	O-R			
Dwelling Units								
Single-family detached	575	1,504	88	842	-	-	-	3,009
Single-family attached	44	89	44	222	-	-	-	399
<b>Multifamily</b>	68	391	115	442	-	-	-	1,016
<b>Total</b>	<b>687</b>	<b>1,984</b>	<b>247</b>	<b>1,506</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>4,424</b>
Percent of Units								
Single-family detached	13%	34%	2%	19%	0%	0%	0%	68%
Single-family attached	1%	2%	1%	5%	0%	0%	0%	9%
<b>Multifamily</b>	<b>2%</b>	<b>9%</b>	<b>3%</b>	<b>10%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>23%</b>
<b>Total</b>	<b>16%</b>	<b>45%</b>	<b>6%</b>	<b>34%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>100%</b>

### Exhibit 109. Scenario Model: Allocation of Needed Housing by Housing Type and Zone Designation, Historic Mix Scenario, McMinnville UGB, 2021 to 2041

Source: Calculations by ECONorthwest.

Housing Type	Residential Plan Designation					County Zoning	C-3	Total
	R-1	R-2	R-3	R-4	O-R			
Dwelling Units								
Single-family detached	575	1,406	88	664	-	-	-	2,733
Single-family attached	44	89	44	155	-	-	-	332
<b>Multifamily</b>	68	473	115	703	-	-	-	1,359
<b>Total</b>	<b>687</b>	<b>1,968</b>	<b>247</b>	<b>1,522</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>4,424</b>
Percent of Units								
Single-family detached	13%	32%	2%	15%	0%	0%	0%	62%
Single-family attached	1%	2%	1%	4%	0%	0%	0%	8%
<b>Multifamily</b>	<b>2%</b>	<b>11%</b>	<b>3%</b>	<b>16%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>31%</b>
<b>Total</b>	<b>16%</b>	<b>44%</b>	<b>6%</b>	<b>34%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>100%</b>

**Exhibit 110. Scenario Model: Allocation of Needed Housing by Housing Type and Zone Designation, Scenario 1, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest.

Housing Type	Residential Plan Designations					County Zoning	C-3	Total
	R-1	R-2	R-3	R-4	O-R			
Dwelling Units								
Single-family detached	575	1,416	88	575	-	-	-	2,654
Single-family attached	44	110	66	222	-	-	-	442
<b>Multifamily</b>	88	442	133	665	-	-	-	1,328
<b>Total</b>	<b>707</b>	<b>1,968</b>	<b>287</b>	<b>1,462</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>4,424</b>
Percent of Units								
Single-family detached	13%	32%	2%	13%	0%	0%	0%	60%
Single-family attached	1%	2%	1%	5%	0%	0%	0%	10%
<b>Multifamily</b>	2%	10%	3%	15%	0%	0%	0%	30%
<b>Total</b>	<b>16%</b>	<b>44%</b>	<b>6%</b>	<b>33%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>100%</b>

**Exhibit 111. Scenario Model: Allocation of Needed Housing by Housing Type and Zone Designation, Scenario 2, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest.

Housing Type	Residential Plan Designations					County Zoning	C-3	Total
	R-1	R-2	R-3	R-4	O-R			
Dwelling Units								
Single-family detached	531	1,283	88	531	-	-	-	2,433
Single-family attached	44	221	44	222	-	-	-	531
<b>Multifamily</b>	133	442	133	752	-	-	-	1,460
<b>Total</b>	<b>708</b>	<b>1,946</b>	<b>265</b>	<b>1,505</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>4,424</b>
Percent of Units								
Single-family detached	12%	29%	2%	12%	0%	0%	0%	55%
Single-family attached	1%	5%	1%	5%	0%	0%	0%	12%
<b>Multifamily</b>	3%	10%	3%	17%	0%	0%	0%	33%
<b>Total</b>	<b>16%</b>	<b>44%</b>	<b>6%</b>	<b>34%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>100%</b>



## Needed Densities

A city's average residential density is influenced by the its housing mix. Using the four housing mix scenarios and McMinnville's historic densities with 3% added to account for density changes related to complying with HB 2001 (2021) (Exhibit 95), ECONorthwest illustrated how average gross densities increase as the share of single-family detached housing decreases.

### Exhibit 112. Scenario Model: Estimated Aggregate Residential Densities, McMinnville UGB, 2021 to 2041

Source: Calculations by ECONorthwest.

Variable	Existing Mix (ACS 2013- 2017)	Historic Mix (2000 to 2018)	Scenario 1	Scenario 2
Dwelling units by structure type				
Single-family detached	3,009	2,733	2,654	2,433
Average gross density SFD	3.6	3.6	3.6	3.6
<i>equals</i> gross acres needed for SFD	<b>836</b>	<b>759</b>	<b>737</b>	<b>676</b>
Single-family attached	399	332	442	531
Average gross density SFA	9.3	9.3	9.3	9.3
<i>equals</i> gross acres needed for SFA	<b>43</b>	<b>36</b>	<b>48</b>	<b>57</b>
Multifamily	1,016	1,359	1,328	1,460
Average gross density MF	13.7	13.7	13.7	13.7
<i>equals</i> gross acres needed for MF	<b>74</b>	<b>99</b>	<b>97</b>	<b>107</b>
<b>Total</b>				
Housing Units	4,424	4,424	4,424	4,424
Average Gross Density	4.6	4.9	5.0	5.3
<b>Gross Acres</b>	<b>953</b>	<b>894</b>	<b>882</b>	<b>839</b>

## Land Sufficiency Approximations for the 2021 to 2041 Planning Period

Exhibit 113, Exhibit 114, Exhibit 115, and Exhibit 116 show the residential land sufficiency results, modeled using each of the four housing mix scenarios. Notes about the models:

- Modeled results in this appendix do not reflect land needed to accommodate housing development before 2021, which is addressed in the main report.
- Modeled results in this appendix used a different methodology for group quarters, resulting in a different estimate for housing demand.
- Modeled results do not reflect assumptions for dwelling units accommodated through infill or redevelopment.

The scenario models show that McMinnville's 721 buildable acres (660 in residential zones) available for residential development has capacity for 2,921 dwelling units. Over the 2021 to 2041 planning period, McMinnville will have demand for 4,424 dwelling units. At densities observed between 2000 and 2018, this translates into a land deficit of (1) 321 gross acres in the existing mix scenario, (2) 320 gross acres in the historical mix scenario, (3) 325 gross acres in

scenario 1, and (4) 323 gross acres in scenario 2. Each scenario showed that McMinnville does not have sufficient capacity to accommodate needed new housing in R-1, R-2, R-3, and R-4 areas.

Note: Due to the way demand was allocated to zones in the allocation scenario models (see Exhibit 108, Exhibit 109, Exhibit 110, and Exhibit 111 as well as the corresponding basis), the approximate land surplus and deficit are relatively similar across models. Accordingly, the models allocate housing demand to zones comparably across models and at an average density applied on total units per zone.

**Exhibit 113. Scenario Model: Comparison of Capacity of Existing Residential Land with Need for New Dwelling Units and Land Surplus or Deficit, Existing Mix, McMinnville UGB, 2021 to 2041**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Zoning Districts	Capacity (Dwelling Units)	Demand (Dwelling Units)	Capacity minus Demand (Dwelling Units)	Approx. Land Surplus or (Deficit) -Gross Acres-
R-1 Single Family Residential	449	687	(238)	(77)
R-2 Single Family Residential	561	1984	(1,423)	(331)
R-3 Two Family Residential	28	247	(219)	(46)
R-4 Multiple-Family Residential	127	1506	(1,379)	(226)
O-R Office/Residential	3	0	3	0
C-3 General Commercial	-	0	0	0
County Zoning	1,753	0	1,753	358
<b>Total</b>	<b>2,921</b>	<b>4,424</b>	<b>(1,503)</b>	<b>(321)</b>

**Exhibit 114. Scenario Model, Comparison of Capacity of Existing Residential Land with Need for New Dwelling Units and Land Surplus or Deficit, Historical Mix, McMinnville UGB, 2021 to 2041**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Zoning Districts	Capacity (Dwelling Units)	Demand (Dwelling Units)	Capacity minus Demand (Dwelling Units)	Approx. Land Surplus or (Deficit) -Gross Acres-
R-1 Single Family Residential	449	687	(238)	(77)
R-2 Single Family Residential	561	1968	(1,407)	(327)
R-3 Two Family Residential	28	247	(219)	(46)
R-4 Multiple-Family Residential	127	1522	(1,395)	(229)
O-R Office/Residential	3	0	3	0
C-3 General Commercial	-	0	0	0
County Zoning	1,753	0	1,753	358
<b>Total</b>	<b>2,921</b>	<b>4,424</b>	<b>(1,503)</b>	<b>(320)</b>

**Exhibit 115. Scenario Model: Comparison of Capacity of Existing Residential Land with Need for New Dwelling Units and Land Surplus or Deficit, Scenario 1, McMinnville UGB, 2021 to 2041**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Zoning Districts	Capacity (Dwelling Units)	Demand (Dwelling Units)	Capacity minus Demand (Dwelling Units)	Approx. Land Surplus or (Deficit) -Gross Acres-
R-1 Single Family Residential	449	707	(258)	(83)
R-2 Single Family Residential	561	1,968	(1,407)	(327)
R-3 Two Family Residential	28	287	(259)	(54)
R-4 Multiple-Family Residential	127	1,462	(1,335)	(219)
O-R Office/Residential	3	-	3	0
C-3 General Commercial	-	-	0	0
County Zoning	1,753	-	1,753	358
<b>Total</b>	<b>2,921</b>	<b>4,424</b>	<b>(1,503)</b>	<b>(325)</b>

**Exhibit 116. Scenario Model: Comparison of Capacity of Existing Residential Land with Need for New Dwelling Units and Land Surplus or Deficit, Scenario 2, McMinnville UGB, 2021 to 2041**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Zoning Districts	Capacity (Dwelling Units)	Demand (Dwelling Units)	Capacity minus Demand (Dwelling Units)	Approx. Land Surplus or (Deficit) -Gross Acres-
R-1 Single Family Residential	449	708	(259)	(84)
R-2 Single Family Residential	561	1,946	(1,385)	(322)
R-3 Two Family Residential	28	265	(237)	(49)
R-4 Multiple-Family Residential	127	1,505	(1,378)	(226)
O-R Office/Residential	3	-	3	0
C-3 General Commercial	-	-	0	0
County Zoning	1,753	-	1,753	358
<b>Total</b>	<b>2,921</b>	<b>4,424</b>	<b>(1,503)</b>	<b>(323)</b>

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# City of McMinnville Economic Opportunities Analysis

November 2023

Prepared for:  
City of McMinnville

**FINAL REPORT**

**ECONorthwest**  
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# Acknowledgments

ECONorthwest prepared this report for the City of McMinnville. ECONorthwest and the City thank the many people who helped to develop the McMinnville Economic Opportunities Analysis.

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# Executive Summary

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This section summarizes the high-level findings from the analysis of land sufficiency of employment and public or institutional land in the McMinnville urban growth boundary (UGB).

## Background

The City of McMinnville is in the process of reviewing future land needs and sufficiency of its Urban Growth Boundary for the planning period of 2021 – 2041 and 2021 – 2067, as part of its “Growing McMinnville Mindfully” program, to ensure that the City has sufficient land supply to support housing, economic development and public amenities to support future growth needs.

This evaluation process is comprised of several technical studies per the following: .

- an Oregon Land Use Goal 10 compliant housing needs assessment (HNA) and residential buildable land inventory,
- an Oregon Land Use Goal 9 compliant Economic Opportunities Analysis (EOA) and an employment buildable lands inventory, and
- an assessment of public and institutional land needs (e.g., parks, schools, etc).

These analyses are combined into a report called an “Urbanization Study” which allows the City of McMinnville to assess whether there is sufficient land within the Urban Growth Boundary (UGB) to accommodate land needs for the 20-year period 2021 – 2041, and to plan for an Urban Reserve Area (URA) to accommodate land needs for the planning period of 2041 – 2067.

This effort started in 2018 that resulted in 2020 draft reports. However, since the City was finishing up its UGB amendments necessary to meet the land needs for the planning period of 2003 – 2023 in 2020, the City elected to wait and update the reports based on the outcomes of that effort.

The analysis in this EOA was updated in 2023 to account for development that has occurred in recent years, as well as to make other minor changes in land needs, as described through this document.

## How much growth is McMinnville planning for?

McMinnville is growing. Exhibit 1 summarizes population and employment forecasts for McMinnville. The population forecast projects that McMinnville will grow at 1.36% annually for the 2021-2041 period and 1.20% annually for the 2021-2067 period. The population forecast is based historic population growth trends, demographic changes and trends, and recent

development trends. The employment forecast projects employment growing at the same rate as population.

**Exhibit 1. Population and employment forecasts, McMinnville UGB, 2021-2041, 2021-2067**

Year	Population	Total Employment
<b>2021</b>	36,238	22,157
<b>2041</b>	47,498	29,042
<b>2067</b>	62,803	38,158
<i>Change 2021-2041</i>		
Number	11,260	6,885
Percent	31%	31%
AAGR	1.36%	1.36%
<i>Change 2021-2067</i>		
Number	26,565	16,001
Percent	73%	72%
AAGR	1.20%	1.19%

Source: ECONorthwest

## How much employment land does McMinnville currently have?

McMinnville has 508 buildable acres of employment land. This includes 154 buildable acres of commercial land and 354 buildable acres of industrial land. Exhibit 2 summarizes the buildable lands inventory for employment lands. All of the buildable employment lands are in Water Pressure Zone 1. Some higher elevation areas within the westerly UGB are in Water Pressure Zone 2, which requires new infrastructure to serve that zone before the land can develop.

Exhibit 3 shows a map of the buildable employment land by zone. Some properties are subject to “Planned Development” overlays which provide unique land use regulations for certain properties. The classifications are listed below by zone. A few properties still have rural zoning, and are therefore classified by their urban commercial or industrial plan designation, which specifies the zoning and uses that will apply when rezoned. Planned Development overlays are addressed in the EOA for specific properties as needed.

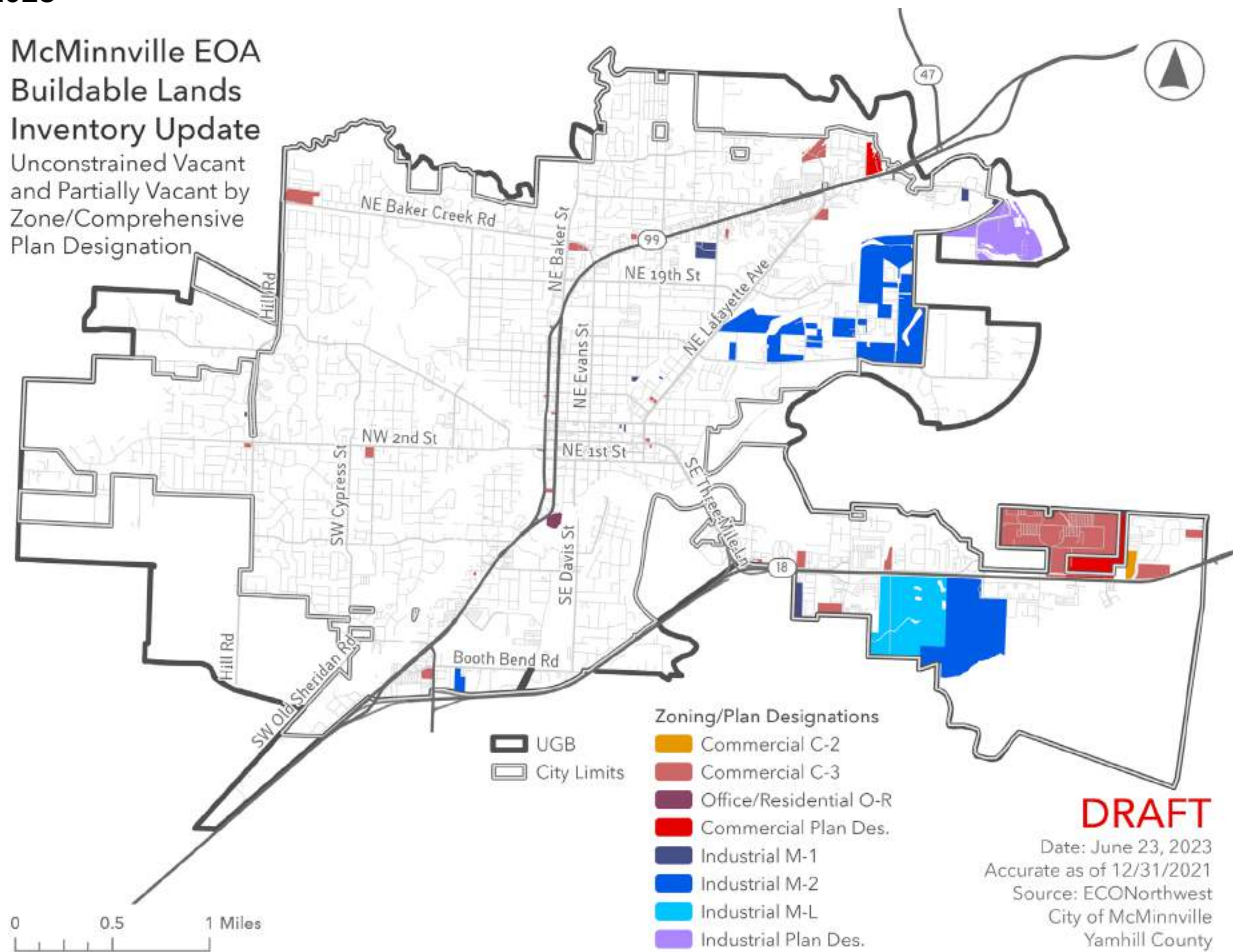
When the City amended its UGB in 2020 with the adoption of Ordinance No. 5089, 39.30 acres of future neighborhood serving commercial land was designated Urban Holding that will be specifically located as the Urban Holding designated land is area planned per the provisions of the McMinnville Growth Management and Urbanization Plan, Appendix G – Framework Plan.

**Exhibit 2. Unconstrained buildable vacant and partially vacant land by zoning, McMinnville UGB, 2023**

Plan Designation	Buildable Acres
<b>Commercial</b>	<b>154</b>
Commercial zones	115
Urban Holding Plan Des.	39
<b>Industrial</b>	<b>354</b>
<b>Total</b>	<b>508</b>

Source: City of McMinnville GIS data; analysis by ECONorthwest. Note: numbers may not sum due to rounding.

**Exhibit 3. Buildable employment land by zone with development constraints, McMinnville UGB, 2023**





# How much land will be required for employment?

## Context

The City last updated its Economic Opportunities Analysis (EOA) in 2013, which was adopted and acknowledged. In 2019, the City adopted the MAC-Town 2032 Economic Development Strategic Plan (EDSP).

This current EOA update for the planning period of 2021-2041, incorporates new trend and forecast data, and ensures the City's land use planning documents provide the land use foundation to support the City's newly adopted economic development strategy, and ensure the Comprehensive Plan supports that strategy. It also considers a longer 46-year planning period, 2021- 2067 in preparation for a future Urban Reserve Area.

Since the City's economic development strategy is articulated in the new EDSP, this EOA update supports and references that work, but the scope didn't duplicate the work that was completed in the EDSP.

## Demand

**McMinnville will need about 697 gross acres (384 industrial and 313 commercial) for employment for the 2021 to 2041 period and 954 gross acres (384 industrial and 570 commercial) for the 2021 to 2067 period.**

Demand was calculated in following components:

- By developing an employment forecast and assigning employment density factors to determine associated land needs, Employment forecasts indicate that McMinnville will add 6,885 jobs between 2021 and 2041 and 16,001 jobs between 2021 and 2067. *For this component of the demand, McMinnville will need at least 405 gross acres (153 industrial and 252 commercial) for employment for the 2021 to 2041 period and 899 gross acres (329 industrial and 570 commercial) for the 2021 to 2067 period.*
- By removing the following employment from the employment forecast, and instead estimating land needs for these employers based on interviews with the respective entities: local government, K-12, and higher education. *These are discussed in the public and institutional land needs section of the Urbanization Summary report, and are not discussed in the land sufficiency analysis for commercial and industrial employment.*
- The City assumed 5% of new employment would be accommodated on sites that don't require new vacant land, through infill, redevelopment, and locations that don't require new employment land.
- By identifying the retail leakage highlighted in a market analysis, which identifies existing deficits in the base year that are not otherwise accounted for in the forecast of future employment from 2021-2041. *McMinnville will need about 12.2 acres to address existing retail leakage.*

- By estimating other needed sites which are not accounted for in the average density assumptions. The sites for these uses are unique and not accounted for in the standard employment density factors. These are target industries and uses in the MAC-Town 2032 Economic Development Strategic Plan. *McMinnville will need 56 acres for other needed sites on commercial (e.g., land needs not accounted for in the employment projections) in the 2021 to 2041 period.* A net increase of 49 acres when adjusting the employment forecast to reflect these unique site needs and adjustments to average density assumptions for these sites and uses.
- Calculation of additional needed sites on industrial land, based on target industries identified in the EDSP, resulted in *overall demand for 384 acres of industrial land.*

## Supply

In 2023, within the UGB, McMinnville has 508 buildable acres of employment land. This includes 154 buildable acres of commercial land and 354 buildable acres of industrial land.

- **Commercial.** Of the 154 buildable acres of commercial land, about 89 acres are in vacant lots, and 65 acres are in partially-vacant lots (excluding the 39 acres of land in the Urban Holding zone, which has not yet been zoned commercial). About 56 acres (approximately 36% of the buildable commercial land) is on the Evergreen property, which is subject to a Planned Development that limits uses to tourism-related uses consistent with the master plan. There are only about two dozen tax lots with buildable commercial acreage, and only some of these contiguous. Note that when the City amended its UGB in 2020 with the adoption of Ordinance No. 5089, 39.30 acres of future neighborhood serving commercial land was designated Urban Holding that will be specifically located as the Urban Holding designated land is area planned per the provisions of the McMinnville Growth Management and Urbanization Plan, Appendix G – Framework Plan.
- **Industrial.** Of the 354 buildable acres of industrial land, about 301 acres are in vacant lots, and 53 acres are in partially-vacant lots. About 50% of the supply (177 acres) is in two tax lots over 50 acres, about 88 and 90 acres. McMinnville has one 24 acre site. The remaining sites are smaller than 15 buildable acres.

## Sufficiency

Exhibit 4 shows the capacity of unconstrained vacant land and the demand for employment land over the 5-, 10-, 20-, and 46-year planning periods.

**Exhibit 4. Comparison of the capacity of unconstrained vacant land with employment land demand by land use type, McMinnville UGB, 2021-2026, 2021-2031, 2021-2041, and 2021-2067**

Land Use Type	5-year (2021-2026)			10-year (2021-2031)			20-year (2021-2041)			46-year (2021-2067)		
	Land Supply	Land Demand	Land Sufficiency (Deficit)	Land Supply	Land Demand	Land Sufficiency (Deficit)	Land Supply	Land Demand	Land Sufficiency (Deficit)	Land Supply	Land Demand	Land Sufficiency (Deficit)
Industrial	354	38	316	354	77	277	354	384	(29)	354	384	(29)
Commercial	154	63	91	154	126	28	154	313	(159)	154	570	(416)

Source: ECONorthwest.

## How much land will be required for public or institutional uses?

Land needed for public or institutional use in McMinnville is shown in Exhibit 5. These needs are not addressed in the HNA or EOA documents but are included in the Urbanization Study report. (Appendix E. Public and Institutional

Land Need provides the detailed results for public and institutional uses.) McMinnville will need an additional 477 acres in the 2021 to 2041 period and 780 acres in the 2021-2067 period.

**Exhibit 5. Estimated demand (in acres) for public and institutional land, McMinnville UGB, 2021-2041 and 2021-2067**

Organization/Sector	Additional Land Need	
	20-Year (2021-2041)	46-Year (2021-2067)
City of McMinnville (non-parks), <sup>1</sup>	7	11
City of McMinnville (parks), <sup>2</sup>	392	606
McMinnville Water & Light	21	21
Chemeketa Community College	0	0
Linfield College	0	0
McMinnville School District	10	40
Yamhill County	6	13
State of Oregon	1	2
Federal Government	2	4
Churches	38	83
Other	0	0
<b>Sum</b>	<b>477</b>	<b>780</b>

The City expanded its UGB in 2020, including land for public and semi-public uses by 444.5 acres, including about 62 acres for Joe Dancer Park. Exhibit 6 compares the land need for Public and Institutional land needs through 2041 with the UGB expansion for Public and Semi-Public land needs for 2003-2023. Exhibit 6 shows that McMinnville's UGB expansion added about 444.5 acres for public and semi-public uses, resulting in a remaining unmet public and semi-public land need.

**Exhibit 6. Comparison of Land Added to the UGB for Public and Semi-Public land needs in 2020 with the Estimate of Public and Institutional Land Need through 2041**

*Note: Park land in the UGB expansion includes about 62 acres of land for Joe Dancer Park, which was brought into the UGB but is in a floodplain.*

Category of Land Need	UGB Expansion for 2003-2023 Phase 2	Need through 2041	Surplus or (Deficit)
Parks	315.4	392.0	(76.6)
Schools (McMinnville SD)	54.0	10.0	44.0
Private Schools (colleges)	1.5	0.0	1.5
Religious (churches)	47.6	38.4	9.2
Government (City, County, State, Federal)	0.9	15.5	(14.6)
Semi-public Services (Water & Light)	25.1	21.0	4.1
Total	444.5	476.9	(32.4)



# 1. Introduction

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This report presents an update to the 2013 Economic Opportunities Analysis (EOA) for the City of McMinnville. The purpose of an EOA is to develop information as a basis for policies that capitalize on McMinnville's opportunities and help address the City's challenges. In 2019, the City adopted the *MAC-Town 2032 Economic Development Strategic Plan*. This EOA Update is intended to:

- Provide the analysis and land use foundation necessary to achieve the City's economic development strategy.
- Identify policy issues that will need to be reflected in the Comprehensive Plan to achieve the economic development strategy.
- Update the trend data and forecasting, the buildable land inventory, and employment land needs to a common planning period with the City's housing needs analysis and other land needs. This update is part of an urbanization report to inform the strategy and identify land needs for a 20-year planning period to determine sufficiency of buildable lands and land use policies to meet identified needs consistent with the City's vision. Additional long-term and short-term planning periods are also analyzed consistent with planning for Urban Reserves and to ensure adequate short-term supply of needed sites.

This version of the EOA is intended to provide an update to the previous 2013 EOA, and thus retains portions of the content and narrative throughout. Where necessary, this update uses updated data on employment trends and commercial and industrial land needs, as well as refined approaches to methods for forecasting employment growth. The competitive advantages (i.e., advantages and disadvantages) for economic development in McMinnville did not change substantially since evaluation of these factors in the 2013 EOA or the *MAC-Town 2032 Economic Development Strategic Plan* adopted in 2019. This 2023 EOA updates the information included in the 2013 EOA to include the new information on competitive advantages and the target industries identified in the Strategic Plan, with consideration for any outdated information.

In 2023, the City updated the EOA to account for:

- Changes in the buildable lands inventory, including:
  - Accounting for land brought into the urban growth boundary in 2020
  - Development that occurred through December 31, 2021, as an update to the buildable lands inventory
- Update to the "Other Sites" needed in Exhibit 58 to remove sites that have been accommodated elsewhere.
- Update to the estimate of Land Needed to reflect the decrease in land needs for "Other Sites".



- Update the estimate of Land Sufficiency to reflect changes in the inventory of buildable land and the change in land need.
- Update to Appendix E to acknowledge acreage brought into the UGB to accommodate public and institutional land needs.

Other than these items, the City did not substantively update assumptions in the EOA, as they were thoroughly reviewed by the Project Advisory Committee in development of the EOA.

## Contents, Format, and Guiding Requirements

The EOA includes technical analysis to address a range of questions that McMinnville faces in managing its commercial and industrial land. For example, the EOA includes an employment forecast that describes how much growth McMinnville should plan for over the planning period and identifies the amount and type of employment land necessary to accommodate growth in McMinnville over that period. The EOA also includes an inventory of commercial and industrial land within McMinnville's urban growth boundary (UGB) to provide information about the amount of land available to accommodate employment growth.

This EOA complies with the requirements of statewide planning Goal 9, the Goal 9 administrative rules (OAR 660 Division 9), and the court decisions that have interpreted them. Goal 9 requires cities to identify the characteristics of sites needed to accommodate industrial and other employment uses (OAR 660-009-0025(1)) over the 2021-2041 20-year planning period. This approach could be characterized as a *site-based* approach that projects land need based on the forecast for employment growth, the City's economic development objectives, and the specific needs of target industries. This updated analysis is more comprehensive than the State requires, as it looks at the employment needs for a 5-, 10-, and 46-year period, in addition to the 20-year period. The shorter-term analyses are intended to identify immediate employment land needs and strategies given current land-need deficiencies, and the 46-year analysis can provide a basis for the establishment of urban reserve areas (URAs).

## Background

The City adopted an updated EOA in 2013. It provided the following history of work prior to the 2013 EOA update:

McMinnville's Comprehensive Plan, as adopted in 1981, consists of three interrelated volumes:

- Volume I – covering background information for the plan process
- Volume II – listing adopted goals and policies
- Volume III – consisting of implementation ordinances and measures including the comprehensive plan and zoning maps, annexation, zoning and land division ordinances, and planned development overlays on areas of special significance

In 2001, the City of McMinnville completed an Economic Opportunities Analysis (EOA) aimed to "inventory all non-residential lands and conduct an analysis of its future commercial and

industrial land needs, consistent with the requirements of current Statewide Planning Goals, laws, and administrative rules.” The EOA identified a potential surplus of industrial land and a deficit of commercial land over what was then a 20-year forecast horizon of 2000-2020. The EOA was approved by the City Council in February 2002 and subsequently acknowledged by the State Land Conservation and Development Commission (LCDC).

In 2003, a McMinnville Growth Management and Urbanization Plan (MGMUP) was adopted as an element of the Comprehensive Plan. This document provided guiding principles and a development concept for future growth, including a proposed expansion of McMinnville’s Urban Growth Boundary (UGB).

In conjunction with this process, the City also updated the work of the 2001 EOA with respect to a revised Population and Employment Justification and a Revised Buildable Land Analysis, to bring these analyses current to the January 1, 2003 starting benchmark of the UGB review process. In effect, the 20-year planning horizon was shifted from 2000-2020 by three years to 2003-2023. In addition, the buildable lands analysis was updated to reflect changes that occurred between 2001 and 2003, and land need projections were adjusted accordingly.

The MGMUP documented the need for UGB expansion approaching 1,125 buildable acres (to meet needs for 2003-2023), with more than 90% of the need accounted by proposed expansion of land for residential, parks and related public uses. The remaining 9% represented land documented as needed for commercial development. The MGMUP was approved by LCDC, but then appealed by private parties to the Oregon Court of Appeals for issues related to prioritization of the types of agricultural land that can be added to the UGB. The Court eventually reversed and remanded LCDC’s approval; LCDC subsequently reversed and remanded their action to the City of McMinnville.

In 2020, the City finished the remanded portion of the work, adopted the revised McMinnville Growth Management and Urbanization Plan and its associated UGB amendment, and the state acknowledged the work in April, 2021.

## **2013 EOA Update**

The City of McMinnville last conducted a Goal 9-compliant analysis and evaluation of economic trends in the 2013 EOA update, which was based on 2010 Census and other employment data. The 2019 Economic Development Strategic Plan also included a Demographic and Economic profile of McMinnville.

The 2013 EOA acknowledged that due to the prior Court of Appeals decision, “a previously determined 106-acre deficiency of commercial land for McMinnville’s’ 20-year need has not been fully remedied. While the City of McMinnville is not pursuing any proposal to increase its UGB at this time, the need to address the potential imbalance of commercial and industrial land requirements has become more apparent due to the effects of a changing global, regional and local economy...”

The 2013 EOA stated, “As noted, while always an option for potential consideration, this EOA update assumes that McMinnville’s UGB will not be expanded during the updated 20-year forecast period for purposes of providing non-residential (or employment) land need; rather, any needs for added forecast employment growth are anticipated to be accommodated through efficiency or other measures as available to avoid UGB expansion.” The 2013 EOA found a 36-acre shortfall of commercial land for the 2013-2033 planning period, and a surplus of industrial land. This resulted in findings that led to subsequent rezoning of some of the surplus industrially-zoned acreage to commercially-zoned acreage in response to identified commercial land deficits.

One of the land-use efficiencies identified in the 2020 UGB amendment was to rezone 40 acres of industrial land to commercial land. This was adopted as a comprehensive plan policy and land-use efficiency but the comprehensive plan map and zoning map amendment have not yet been executed.

## Planning Area Definition

The EOA provides the data and analysis necessary to evaluate the sufficiency of McMinnville’s UGB to meet needs for the identified planning period. As such, it includes an evaluation of the buildable lands within McMinnville’s current UGB (as illustrated by the Comprehensive Plan map on the following page). This EOA also provides discussion of the Yamhill County, regional, statewide and national context within which local economic development opportunities are appropriately framed. The report provides information that will be needed to address UGB and Urban Reserve needs for any deficit of lands that isn’t met within the current UGB. It also provides information about site needs and characteristics that will assist with UGB an Urban Reserve alternatives analysis. The analysis area for alternatives analysis is articulated in state law and will be addressed in a separate step in this review.

## Community Economic Development Objectives

Current community objectives for economic development can be found as part of the following City documents:

### MAC-Town 2032 Strategic Plan (adopted 2019)

In 2019, McMinnville adopted the *MAC-Town 2032 Strategic Plan*, which includes new vision, mission, and values statements. It also includes goals for seven strategic priorities, and for each goal, there are identified objectives and priority actions. Additional actions are also identified.

#### **Vision, Mission, Values**

##### *Vision*

A collaborative and caring city inspiring an exceptional quality of life.

##### *Mission*

The City of McMinnville delivers high-quality services in collaboration with partners for a prosperous, safe, and livable community.

### *Values*

- **Stewardship.** We are responsible caretakers of our shared public assets and resources. We do this to preserve the strong sense of community pride which is a McMinnville trademark.
- **Equity.** We are a compassionate and welcoming community for all – different points of view will be respected. Because not all members of our community are equally able to access our services or participate in public process, we commit ourselves to lowering these barriers.
- **Courage.** We are future-oriented, proactively embracing and planning for change that is good for our community and consistent with our values.
- **Accountability.** We believe healthy civil discourse is fostered through responsive service and clear, accurate, useful information.

**Strategic Priorities.** To move McMinnville toward its vision, the City believes it will need to make disproportionate investment in time and resources in these areas.

One of these strategic priorities is Economic Prosperity, with the following goal and objectives. Each objective also has associated priority actions.

- Goal: Provide economic opportunity for all residents through sustainable growth across a balanced array of traditional and innovative industry sectors.
- Objectives:
  - Accelerate growth in living wage jobs across a balanced array of industry sectors
  - Improve systems for economic mobility and inclusion
  - Foster opportunity in technology and entrepreneurship
  - Be a leader in hospitality and place-based tourism
  - Locate higher job density activities in McMinnville
  - Encourage connections to the local food system and cultivate a community of exceptional restaurants

## MAC-Town 2032 Economic Development Strategic Plan (adopted 2019)

In 2019, McMinnville adopted the *MAC-Town 2032 Economic Development Strategic Plan*, which updated the City's mission and goals related to economic development, as a supplement to the goals and policies in the Strategic Plan and Comprehensive Plan. The mission in the Plan states:

"McMinnville provides economic opportunity for all residents through sustainable growth across a balanced array of traditional and innovative industry sectors, from steel

manufacturing to technology. Economic growth is collaborative, and inclusive of individuals from diverse backgrounds. Businesses leverage local and regional talent pipelines while attracting new employees and residents who value McMinnville's high quality of life. Our strong downtown serves residents and visitors alike, featuring unique shops and world-class restaurants that offer locally-produced food products and globally-renowned wine. As we evolve, we prize our small-town roots and we maintain McMinnville's character."

The "foundational goals and strategies" defined in the plan are:

1. Accelerate growth in living-wage jobs across a balanced array of industry sectors
2. Improve systems for economic mobility and inclusion
3. Maintain and enhance our high quality of life

The "target sector goals and strategies" defined in the plan are:

4. Sustain and innovate within traditional industry and advanced manufacturing
5. Foster opportunity in technology and entrepreneurship
6. Be a leader in hospitality and place-based tourism
7. Align and cultivate opportunities in craft beverages and food systems
8. Proactively assist growth in education, medicine, and other sciences

### Economic Opportunities Analysis (2013)

McMinnville last completed an EOA in 2013, as an update to the 2001/2003 EOA process. Section 6 of the EOA provided discussion and findings for each relevant goal in the Comprehensive Plan for community economic development objectives. Chapter 6 provides updated discussion of these Goals. The 2013 EOA also recommended updates to the list of cluster target industries to include Advanced Manufacturing and Healthcare/Traded Sector Services. A full discussion of these sectors is included in Chapter 4 of this EOA.

### Comprehensive Plan (Adopted 1981, and subsequently amended).

McMinnville's Comprehensive Plan consists of three interrelated volumes.

- Volume I – covering background information for the plan process
- Volume II – listing adopted goals and policies
- Volume III – consisting of implementation ordinances and measures including the comprehensive plan and zoning maps, annexation, zoning and land division ordinances, and planned development overlays on areas of special significance

A more detailed statement of economic development goals is embodied by the Comprehensive Plan (Volume II Goals and Policies), Chapter IV – Economy of McMinnville (as amended)

#### General:

Goal IV 1: To encourage the continued growth and diversification of McMinnville's economy in order to enhance the general well-being of the community and provide employment opportunities for its citizens.

#### Commercial Development:

Goal IV 2: To encourage the continued growth of McMinnville as the commercial center of Yamhill County in order to provide employment opportunities, goods, and services for the city and county residents.

Goal IV 3: To ensure commercial development that maximizes efficiency of land use through utilization of existing commercially designated lands, through appropriately locating future neighborhood and community serving commercial lands and discouraging strip development.

Goal IV 4: To promote the downtown as a cultural, administrative service, and retail center of McMinnville.

#### Industrial Development:

Goal IV 5: To continue the growth and diversification of McMinnville's industrial base through the provision of an adequate amount of properly designated lands.

Goal IV 6: To insure industrial development that maximizes efficiency of land uses, that is appropriately located in relation to surrounding land uses, and that meets necessary environmental standards.

Each goal has associated policies and proposals. The Comprehensive Plan includes a series of general, locational and design policies as "more precise and limited statements intended to further define the goals." Also included as part of the Economic Development element of the existing adopted plan are three proposals as "possible courses of action" to further implement the goals and policies.

The 2020 EOA draws on information from numerous data sources, such as the Oregon Employment Department, U.S. Bureau of Economic Analysis, U.S. Bureau of Labor Statistics, and the U.S. Census. In addition to retaining all relevant information from the 2013 EOA, the EOA update also uses information from the Three Mile Lane market analysis, completed in March 2019.

## Statewide Planning Guidance

The content of this report is designed to meet the requirements of Oregon Statewide Planning Goal 9 and the administrative rule that implements Goal 9 (OAR 660-009). The analysis in this



report is designed to conform to the requirements for an Economic Opportunities Analysis in OAR 660-009 as amended.

1. *Economic Opportunities Analysis (OAR 660-009-0015)*. The Economic Opportunities Analysis (EOA) requires communities to identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends; identify the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on the site characteristics typical of expected uses; include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. Local governments are also encouraged to assess community economic development potential through a visioning or some other public input-based process in conjunction with state agencies.
2. *Industrial and commercial development policies (OAR 660-009-0020)*. Cities are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable sizes, types and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area.
3. *Designation of lands for industrial and commercial uses (OAR 660-009-0025)*. Cities and counties must adopt measures to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementation measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage and characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies, and must designate serviceable land suitable to meet identified site needs.

## Public Process

At the broadest level, the purpose of the project was to understand how McMinnville's employment has changed since the completion of the 2013 EOA, as well as update the city's employment land needs to align with planning periods used in the 2019 HNA. In 2019, the city adopted an economic development strategy that provided a framework for policies and implementation actions for economic development. The update to the EOA requires a broad

range of assumptions that influence the outcomes. Public engagement during the project was accomplished through facilitation of a Project Advisory Committee as described below.<sup>1</sup>

## Project Advisory Committee Meetings

The City of McMinnville and ECONorthwest solicited public input from an ad-hoc Project Advisory Committee. The Project Advisory Committee met 5 times<sup>2</sup> to discuss project assumptions, results, and implications. The project relied on the Project Advisory Committee to:

- Review work products, advise on public involvement, and consider public input when making recommendations.
- Advise the project team on matters regarding employment needs and the buildable lands inventory in McMinnville.
- Work collaboratively with, and provide guidance to, the staff and consultant project team in the preparation for the McMinnville Economic Opportunities Analysis.

A public lands work group was also established to review and make recommendation regarding unique land needs associated with employment and land uses for public and institutional organizations.

In 2023, a Project Advisory Committee met twice to discuss the changes to the EOA analysis described above and throughout the document, and a work session was conducted with the McMinnville City Council.

## Organization of this Report

This report is organized as follows:<sup>3</sup>

- **Chapter 2. The McMinnville Economy** – as a review of pertinent population, demographic and economic trends for McMinnville in the context of what is occurring throughout Yamhill County, a larger economic region, statewide and nationally.
- **Chapter 3. National, State & Regional Outlook** – covering recent economic experience and forecasts external to the community that could influence employment uses reasonably expected to locate or expand in the McMinnville UGB over the 5-, 10-, 20-, and 46-year planning horizons of this EOA.
- **Chapter 4. Economic Development Potential** – focused on factors that currently and prospectively affect economic development in McMinnville.

<sup>1</sup> In addition to Project Advisory Committee meetings, the City of McMinnville also maintained a project website and social media presence.

<sup>2</sup> Project Advisory Committee meeting dates: July 10, 2019; September 5, 2019; October 10, 2019; November 13, 2019; and January 21, 2020.

<sup>3</sup> The organization of the report is intended to align as closely as possible to the 2013 EOA. Some subsections may differ due to changes in methodology or alternative data sources.

- **Chapter 5. Forecast Employment & Land Needs** – detailing an updated UGB employment forecast together with industrial/commercial buildable lands inventory and determination of long- and short- term needs, parcel size evaluation, site characteristics, and commercial/industrial policy options necessary to provide the land use foundation for the City’s economic development strategy.

This report also includes five appendices:

- **Appendix A, Buildable Lands Inventory Methodology**
- **Appendix B, Employment on Other Land and Employment Density**
- **Appendix C, Other Site Needs**
- **Appendix D, Site Need Letters**
- **Appendix E, Public and Institutional Land Need**

## 2. The McMinnville Economy

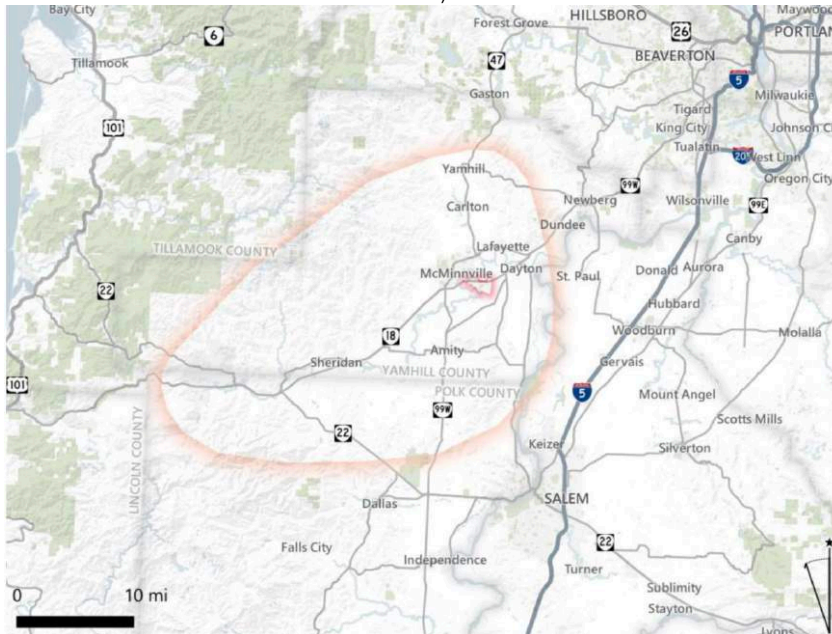
This chapter describes the factors affecting economic growth in McMinnville within the context of national and regional economic trends. The analysis presents the City's competitive advantages for growing and attracting businesses, which forms the basis for identifying potential growth industries in McMinnville.

McMinnville exists within the context of the county, market area, region, state, national, and international context and economies. OAR 660-009-0015 (1) requires a review of national, state, regional, county and local trends.

Regions are defined differently for different purposes. McMinnville exists as part of the economy of the following regions. Also included, as available, are pertinent comparable data for Yamhill County, the state of Oregon and United States.

- 10-County Economic Region. (used for 2013 EOA)
- 7-County Portland MSA (US Census Bureau-defined economically integrated region)
- 6-County North Valley Region (used in 2001/03 EOA, which also used "Willamette valley with three additional counties for some indicators)
- 4-County Mid-Valley Region (defined by the Oregon Employment Department and used in their reporting): Linn, Marion, Polk, Yamhill
- Market Area (relates predominantly to retail trade) (Exhibit 7). Market area will vary depending on the type of attractor. Larger regional shopping may have a larger market areas while neighborhood retail will have a smaller market area).

**Exhibit 7. McMinnville Market Area, 2019**



Source: McMinnville Three Mile Lane Area Plan: Market Analysis; TIGER, Leland Consulting Group.

## Employment Trends in McMinnville and Yamhill County

The economy of the nation changed substantially between 1980 and 2018. These changes affected the composition of Oregon's economy, including McMinnville's economy. At the national level, the most striking change was the shift from manufacturing employment to service-sector employment. The most important shift in Oregon during this period has been the shift from a timber-based economy to a more diverse economy, with the greatest employment in services. This section focuses on changes in the economy in Yamhill County since 2001 and in McMinnville since 2007.

Exhibit 8 shows covered employment<sup>4</sup> in Yamhill County for 2001 and 2018. Employment increased by 8,202 jobs, or 29%, over this period, which included the Great Recession and subsequent recovery. The sectors with the largest increases in numbers of employees were Arts, entertainment, and recreation; Healthcare and social assistance; Other services; Accommodation and food services; and Professional and business services.

The average wage for employment in Yamhill County in 2018 was about \$42,321. Employment in higher wage industries, such as Information and Transportation, Warehousing, and Utilities, decreased by 204 jobs over the 2001 to 2018 time period.

**Exhibit 8. Covered Employment by Industry, Yamhill County, 2001-2018**

Sector	2001	2018	Change 2001 to 2018		
			Difference	Percent	AAGR
Natural Resources and Mining	2,824	3,668	844	30%	1.6%
Construction	1,492	1,977	485	33%	1.7%
Manufacturing	5,584	6,901	1,317	24%	1.3%
Wholesale trade	560	629	69	12%	0.7%
Retail trade	3,157	3,728	571	18%	1.0%
Transportation, Warehousing and Utilities	645	468	-177	-27%	-1.9%
Information	269	242	-27	-10%	-0.6%
Financial Activities	972	1,007	35	4%	0.2%
Professional and Business Services	1,371	1,936	565	41%	2.1%
Educational Services	1,166	1,512	346	30%	1.5%
Health care and social assistance	2,792	4,881	2,089	75%	3.3%
Arts, entertainment, and recreation	172	350	178	103%	4.3%
Accommodation and food services	2,145	3,441	1,296	60%	2.8%
Other Services	852	1,378	526	62%	2.9%
Unclassified	19	10	-9	-47%	-3.7%
Government	4,090	4,184	94	2%	0.1%
<b>Total</b>	<b>28,110</b>	<b>36,312</b>	<b>8,202</b>	<b>29%</b>	<b>1.5%</b>

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2001-2018.

Exhibit 9 shows covered employment and average wage for the 10 largest employment industries in Yamhill County in 2018. Jobs in manufacturing account for about 19% of the

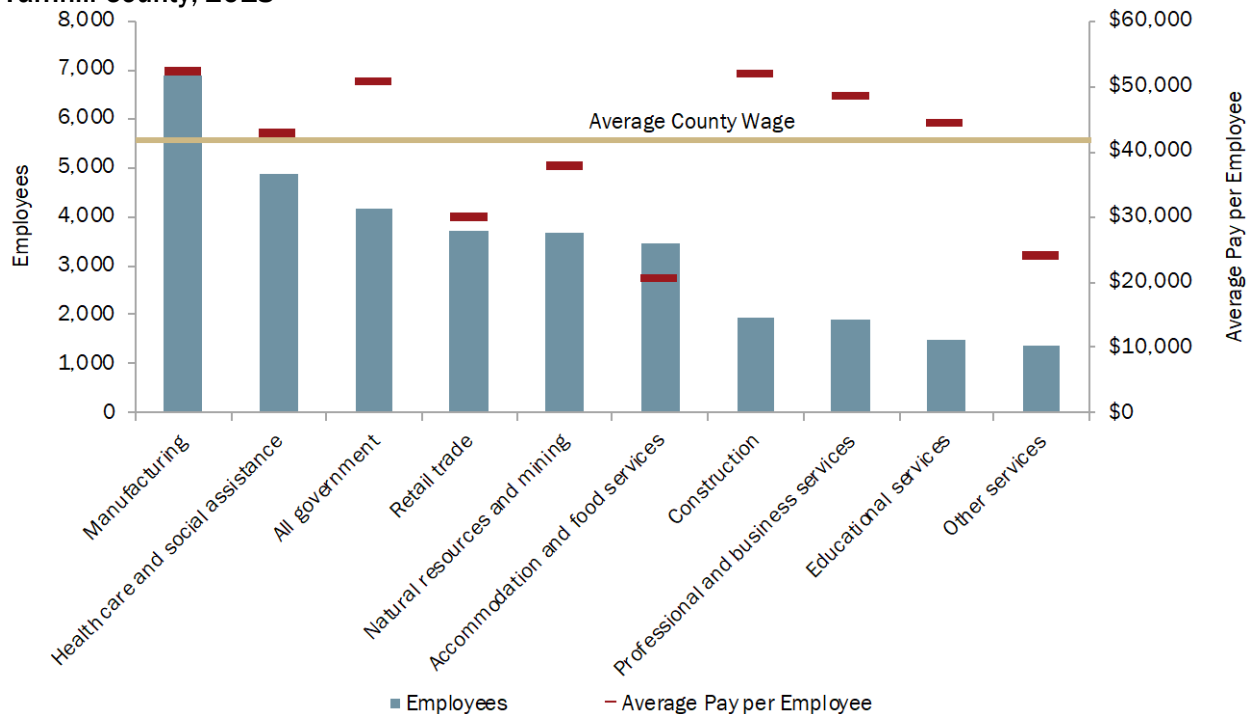
<sup>4</sup> **Covered** employment includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as "1099 employees"), or some railroad workers. Covered employment data is from the Oregon Employment Department.

county's covered employment and these jobs pay approximately 24% more than the county average wage (\$52,303 compared to \$42,321). Healthcare and social assistance jobs are the next largest employment sector, making up about 13% of Yamhill County's covered employment. Wages in this industry are closer to the county average, paying employees an average of \$42,952. Government jobs account for 12% of the county's covered employment. These jobs pay roughly 20% more than the county average (\$50,765 compared to \$42,321).

Though not shown in Exhibit 9 due to relatively low employment levels, wholesale trade, on average, pays employees \$62,411, 47% above the county average wage. This sector only makes up about 2% of Yamhill County's total covered employment, though it pays the highest wages.

Additionally, jobs in construction (\$51,947), professional and business services (\$48,497), and educational services (\$44,398), pay more per year than the county average. However, these three sectors make up a smaller employment base than Retail trade, Natural resources and mining, and Accommodation and food services, which pay below the average county wage.

**Exhibit 9. Covered Employment and Average Pay by Sector, 10 Largest Employment Sectors Yamhill County, 2018**

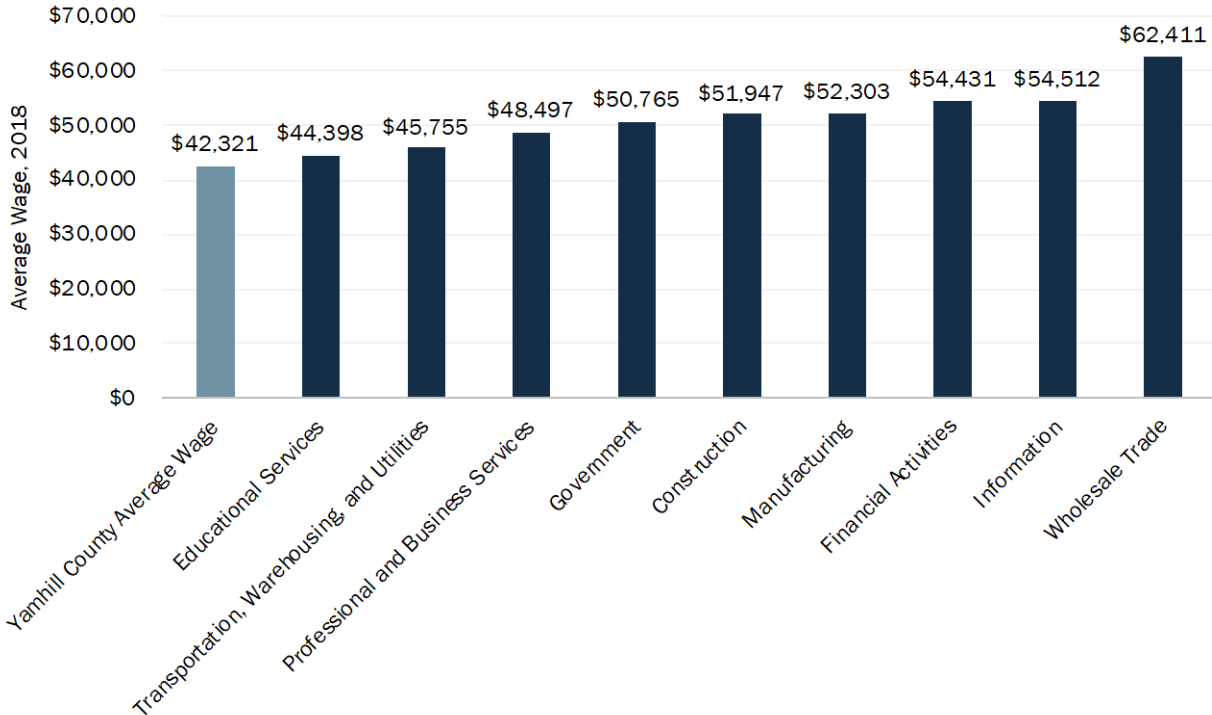


Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2018.



Exhibit 10 shows the sectors in Yamhill County that pay an annual average wage above the countywide average wage. Some of these sectors, such as wholesale trade and construction, are shown in Exhibit 9; however, other higher paying sectors include information (\$54,512), financial activities (\$54,431), and manufacturing (\$52,303).

**Exhibit 10. Highest Paying Sectors in Yamhill County, 2018**



Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2018.

Between 2007 and 2017, employment in McMinnville increased by about 1,123 employees (8%) at an annual average growth rate of 0.8%. Employment in Accommodation and food services and Retail trade increased by 372 employees and 309 employees respectively, while employment in Transportation and warehousing and Utilities decreased by about 229 (Exhibit 11).

**Exhibit 11. Change in Covered Employment, McMinnville UGB, 2007-2017**

Sector	Employment		Change in Employment	Percent	AAGR
	2007	2017			
Agriculture, Forestry, and Mining	244	356	112	46%	3.8%
Construction	634	585	(49)	-8%	-0.8%
Manufacturing	2,300	2,277	(23)	-1%	-0.1%
Wholesale Trade	264	127	(137)	-52%	-7.1%
Retail Trade	1,861	2,170	309	17%	1.5%
Transportation and Warehousing and Utilities	369	140	(229)	-62%	-9.2%
Information	136	127	(9)	-7%	-0.7%
Finance and Insurance	511	459	(52)	-10%	-1.1%
Real Estate and Rental and Leasing	138	113	(25)	-18%	-2.0%
Professional and Technical Services	265	367	102	38%	3.3%
Management of Companies	221	117	(104)	-47%	-6.2%
Admin. and Support/Waste Mgmt/Remediation Serv.	494	584	90	18%	1.7%
Health Care and Social Assistance; Private Education Serv.	2,564	3,159	595	23%	2.1%
Arts, Entertainment, and Recreation	134	168	34	25%	2.3%
Accommodation and Food Services	1,131	1,503	372	33%	2.9%
Other Services	417	630	213	51%	4.2%
Government	2,158	2,082	(76)	-4%	-0.4%
<b>Total</b>	<b>13,841</b>	<b>14,964</b>	<b>1,123</b>	<b>8%</b>	<b>0.8%</b>

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2007 and 2017.

Exhibit 12 shows a summary of covered employment data for the McMinnville UGB in 2017. The sectors with the greatest number of employees were Health care and social assistance and Private education (21%); Manufacturing (15%); and Retail trade (15%). Exhibit 13 shows employment in McMinnville in 2017 for detailed industries in the manufacturing sector. Employment in Food manufacturing and Beverage and tobacco product manufacturing accounted for about one quarter of McMinnville's manufacturing employment overall.

**Exhibit 12. Covered Employment and Average Pay by Sector, McMinnville UGB, 2017**

Sector	Establishments	Employees	Payroll	Average pay per employee
Agriculture, Forestry, and Mining	24	356	\$ 11,188,173	\$ 31,427
Construction	104	585	\$ 27,931,863	\$ 47,747
Manufacturing	71	2,277	\$ 113,267,986	\$ 49,744
Wholesale Trade	41	127	\$ 7,778,100	\$ 61,245
Retail Trade	141	2,170	\$ 62,991,136	\$ 29,028
Transportation and Warehousing and Utilities	20	140	\$ 4,582,386	\$ 32,731
Information	19	127	\$ 5,010,927	\$ 39,456
Finance and Insurance	51	459	\$ 29,183,634	\$ 63,581
Real Estate and Rental and Leasing	38	113	\$ 3,815,372	\$ 33,764
Professional and Technical Services	100	367	\$ 21,852,471	\$ 59,544
Management of Companies	9	117	\$ 7,033,600	\$ 60,116
Admin. and Support/Waste Mgmt/Remediation Serv.	49	584	\$ 14,681,454	\$ 25,139
Health Care and Social Assistance; Private Education :	173	3,159	\$ 144,631,456	\$ 45,784
Arts, Entertainment, and Recreation	9	168	\$ 3,128,546	\$ 18,622
Accommodation and Food Services	99	1,503	\$ 27,941,666	\$ 18,591
Other Services	218	630	\$ 13,857,430	\$ 21,996
Government	42	2,082	\$ 101,259,952	\$ 48,636
<b>Total</b>	<b>1,208</b>	<b>14,964</b>	<b>\$ 600,136,152</b>	<b>\$ 40,105</b>

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2017.

**Exhibit 13. Covered Employment in Manufacturing Industries, McMinnville UGB, 2017**

Sector	Establishments	Employees
Food Manufacturing	14	448
Beverage and Tobacco Product Manufacturing	18	134
Wood, Plastic, and Chemical Product Manufacturing	18	536
Metal, Electronic, and Other Product Manufacturing	21	1,159
<b>Total</b>	<b>71</b>	<b>2,277</b>

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2017.

The average size for a private business in McMinnville is 12 employees per business, compared to the State average of 11 employees per private business. Businesses with 50 or fewer employees account for 55% of private employment and 10 or fewer account for 19% of private employment. Exhibit 14 shows the distribution of establishments by size class (i.e., number of employees). Over 75% of the private (i.e., non-government) establishments are businesses with fewer than 10 employees.

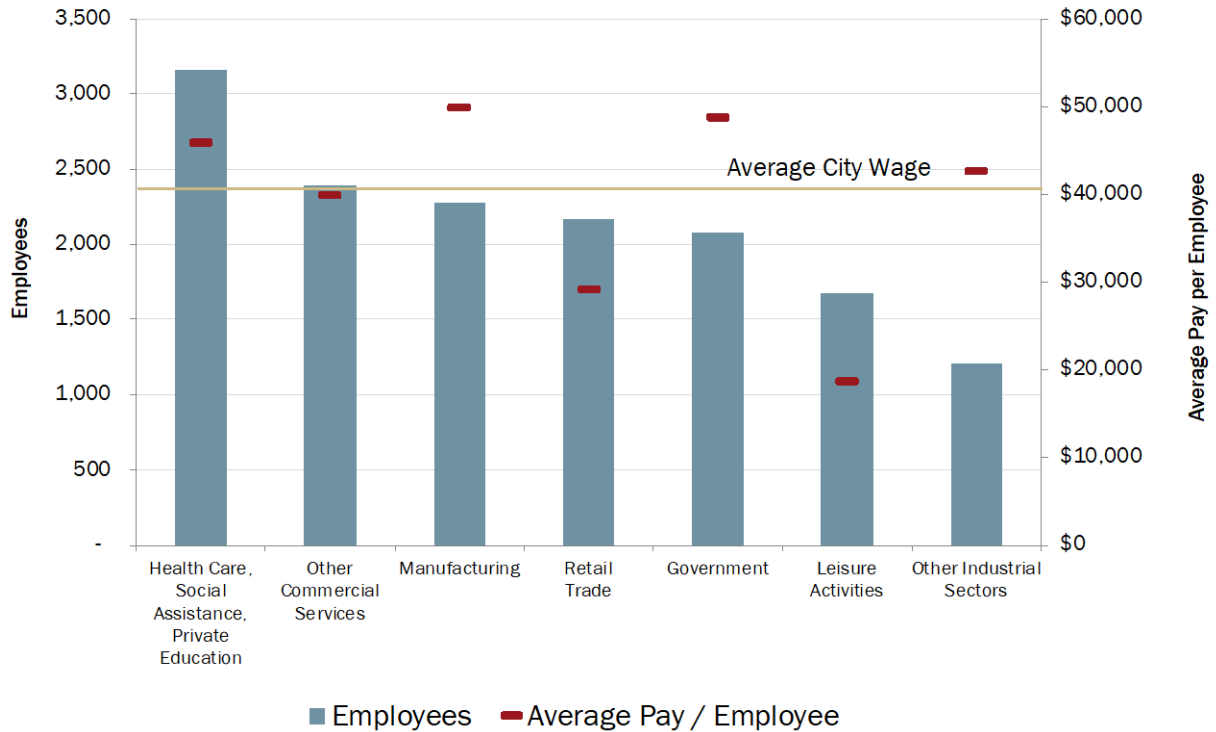
**Exhibit 14. Covered Private Employment by Size Class, McMinnville UGB, 2017**

Establishment size (number of employees)	Number of establishments
0 to 4	682
5 to 9	211
10 to 19	141
20 to 49	87
50 to 99	27
100+	18
<b>Total</b>	<b>1,166</b>

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2017.

Exhibit 15 shows the employment and average pay per employee for sectors in McMinnville. Average pay for all employees (\$40,105) is shown as a light brown line across the graph and average pay for individual sectors as short red lines. The figure shows that Health care, social assistance, and Private education; Manufacturing; Government; and Other industrial sectors had above average wages. The lowest wages were in Retail trade and Leisure activities, which includes arts, entertainment, and recreation and accommodation and food services.

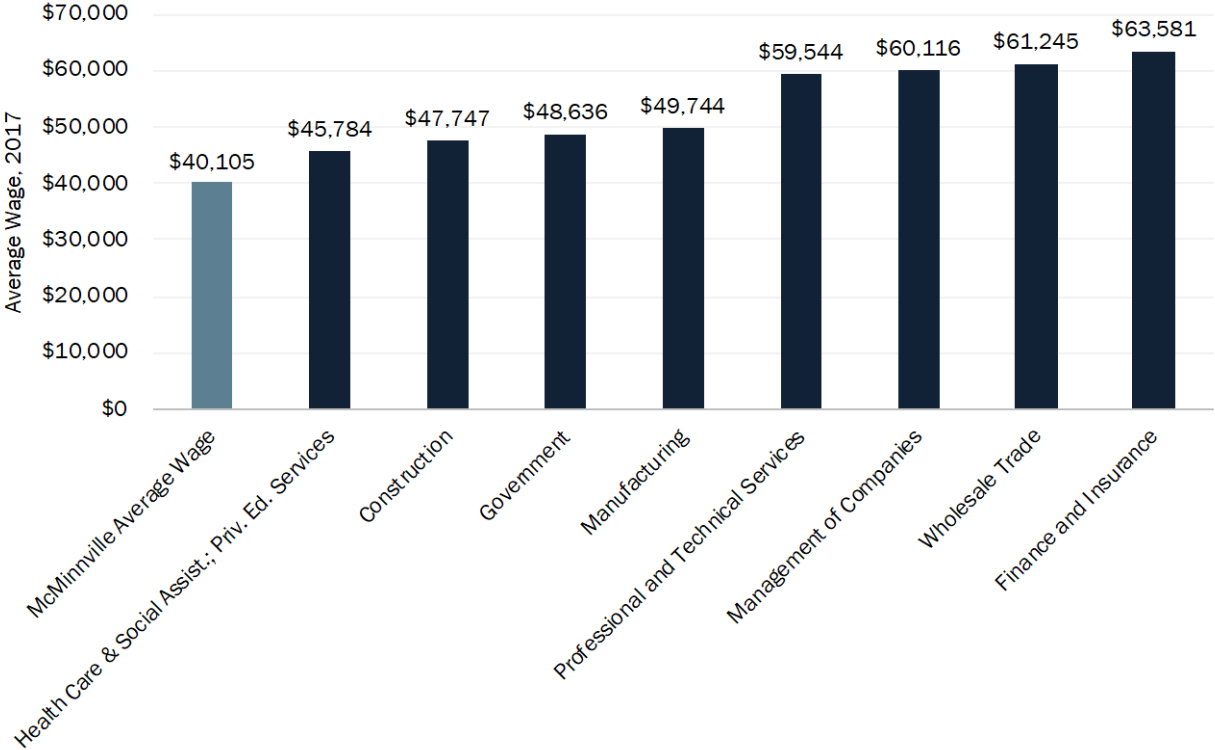
**Exhibit 15. Covered Employment and Average Pay by Sector, McMinnville UGB, 2017**



Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2017.

Exhibit 16 shows the sectors with average annual wages that exceed the McMinnville City average. The three highest paying sectors, finance and insurance, wholesale trade, and management of companies, all paid over \$60,000 in 2017. Other higher paying sectors include professional and technical services, manufacturing, government, and construction.

Exhibit 16. Highest Paying Sectors Exceeding Average Wage in McMinnville UGB, 2017



Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2017.

## Outlook for growth in Yamhill County

Exhibit 17 shows the Oregon Employment Department's forecast for employment growth by industry for the Mid-Valley Region (Linn, Marion, Polk, and Yamhill Counties) over the 2017 to 2027 period. Employment in the region is forecasted to grow at an average annual growth rate of 1.1%.

The sectors that will lead employment in the region for the 10-year period are: Private educational and health services (adding 8,100 jobs), Trade, transportation, and utilities (5,100), Government (3,500), Construction (3,000), Leisure and hospitality (3,000), and Manufacturing and Natural resources and mining (2,400 each). In sum, these sectors are expected to add 27,500 new jobs or about 88% of employment growth in the Mid-Valley Region. Yamhill County accounts for about 14% of employment in these four counties, and McMinnville accounts for about 42% of the County's employment.

**Exhibit 17. Regional Employment Projections, 2017-2027, Mid-Valley Region (Linn, Marion, Polk, and Yamhill Counties)**

Industry Sector	2017	2027	Change 2017 - 2027		
			Number	Percent	AAGR
Total private	208,800	236,400	27,600	13%	1.2%
Natural resources and mining	17,700	20,100	2,400	14%	1.3%
Mining and logging	1,200	1,300	100	8%	0.8%
Construction	14,700	17,700	3,000	20%	1.9%
Manufacturing	27,700	30,100	2,400	9%	0.8%
Durable goods	16,300	17,700	1,400	9%	0.8%
Nondurable goods	11,400	12,400	1,000	9%	0.8%
Trade, transportation, and utilities	42,500	47,600	5,100	12%	1.1%
Wholesale trade	6,200	6,900	700	11%	1.1%
Retail trade	27,800	30,200	2,400	9%	0.8%
Transportation, warehousing, and utilities	8,500	10,500	2,000	24%	2.1%
Information	1,800	1,900	100	6%	0.5%
Financial activities	9,200	9,700	500	5%	0.5%
Professional and business services	19,000	21,000	2,000	11%	1.0%
Private educational and health services	43,700	51,800	8,100	19%	1.7%
Health care and social assistance	35,300	42,500	7,200	20%	1.9%
Leisure and hospitality	22,400	25,400	3,000	13%	1.3%
Accommodation and food services	19,900	22,600	2,700	14%	1.3%
Other services and private households	10,100	11,100	1,000	10%	0.9%
Government	52,200	55,700	3,500	7%	0.7%
Federal government	2,100	2,100	0	0%	0.0%
State government	21,900	23,900	2,000	9%	0.9%
Local government	28,200	29,700	1,500	5%	0.5%
Local education	16,000	16,900	900	6%	0.5%
<b>Total payroll employment</b>	<b>261,000</b>	<b>292,100</b>	<b>31,100</b>	<b>12%</b>	<b>1.1%</b>

Source: Oregon Employment Department. Employment Projections by Industry 2017-2027.



### 3. National, State, and Regional Outlook

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Consistent with Oregon Administrative Rules (OAR 660), McMinnville's Economic Opportunities Analysis is set within the context of broader nationwide, state, and regional trends. Recent trends and conditions at a national and state level are considered first, followed by detailed information at a regional and local level.

#### National Trends

Economic development in McMinnville over the next 20 years will occur in the context of long-run national trends. The most important of these trends include:

- **Economic growth will continue at a moderate pace.** Analysis from the Congressional Budget Office (CBO) estimates after the 3.1% real GDP growth in 2018, real GDP will grow by approximately 2.3% in 2019. After 2019, the CBO forecasts the annual average growth of real GDP to slow and stabilize around 1.7% across the 2020 to 2029 period. The primary reason they provide for this slowing growth is that they expect the labor force to grow at a slower rate than historical trends.<sup>5</sup>

The unemployment rate is forecasted to decrease to 3.5% in the second-half of 2019, which is the rate's lowest point since the 1960s. After this year, the CBO predicts the unemployment rate will rise between 2020 and 2023 due to slower growth in economic output.<sup>6</sup>

- **The aging of the Baby Boomer generation, accompanied by increases in life expectancy.** As the Baby Boomer generation continues to retire, the number of Social Security recipients is expected to increase from 62.5 million in 2018 to over 87.0 million in 2040, a 39% increase. However, due to lower-birth rate replacement generations, the number of covered workers is only expected to increase 12% over the same time period, from 176.0 million to 196.4 million in 2040. Currently, there are 35 Social Security beneficiaries per 100 covered workers in 2018 but by 2040 there will be 44 beneficiaries per 100 covered workers. This will increase the percent of the federal budget dedicated to Social Security and Medicare.<sup>7</sup>

Baby Boomers are expecting to work longer than previous generations. An increasing proportion of people in their early- to mid-50s expect to work full-time after age 65. In 2004, about 40% of these workers expect to work full-time after age 65, compared with

<sup>5</sup> Congressional Budget Office. *The Budget and Economic Outlook: 2019 to 2029. January 2019.* Retrieved from: <https://www.cbo.gov/system/files/2019-03/54918-Outlook-3.pdf>.

<sup>6</sup> *Ibid.*

<sup>7</sup> The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, *The 2019 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, April 25, 2019. Retrieved from: <https://www.ssa.gov/OACT/TR/2019/tr2019.pdf>.

about 30% in 1992.<sup>8</sup> This trend can be seen in Oregon, where the share of workers 65 years and older grew from 2.9% of the workforce in 2000 to 4.1% of the workforce in 2010. In 2017, this share reached 5.5%. Over the same eighteen-year period, the share of workers 45 to 64 years increased from 35% of all employed Oregonians in 2000 to 37% in 2017.<sup>9</sup>

- **Need for replacement workers.** The need for workers to replace retiring Baby Boomers will outpace job growth. According to the Bureau of Labor Statistics, total employment in the United States will grow by about 11.5 million jobs over 2016 to 2026. Annually, they estimate there will be 18.7 million occupational openings over the same period. This exhibits the need for employees over the next decade as the quantity of openings per year is large relative to expected employment growth. About 71% of annual job openings are in occupations that do not require postsecondary education.<sup>10</sup>
- **The importance of education as a determinant of wages and household income.** According to the Bureau of Labor Statistics, a majority of the fastest growing occupations will require an academic degree, and on average, they will yield higher incomes than occupations that do not require an academic degree. The fastest-growing occupations requiring an academic degree will be registered nurses, software developers, general and operations managers, accountants and auditors, market research analysts and marketing specialists, and management analysts. Occupations that do not require an academic degree (e.g., retail sales person, food preparation workers, and home care aides) will grow, accounting for approximately 71% of all new jobs by 2026. These occupations typically have lower pay than occupations requiring an academic degree.<sup>11</sup>

The national median income for people over the age of 25 in 2018 was about \$48,464. Workers without a high school diploma earned \$19,708 less than the median income, and workers with a high school diploma earned \$10,504 less than the median income. Workers with some college earned \$6,760 less than median income, and workers with a bachelor's degree earned \$13,832 more than median. Workers in Oregon experience the same patterns as the nation but pay is generally lower in Oregon than the national average.<sup>12</sup>

- **Increases in labor productivity.** Productivity, as measured by output per hour of labor input, increased in most sectors between 2000 and 2010, peaking in 2007. However, productivity increases were interrupted by the recession. After productivity decreases from 2007 to 2009, many industries saw large productivity increases from 2009 to 2010.

<sup>8</sup> "The Health and Retirement Study," 2007, National Institute of Aging, National Institutes of Health, U.S. Department of Health and Human Services.

<sup>9</sup> Analysis of 2000 Decennial Census data, 2010 U.S. Census American Community Survey, 1-Year Estimates, and 2017 U.S. Census American Community Survey, 1-Year Estimates, for the table Sex by Age by Employment Status for the Population 16 Years and Over.

<sup>10</sup> "Occupational Employment Projections to 2016-2026," Bureau of Labor Statistics, 2018.

<sup>11</sup> "Occupational Employment Projections to 2016-2026," Bureau of Labor Statistics, 2018.

<sup>12</sup> Bureau of Labor Statistics, Employment Projections, March 2019. <http://www.bls.gov/emp/epchart001.htm>.

Industries with the fastest productivity growth were Information Technology-related industries. These include wireless telecommunications carriers, computer and peripheral equipment manufacturing, electronics and appliance stores, and commercial equipment manufacturing wholesalers.<sup>13</sup>

Since the end of the recession (2010), labor productivity has increased across a handful of large sectors but has also decreased in others. In wholesale trade, productivity—measured in output per hour—increased by 19% over 2009 to 2017. Retail trade gained even more productivity over this period at 25%. Food services, however, have remained stagnant since 2009, fluctuating over the nine-year period and shrinking by 0.01% over this time frame. Additionally, the Bureau of Labor Statistics reports multifactor productivity in manufacturing has been slowing down 0.3% per year over the 2004 to 2016 period. Much of this, they note, is due to slowdown in semiconductors, other electrical component manufacturing, and computer and peripheral equipment manufacturing.<sup>14</sup>

- **The importance of entrepreneurship and growth in small businesses.** According to the U.S. Small Business Office of Advocacy, small businesses are those that have fewer than 500 employees. However, the Oregon Office of Small Business Advocacy defines small businesses as those with fewer than 100 employees. For consistency in our small business data comparisons, we will maintain the definition of small businesses to be those with fewer than 100 employees.

The U.S. Census Bureau's Statistics of U.S. Businesses (SUSB) shows in 2016 that about 98% of all firms in the United States had fewer than 100 employees. Their employees accounted for approximately 33% of American workers.<sup>15</sup> The National League of Cities suggests ways that local governments can attract entrepreneurs and increase the number of small businesses including strong leadership from elected officials; better communication with entrepreneurs, especially about the regulatory environment for businesses in the community; and partnerships with colleges, universities, small business development centers, mentorship programs, community groups, businesses groups, and financial institutions.<sup>16</sup>

- **Increases in automation across sectors.** Automation is a long-running trend in employment, with increases in automation (and corresponding increases in productivity) over the last century and longer. The pace of automation is increasing, and the types of jobs likely to be automated over the next 20 years (or longer) is broadening.

<sup>13</sup> Brill, Michael R. and Samuel T. Rowe, "Industry Labor Productivity Trends from 2000 to 2010." Bureau of Labor Statistics, *Spotlight on Statistics*, March 2013.

<sup>14</sup> Michael Brill, Brian Chanksy, and Jennifer Kim. "Multifactor productivity slowdown in U.S. manufacturing," *Monthly Labor Review*, U.S. Bureau of Labor Statistics, July 2018. Retrieved from: <https://www.bls.gov/opub/mlr/2018/article/multifactor-productivity-slowdown-in-us-manufacturing.htm>.

<sup>15</sup> U.S. Census Bureau, Statistics of U.S. Businesses. Data by Enterprise Employment Size, 2016. Retrieved from: <https://www.census.gov/data/tables/2016/econ/susb/2016-susb-annual.html>

<sup>16</sup> National League of Cities "Supporting Entrepreneurs and Small Businesses" (2012). <https://www.nlc.org/supporting-entrepreneurs-and-small-business>.

Lower paying jobs are more likely to be automated, with potential for automation of more than 80% of jobs paying less than \$20 per hour over the next 20 years. About 30% of jobs paying \$20 to \$40 per hour and 4% of jobs paying \$40 or more are at risk of being automated over the next 20 years.<sup>17</sup>

Low- to middle-skilled jobs that require interpersonal interaction, flexibility, adaptability, and problem solving will likely persist into the future as will occupations in technologically lagging sectors (e.g. production of restaurant meals, cleaning services, hair care, security/protective services, and personal fitness).<sup>18</sup> This includes occupations such as (1) recreational therapists, (2) first-line supervisors of mechanics, installers, and repairers, (3) emergency management directors, (4) mental health and substance abuse social workers, (5) audiologists, (6) occupational therapists, (7) orthotists and prosthetists, (8) healthcare social workers, (9) oral and maxillofacial surgeons, and (10) first-line supervisors of firefighting and prevention workers. Occupations in the service and agricultural or manufacturing industry are most at-risk of automation because of the manual-task nature of the work.<sup>19,20,21</sup> This includes occupations such as (1) telemarketers, (2) title examiners, abstractors, and searchers, (3) hand sewers, (4) mathematical technicians, (5) insurance underwriters, (6) watch repairers, (7) cargo and freight agents, (8) tax preparers, (9) photographic process workers and processing machine operators, and (10) accounts clerks.<sup>22</sup>

- **Transformation of retail.** Historical shift in retail businesses, starting in the early 1960s, was the movement from one-off, ‘mom and pop shops’ toward superstores and the clustering of retail into centers or hubs. Notably, we still see this trend persist; for example, in 1997, the 50 largest retail firms accounted for about 26% of retail sales and by 2007, they accounted for about 33%.<sup>23</sup> The more recent shift began in the late 1990s, where technological advances have provided consumers the option to buy goods through e-commerce channels. The trend toward e-commerce has become increasingly preferential to millennials and Generation X, who are easier to reach online and are more responsive to digital ads than older generations.<sup>24</sup> Since 2000, e-commerce sales

<sup>17</sup> Executive Office of the President. (2016). Artificial Intelligence, Automation, and the Economy.

<sup>18</sup> Autor, David H. (2015). Why Are There Still So Many Jobs? The History and Future of Workplace Automation. *Journal of Economic Perspectives*, Volume 29, Number 3, Summer 2015, Pages 3–30.

<sup>19</sup> Frey, Carl Benedikt and Osborne, Michael A. (2013). *The Future of Employment: How Susceptible Are Jobs to Computerisation?* Oxford Martin School, University of Oxford.

<sup>20</sup> Otekhile, Cathy-Austin and Zeleny, Milan. (2016). Self Service Technologies: A Cause of Unemployment. *International Journal of Entrepreneurial Knowledge*. Issue 1, Volume 4. DOI: 10.1515/ijek-2016-0005.

<sup>21</sup> PwC. (n.d.). Will robots really steal our jobs? An international analysis of the potential long-term impact of automation.

<sup>22</sup> Frey, Carl Benedikt and Osborne, Michael A. (2013). *The Future of Employment: How Susceptible Are Jobs to Computerisation?* Oxford Martin School, University of Oxford.

<sup>23</sup> Hortaçsu, Ali and Syverson, Chad. (2015). The Ongoing Evolution of US Retail: A Format Tug-of-War. *Journal of Economic Perspectives*, Volume 29, Number 4, Fall 2015, Pages 89-112.

<sup>24</sup> Pew Research Center (2010b). *Generations 2010*. Retrieved Online at: <http://www.pewinternet.org/Reports/2010/Generations-2010.aspx>

grew from 0.9% of total retail sales to 9.7% (2018). Over 2000 to 2018, e-commerce retail sales have grown at a rate 18% per year.<sup>25</sup> It is reasonable to expect this trend to continue. While it is unclear what impact e-commerce will have on employment and brick and mortar retail, it seems probable that e-commerce sales will continue to grow, shifting business away from some types of retail. Over the next decades, communities must begin considering how to redevelop and reuse retail buildings in shopping centers, along corridors, and in urban centers.

The types of retail and related services that remain will likely be sales of goods that people prefer to purchase in person or that are difficult to ship and return (e.g., large furniture), specialty goods, groceries and personal goods that maybe needed immediately, restaurants, and experiences (e.g., entertainment or social experiences). According to the Urban Land Institute, in the post-disruption era of retail, new trends in this sector are beginning to emerge. These changes include the convergence of technology and shopping, as businesses focus on brand awareness and customer engagement via digital channels in the physical retail space.<sup>26</sup>

In addition to dynamics with e-commerce, other factors influencing changes in retail include the growth of big box stores, income inequality, and changing preferences. The New York Times reported that while Amazon had \$38 billion in sales between 2000 and 2013, Costco had about \$50 billion and Sam's Club had about \$32 billion.<sup>27</sup> The other factors influencing traditional retail—income inequality and emphasis on services over goods—result in either less consumer spending overall or changes in preferences of consumers who increasingly spend more on services or experiences.

This shift in the retail industry is also described in the *Three-Mile Lane Area Plan: Market Analysis*, which documents proactive steps to adapt to the changing retail landscape by "commissioning studies of the marketplace and developing new strategies to maintain and foster better retail environments."<sup>28</sup> It specifically describes the difference between "experiential consumerism" and other types of retail that are more likely to directly compete with e-commerce. Examples of "experiential consumerism" include dining, grocery, health and fitness clubs, etc.<sup>29</sup> These types of retail are typically located on main streets and neighborhood or commercial centers.

- **The importance of high-quality natural resources.** The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. High-quality natural resources continue to be important in some

<sup>25</sup> U.S. Census Bureau, Monthly Retail Trade, Latest Quarterly E-Commerce Report. Retrieved online at: <https://www.census.gov/retail/index.html#ecommerce>

<sup>26</sup> Diane Hoskins. "Three Trends Shaping Retail's Great Transformation." *Urban Land Institute*, September 3, 2019. Retrieved from: <https://urbanland.uli.org/economy-markets-trends/three-trends-shaping-retails-great-transformation/>

<sup>27</sup> Austan Goolsbee. "Never Mind the internet. Here's What's Killing Malls." *The New York Times*. February 14, 2020 <https://www.nytimes.com/2020/02/13/business/not-internet-really-killing-malls.html>

<sup>28</sup> McMinnville Three Mile Lane Area Plan: Market Analysis, Leland Consulting Group, April 2019.

<sup>29</sup> Ibid. pg 36.

states, especially in the Western U.S. Increases in the population and in households' incomes, plus changes in tastes and preferences have dramatically increased demands for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to a region's quality of life and play an important role in attracting both households and firms.<sup>30</sup>

- **Continued increase in demand for energy.** Energy prices are forecasted to increase over the planning period. While energy use per capita is expected to decrease through 2050, total energy consumption will increase with rising population. Energy consumption is expected to grow primarily from industrial (0.7%) and, to a lesser extent, commercial users (0.2%). Residential and transportation consumption are forecasted to decrease (-0.2% for both). This decrease in energy consumption for transportation is primarily due to increased federal standards and increased technology for energy efficiency in vehicles. The unspecified sector, which is made up of consumption not attributed to residential, commercial, industrial, or transportation, is forecasted to increase consumption by 1.4% through 2050. Going forward through the projection period, potential changes in federal laws (such as decreases in car emissions) leave energy demand somewhat uncertain.

Energy consumption by type of fuel is expected to change over the planning period. By 2050, the U.S. will continue to shift from crude oil towards natural gas and renewables. For example, from 2018 to 2050, the Energy Information Administration projects that U.S. energy consumption of motor gasoline will average a 0.9% annual decrease, while consumption of renewable sources will grow at 1.6% per year and natural gases liquefied for exporting will grow 5.0% per year through 2050. With increases in energy efficiency, strong domestic production of energy, and relatively flat demand for energy by some industries, the U.S. will be able to be a net exporter of energy over the 2018 to 2050 period. Demand for electricity is expected to increase 0.2% per year annually over 2018 to 2050 as the population grows and economic activity increases.<sup>31</sup>

- **Impact of rising energy prices on commuting patterns.** As energy prices increase over the planning period, energy consumption for transportation will decrease. These increasing energy prices may decrease willingness to commute long distances, though with expected increases in fuel economy, it could be that people commute further while consuming less energy.<sup>32</sup> Over 2018 to 2038, the U.S. Energy Information Administration estimates in its forecast that the decline in transportation energy consumption is a result

<sup>30</sup> For a more thorough discussion of relevant research, see, for example, Power, T.M. and R.N. Barrett. 2001. *Post-Cowboy Economics: Pay and Prosperity in the New American West*. Island Press, and Kim, K.-K., D.W. Marcouiller, and S.C. Deller. 2005. "Natural Amenities and Rural Development: Understanding Spatial and Distributional Attributes." *Growth and Change* 36 (2): 273-297.

<sup>31</sup> Energy Information Administration, 2019, *Annual Energy Outlook 2019 with Projections to 2050*, U.S. Department of Energy, January 2019. <https://www.eia.gov/outlooks/aeo/pdf/AEO2019.pdf>. Note, the cited growth rates are shown in the Executive Summary and can be viewed here: <https://www.eia.gov/outlooks/aeo/data/browser/#/?id=1-AEO2019&cases=ref2019&sid=&sourcekey=0>.

<sup>32</sup> Energy Information Administration, 2019, *Annual Energy Outlook 2019 with Projections to 2050*, U.S. Department of Energy, January 2019.



of increasing fuel economy offsetting the total growth in vehicle miles traveled (VMT). VMT for passenger vehicles is forecasted to increase through 2050.

- **Potential impacts of global climate change.** The consensus among the scientific community that global climate change is occurring expounds important ecological, social, and economic consequences over the next decades and beyond.<sup>33</sup> Extensive research shows that Oregon and other western states already have experienced noticeable changes in climate and predicts that more change will occur in the future.<sup>34</sup>

In the Pacific Northwest, climate change is likely to (1) increase average annual temperatures, (2) increase the number and duration of heat waves, (3) increase the amount of precipitation falling as rain during the year, (4) increase the intensity of rainfall events, and 5) increase sea level. These changes are also likely to reduce winter snowpack and shift the timing of spring runoff earlier in the year.<sup>35</sup>

These anticipated changes point toward some of the ways that climate change is likely to impact ecological systems and the goods and services they provide. There is considerable uncertainty about how long it would take for some of the impacts to materialize and the magnitude of the associated economic consequences. Assuming climate change proceeds as today's models predict, however, some of the potential economic impacts of climate change in the Pacific Northwest will likely include:<sup>36</sup>

<sup>33</sup> Karl, T.R., J.M. Melillo, and T.C. Peterson, eds. 2009. *Global Climate Change Impacts in the United States*. U.S. Global Change Research Program. June. Retrieved June 16, 2009, from [www.globalchange.gov/usimpacts](http://www.globalchange.gov/usimpacts); and Pachauri, R.K. and A. Reisinger, eds. 2007. *Climate Change 2007: Synthesis Report. Contribution of Working Groups I, II, and III to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change*.

<sup>34</sup> Doppelt, B., R. Hamilton, C. Deacon Williams, et al. 2009. *Preparing for Climate Change in the Upper Willamette River Basin of Western Oregon*. Climate Leadership Initiative, Institute for a Sustainable Environment, University of Oregon. March. Retrieved June 16, 2009, from <http://climlead.uoregon.edu/pdfs/willamettereport3.11FINAL.pdf> and Doppelt, B., R. Hamilton, C. Deacon Williams, et al. 2009. *Preparing for Climate Change in the Rogue River Basin of Southwest Oregon*. Climate Leadership Initiative, Institute for a Sustainable Environment, University of Oregon. March. Retrieved June 16, 2009 from <http://climlead.uoregon.edu/pdfs/ROGUE%20WSFINAL.pdf>

<sup>35</sup> Mote, P., E. Salathe, V. Duliere, and E. Jump. 2008. *Scenarios of Future Climate for the Pacific Northwest*. Climate Impacts Group, University of Washington. March. Retrieved June 16, 2009, from <http://cse.washington.edu/db/pdf/moteetal2008scenarios628.pdf>; Littell, J.S., M. McGuire Elsner, L.C. Whitely Binder, and A.K. Snover (eds). 2009. "The Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate - Executive Summary." In *The Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate*, Climate Impacts Group, University of Washington. Retrieved June 16, 2009, from [www.cse.washington.edu/db/pdf/wacciaexecsummary638.pdf](http://www.cse.washington.edu/db/pdf/wacciaexecsummary638.pdf); Madsen, T. and E. Figdor. 2007. *When it Rains, it Pours: Global Warming and the Rising Frequency of Extreme Precipitation in the United States*. Environment America Research & Policy Center and Frontier Group.; and Mote, P.W. 2006. "Climate-driven variability and trends in mountain snowpack in western North America." *Journal of Climate* 19(23): 6209-6220.

<sup>36</sup> The issue of global climate change is complex and there is a substantial amount of uncertainty about climate change. This discussion is not intended to describe all potential impacts of climate change but to present a few ways that climate change may impact the economy of cities in Oregon and the Pacific Northwest.

- *Potential impact on agriculture and forestry.* Climate change may impact Oregon's agriculture through changes in growing season, temperature ranges, and water availability.<sup>37</sup> Climate change may impact Oregon's forestry through an increase in wildfires, a decrease in the rate of tree growth, a change in the mix of tree species, and increases in disease and pests that damage trees.<sup>38</sup>
- *Potential impact on tourism and recreation.* Impacts on tourism and recreation may range from (1) decreases in snow-based recreation if snow-pack in the Cascades decreases, (2) negative impacts to tourism along the Oregon Coast as a result of damage and beach erosion from rising sea levels,<sup>39</sup> (3) negative impacts on availability of water summer river recreation (e.g., river rafting or sports fishing) as a result of lower summer river flows, and (4) negative impacts on the availability of water for domestic and business uses.

Short-term national trends will also affect economic growth in the region, but these trends are difficult to predict. At times, these trends may run counter to the long-term trends described above. A recent example is the downturn in economic activity in 2008 and 2009 following declines in the housing market and the mortgage banking crisis. The result of the economic downturn was decreases in employment related to the housing market, such as construction and real estate. As these industries recover, they will continue to play a significant role in the national, state, and local economy over the long run. This report takes a long-run perspective on economic conditions (as the Goal 9 requirements intend) and does not attempt to predict the impacts of short-run national business cycles on employment or economic activity.

## State Trends

### Short-Term Trends

According to the Oregon Office of Economic Analysis (OEA), the Oregon economy "is on firmer ground today following a rocky start to the year...." They emphasize, however, that the economy continues to strike the "sweet spot" despite a rocky start to 2019.<sup>40</sup> The OEA also reports that although the Oregon economy has been slowing down over the last couple of years and is not outpacing the nation any longer, its "growth is strong enough to keep up with a growing population but also deliver economic and income gains to Oregonians."<sup>41</sup>

<sup>37</sup> "The Economic Impacts of Climate Change in Oregon: A preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

<sup>38</sup> "Economic Impacts of Climate Change on Forest Resources in Oregon: A Preliminary Analysis," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, May 2007.

<sup>39</sup> "The Economic Impacts of Climate Change in Oregon: A preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

<sup>40</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, May 2019. Vol. XXXIX, No. 2, page 2. Retrieved from: <https://www.oregon.gov/das/OEA/Documents/forecast0519.pdf>.

<sup>41</sup> *Ibid*, page 2.

Wages in Oregon continue to remain below the national average, but they continue to rise and remain strong, staying at their highest point relative to the state's mill closures in the 1980s.<sup>42</sup> By the end of 2019, the OEA forecasts 39,800 jobs will be added to Oregon's economy. This is an approximate 2.1% annual growth in total nonfarm employment relative to 2018 levels.<sup>43</sup> The health services, professional and business services, leisure and hospitality, retail trade, and manufacturing industries are forecasted to account for well over half of the total job growth in Oregon for 2019. Oregon continues to have an advantage in job growth compared to other states, due to its industrial sector and in-migration flow of young workers in search of jobs.

The housing market continues to recover as Oregon's economy improves, though new supply is not keeping up with demand. As a result, prices continue to rise to considerable levels and the OEA reports housing "(in)affordability is becoming a larger risk" to Oregon's economic outlook.<sup>44</sup> Oregon is seeing an increase in household formation rates, which is good for the housing market as this will "help drive up demand for new houses."<sup>45</sup> Though younger Oregonians are tending to live at home with their parents longer, the aging Millennial generation (from their early 20s to mid-to-late 30s) and the state's increase in migration will drive demand for homes in the coming years. Housing starts in 2019 are on track to reach 20,600 units and in 2020, starts are expected to increase to 21,800. Beyond 2020, the OEA forecasts an average growth of 24,000 units per year to satisfy the demand for Oregon's growing population and to make up for the under development of housing post-recession.<sup>46</sup>

The Oregon Index of Leading Indicators (OILI) continues to grow quite rapidly in 2019 despite a decrease in 2018. The leading indicators showing improvement are: air freight, consumer sentiment, and withholding. Indicators that are slowing down include: help wanted ads, housing permits, industrial production, initial claims, the manufacturing purchasing managers index (PMI), new incorporations, and the Oregon Dollar Index. The one indicator not improving at this point in time is semiconductor billings. Relative to their September 2018 forecast, many economic indicators in their May 2019 forecast have changed from *improving* to *slowing*, which further illustrates the slowing down of Oregon's economy after several years of extended growth.<sup>47</sup>

Oregon's economic health is dependent on export markets. The value of Oregon exports in 2018 was \$22.3 billion, a 2% growth from 2017. In 2018, Oregon's exports made up approximately 9.4% of its total 2018 GDP.<sup>48</sup> The countries that Oregon exports the most to are China (21.4% of total Oregon exports), Canada (14.4%), Japan (9.8%), South Korea (7.6%), Malaysia (6.6%), and

<sup>42</sup> *Ibid*, page 6.

<sup>43</sup> *Ibid*, page 36.

<sup>44</sup> *Ibid*, page 13.

<sup>45</sup> *Ibid*, page 12.

<sup>46</sup> *Ibid*, page 12.

<sup>47</sup> *Ibid*, page 9.

<sup>48</sup> U.S. Bureau of Economic Analysis. Gross Domestic Product (GDP) by State (Millions of current dollars). Retrieved from: <https://apps.bea.gov/iTable/indexregional.cfm>

Vietnam (5.0%).<sup>49</sup> With the escalating trade war occurring overseas, specifically with China, Oregon exports are left potentially vulnerable, as China is a top destination for Oregon exports.<sup>50</sup> The OEA notes that it is too soon to assess the disruptiveness of the trade war on global supply chains, however, developments will be tracked as it continues. An economic slowdown across many parts of Asia will have a spillover effect on the Oregon economy.

## Long-term Trends

State, regional, and local trends will also affect economic development in McMinnville over the next 20 years. The most important of these trends includes: continued in-migration from other states, distribution of population and employment across the state, and change in the types of industries in Oregon.

- **Continued in-migration from other states.** Oregon will continue to experience in-migration (more people moving *to* Oregon than *from* Oregon) from other states, especially California and Washington. From 1990 to 2018, Oregon's population increased by about 1.35 million, 69% of which was from people moving into Oregon (net migration). The average annual increase in population from net migration over the same time period was approximately 32,000 persons. During the early- to mid-1990's, Oregon's net migration was highest, reaching over 60,000 in 1991, with another relatively high peak of 57,100 persons in 2017. Oregon has not seen negative net migration since the early- to mid-1980's.<sup>51</sup>
- **Forecast of job growth.** Total nonfarm employment is expected to increase from 1.95 million in 2019 to 2.04 million in 2022, an increase of 88,000 jobs. The industries with the largest growth are forecasted to be Government, Health Services, Professional and Business Services, Leisure and Hospitality, and Retail, accounting for 89% of employment growth.<sup>52</sup>
- **Continued importance of manufacturing to Oregon's economy.** Oregon's exports totaled \$19.4 billion in 2008, nearly doubling since 2000, and reached \$22.3 billion in 2018. The majority of Oregon exports go to countries along the Pacific Rim, with China, Canada, Japan, South Korea, Malaysia, and Vietnam as top destinations. Oregon's largest exports are tied to high tech and mining, as well as agricultural products.<sup>53</sup>

<sup>49</sup> United States Census Bureau. State Exports from Oregon, 2015-2018. Retrieved from: <https://www.census.gov/foreign-trade/statistics/state/data/or.html>.

<sup>50</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, May 2019. Vol. XXXIX, No. 2, page 2.

<sup>51</sup> Portland State University Population Research Center. 2018 Annual Population Report Tables. April 2019. Retrieved from: <https://www.pdx.edu/prc/population-reports-estimates>.

<sup>52</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, May 2019. Vol. XXXIX, No. 2, page 36.

<sup>53</sup> United States Census Bureau. State Exports from Oregon, 2015-2018. Retrieved from: <https://www.census.gov/foreign-trade/statistics/state/data/or.html>.

Manufacturing employment is concentrated in five counties in the Willamette Valley or Portland area: Washington, Multnomah, Lane, Clackamas, and Marion Counties.<sup>54</sup>

- **Shift in manufacturing from natural resource-based to high-tech and other manufacturing industries.** Since 1970, Oregon started to transition away from reliance on traditional resource-extraction industries. A significant indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry and concurrent growth of employment in other manufacturing industries, such as high-technology manufacturing (Industrial Machinery, Electronic Equipment, and Instruments), Transportation Equipment manufacturing, and Printing and Publishing.<sup>55</sup>
- **Income.** Oregon's income and wages are below that of a typical state. However, Oregon wages continue to grow and remain strong, and they are at their highest point relative to the mill closures resulting from the early 1980's recession. In 2018, the average annual wage in Oregon was \$53,058, and in 2017, the median household income in Oregon was \$60,212 (compared to national average wages of \$57,265 in 2018, and national household income of \$60,336 in 2017).<sup>56</sup> Total personal income (all classes of income, minus Social Security contributions, adjusted for inflation) in Oregon is expected to increase by 22%, from \$219.5 billion in 2019 to \$267.6 billion in 2023.<sup>57</sup> Per capita income is expected to increase by 16% over the same time period, from \$51,700 (thousands of dollars) in 2019 to \$60,200 in 2023 (in nominal dollars).<sup>58</sup>
- **Small businesses continue to account for a large share of employment in Oregon.** While small firms played a large part in Oregon's expansion between 2003 and 2007, they also suffered disproportionately in the recession and its aftermath (64% of the net jobs lost between 2008 and 2010 was from small businesses).

In 2016, small businesses (those with 100 or fewer employees) accounted for 95% of privately-owned businesses in Oregon. Said differently, most businesses in Oregon are small (in fact, 76% of all businesses have fewer than 10 employees), but the largest share of Oregon's employees work for medium-to-large businesses (those with 100 or more employees).<sup>59</sup>

<sup>54</sup> Oregon Employment Department. *Employment and Wages by Industry (QCEW)*. 2018 Geographic Profile, Manufacturing (31-33). Retrieved from: [qualityinfo.org](http://qualityinfo.org).

<sup>55</sup> Although Oregon's economy has diversified since the 1970's, natural resource-based manufacturing accounts for about 37% of employment in manufacturing in Oregon in 2018, with the most employment in Food Manufacturing (29,900) and Wood Product Manufacturing (23,400) (QCEW).

<sup>56</sup> Average annual wages are for "Total, all industries," which includes private and public employers. Oregon Quarterly Census of Employment and Wages, 2018. Retrieved from: <https://www.qualityinfo.org>; Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2017; Total, U.S. Census American Community Survey 1-Year Estimates, 2017, Table B19013.

<sup>57</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, May 2019. Vol. XXXIX, No. 2, page 36.

<sup>58</sup> *Ibid*, page 36.

<sup>59</sup> U.S. Census Bureau, 2016 Statistics of U.S. Businesses, Annual Data, Enterprise Employment Size, U.S and States.

The average annualized payroll per employee for small businesses was \$37,958 in 2016, which is considerably less than that for large businesses (\$57,488) and the statewide average for all businesses (\$47,746).<sup>60</sup> Younger workers are important to continue growth of small businesses across the nation. More than one-third of Millennials (those born between 1980 - 1999) are self-employed, with approximately half to two-thirds interested in becoming an entrepreneur. Furthermore, in 2011, about 160,000 startup companies were created each month; 29% of these companies were founded by people between 20 to 34 years of age.<sup>61</sup> According to the Kauffman Indicators of Entrepreneurship, in 2018, about 79% of startups nationwide were still active after one year. On average, startups nationwide created approximately 5.2 jobs in their first year (when normalized by population).<sup>62</sup> However, it is typically the case that startups are important for job creation on a longer time horizon, well beyond their first year, as “fewer than half of all startups in America are still in business after five years.”<sup>63</sup>

- **Entrepreneurship in Oregon.** The creation of new businesses is vital to Oregon’s economy as their formations generate new jobs and advance new ideas and innovations into markets. They also can produce more efficient products and services to better serve local communities. The Kauffman Foundation reports several statistics at the state level related to entrepreneurship. They report: the rate of new entrepreneurs, the opportunity share of new entrepreneurs (new entrepreneurs who created a business by choice instead of necessity), startup early job creation (the average number of jobs created by startups in their first year, normalized by population), and startup early survival rate (the percent of startups that are still active after one year).

According to Kauffman’s indicators, Oregon’s opportunity share of new entrepreneurs is at its highest relative point post-recession, reaching approximately 80% in 2017, up from its post-recession low of 71% in 2012. Startup early job creation also continues to increase. In 2017, the average number of jobs created by startups in their first year reached 5.24, which is comparable to the national average of 5.27. Relative to Oregon’s post-recession low of 3.80 in 2010, the average number of startup jobs have increased approximately 38%. However, the two remaining entrepreneurial indicators, the rate of new entrepreneurs and startup early survival rate, are declining somewhat in Oregon. In 2017, the rate of new entrepreneurs decreased by 0.02 percentage points, from 0.34% in 2016 to 0.32% in 2017, though Oregon’s 2017 rate aligns closely with the national average of 0.33%. For Oregon’s startup early survival rate, it declined to 78.4% in 2017 from a post-recession peak of 80.1% in 2015. Though this decline is not substantially large, the downward trend suggests startups, on average, are not persisting as well as they used to

<sup>60</sup> *Ibid.*

<sup>61</sup> Cooper, Rich, Michael Hendrix, Andrea Bitely. (2012). "The Millennial Generation Research Review." Washington, DC: The National Chamber Foundation. Retrieved from: <https://www.uschamberfoundation.org/sites/default/files/article/foundation/MillennialGeneration.pdf>.

<sup>62</sup> Kauffman Foundation. *Kauffman Indicators of Entrepreneurship*. Indicators: Startup Early Job Creation and Startup Early Survival Rate. Information retrieved on December 19, 2019 from: <https://indicators.kauffman.org/data-table>

<sup>63</sup> Nish Acharya. “Small Business Are Having A Bigger Impact on Job Creation Than Large Corporations.” *Forbes*, May 5, 2019. <https://www.forbes.com/sites/nishacharya/2019/05/05/who-is-creating-jobs-in-america/#5c74c156597d>

relative to two years ago. Oregon's startup early survival rate in 2017 is 1.4 percentage points below the national average of 79.8%.<sup>64</sup>

Moreover, in 2018, the Oregon OEA reports new business applications in Oregon are increasing. They do, however, simultaneously note startup businesses "are a smaller share of all firms than in the past."<sup>65</sup> Though this measurement of economic activity does not constitute a full understanding of how well entrepreneurship is performing, it does provide an encouraging signal.

## Regional and Local Trends

Throughout this section and the report, McMinnville is compared to Yamhill County and the State of Oregon. These comparisons are to provide context for changes in McMinnville's socioeconomic characteristics.

### Availability of Labor

The availability of trained workers in McMinnville will impact development of its economy over the planning period. A skilled and educated populace can attract well-paying businesses and employers and spur the benefits that follow from a growing economy. Key trends that will affect the workforce in McMinnville over the next 20 years include its growth in its overall population, growth in the senior population, and commuting trends.

### Growing Population

Population growth in Oregon tends to follow economic cycles. Oregon's population grew from 2.8 million people in 1990 to nearly 4.2 million people in 2018, an increase of over 1,350,000 people at an average annual growth rate of 1.4%. Oregon's growth rate slowed to 1.1% annual growth between 2000 and 2018.

McMinnville's population increased by 15,916 residents over 1990 to 2018, nearly doubling in size. This growth is reflected in its average annual growth rate (AAGR) of 2.3% (and notably, the growth rate used for the 2000-2020 period in the 2002 McMinnville Housing Needs Analysis), which is 0.9 percentage points higher than the State's rate of 1.4%. Similar to McMinnville, Yamhill County's population grew more rapidly than the State, averaging 1.8% growth year-over-year. The County added 41,864 residents over 1990 to 2018 and McMinnville accounts for about 38% of this growth.

<sup>64</sup> Kauffman Foundation. *Kauffman Indicators of Entrepreneurship. State Profile: Oregon*. Retrieved from: <https://indicators.kauffman.org/state/oregon>

<sup>65</sup> Lehner, Josh. (August 2018). "Start-Ups, R&D, and Productivity." Salem, OR: Oregon Office of Economic Analysis. Retrieved from: <https://oregoneconomicanalysis.com/2015/03/13/start-ups-and-new-business-formation/>.



**Exhibit 18. Population Growth, McMinnville, Yamhill County, and Oregon, 1990 – 2018**

Geography					Change, 1990 - 2018		
	1990	2000	2010	2018	Number	Percent	AAGR
McMinnville	17,894	26,499	32,930	33,810	15,916	89%	2.3%
Yamhill County	65,551	84,992	95,925	107,415	41,864	64%	1.8%
Oregon	2,842,337	3,421,399	3,844,195	4,195,300	1,352,963	48%	1.4%

Source: U.S. Census Bureau, 1990, 2000, and 2010. Portland State University Population Estimates, 2018.

**Age Distribution**

The number of people aged 65 and older in the U.S. is expected to increase by nearly three-quarters by 2050, while the number of people under age 65 will only grow by 16%. The economic effects of this demographic change include a slowing of the growth of the labor force, need for workers to replace retirees, aging of the workforce for seniors that continue working after age 65, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.<sup>66</sup>

Exhibit 19 through Exhibit 22 show the following trends:

- McMinnville’s population is aging slightly faster than Yamhill County’s population. Populations of both McMinnville and Yamhill County are aging faster than Oregon’s population with respect to each region’s growth in median age.
- Over the 2000 to 2013-2017 period, those in the age groups of 45 to 64 and 65 years and older in McMinnville increased by 59% and 48%, respectively. These age groups grew substantially more than all other age categories. This suggests that McMinnville may be retaining residents throughout their mid-to-late careers as they age and/or attracting more people in their mid-to-late careers.
- Yamhill County’s population is expected to continue to age, with people 60 years and older increasing from 23% of the population in 2017 to 28% of the population in 2035. This is consistent with statewide trends. McMinnville and Yamhill County may continue to attract mid-life and older workers over the twenty-year planning period. While the share of retirees in these respective areas may increase over the next 20 years, availability of people nearing retirement (e.g., 55 to 70 years old) is likely to increase. People in this age group may provide sources of skilled labor, as people continue to work until later in life. These skilled workers may provide opportunities to support business growth in these areas.

<sup>66</sup> The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2017, *The 2017 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, July 13, 2017. *The Budget and Economic Outlook: Fiscal Years 2018 to 2028*, April 2018.

**McMinnville’s median age increased by about 4.6 years between 2000 and 2013-2017.**

This change is slightly larger than Yamhill County’s increase of 4.1 years. Median age increases for both regions exceeded Oregon’s change of 2.8.

**Exhibit 19. Median Age, McMinnville, Yamhill County, and Oregon, 2000 to 2013-2017**

Source: U.S. Census Bureau, 2000 Decennial Census, Table P013; American Community Survey 2013-2017 5-year estimates, Table B01002.

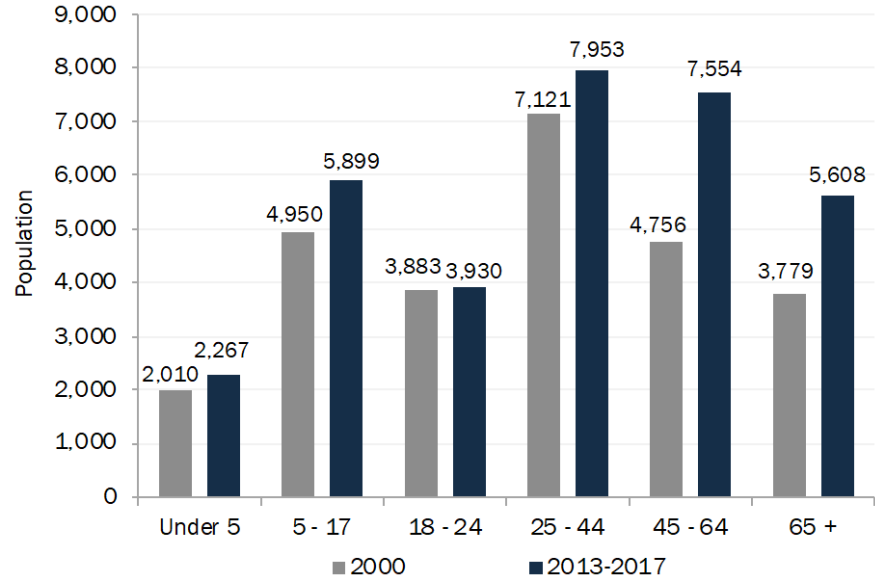
<b>2000</b>	<b>31.5</b> McMinnville	<b>34.1</b> Yamhill County	<b>36.3</b> Oregon
<b>2013-17</b>	<b>36.1</b> McMinnville	<b>38.2</b> Yamhill County	<b>39.2</b> Oregon

**Over the 2000 to 2013-2017 period, McMinnville’s largest population increase was for those 45 to 64 (59%) and those aged 65 and older (48%).**

This is consistent with statewide trends, where the aforementioned age categories increased the most relative to younger age categories. The Oregon population of those 45 to 64 years of age increased by 30% and those 65 and older increased by 50%.

**Exhibit 20. McMinnville Population Change by Age Group, 2000 to 2013-2017**

Source: U.S. Census Bureau, 2000 Summary File; American Community Survey 2013-2017 5-year estimates, Table B01001.



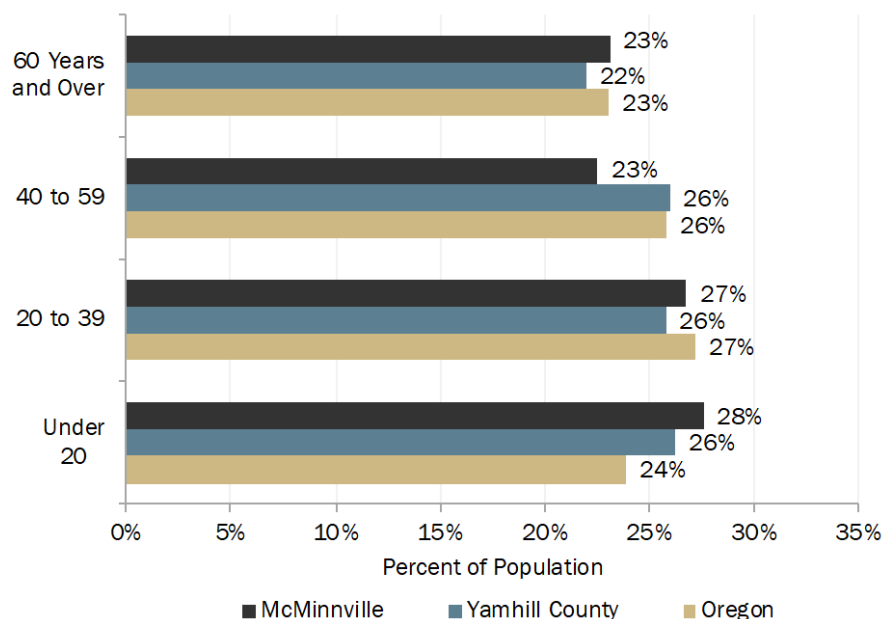
**During the 2013-2017 period, the age distribution of McMinnville residents was roughly even across each category, with a slightly smaller proportion of middle-to-older aged adults (40 and older) relative to those 39 years of age and younger.**

About 46% of McMinnville residents are 40 years and older and 54% are 39 and younger.

Additionally, the proportion of McMinnville residents under 20 years of age was four percentage points higher than Oregon.

**Exhibit 21. Population Distribution by Age, McMinnville, Yamhill County, and Oregon, 2013-2017**

Source: U.S. Census Bureau, American Community Survey, 2013-2017 5-year estimate, Table B01001.

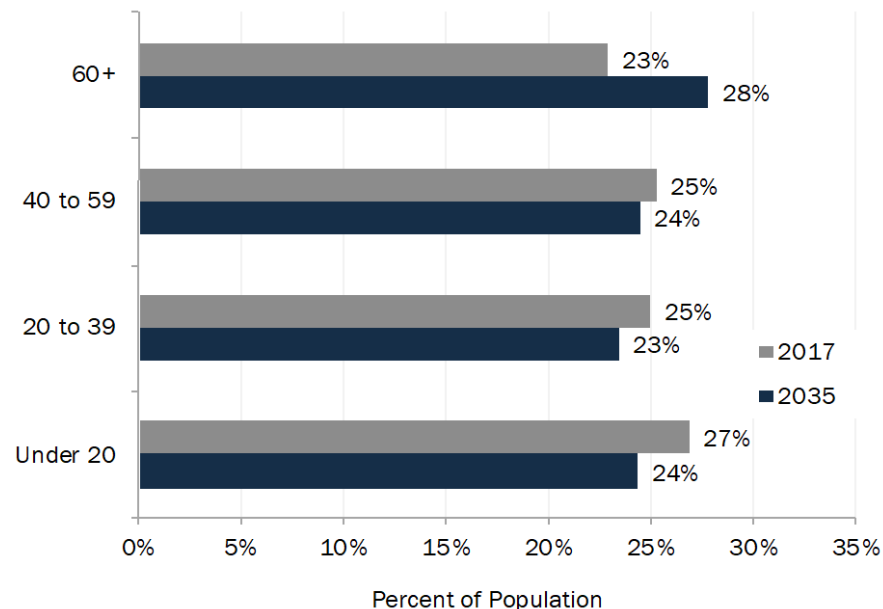


**By 2035, Yamhill County will have a larger share of residents older than 60 than it does today. The population forecast for all other age groups projects smaller County population shares by 2035.**

The share of residents aged 60 years and older will account for 28% of Yamhill County's population, compared to 23% in 2017.

**Exhibit 22. Population Growth by Age Group, Yamhill County, 2017 - 2035**

Source: Oregon Population Forecast, 2017.



## Income

Income and wages affect business decisions for locating in a city. Areas with higher wages may be less attractive for industries that rely on low-wage workers. McMinnville's median household income (\$50,299) was below the County median (\$58,392) during the 2013-2017 period. Average wages at businesses in McMinnville (\$40,105) were lower than the County average (\$42,315).<sup>67</sup>

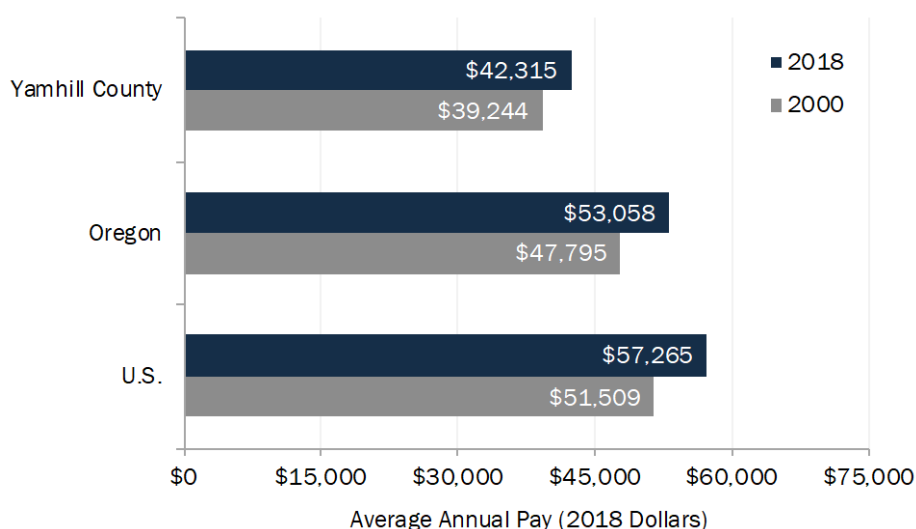
Between 2000 and 2018, Yamhill County's average wages increased as they also did in Oregon and the nation. When adjusted for inflation to 2018 dollars, average annual wages grew by 8% in Yamhill County, 11% in Oregon, and 11% in the nation.

### From 2000 to 2018, average annual wages rose in Yamhill County, Oregon, and the nation.

In 2018, average annual wages were \$42,321 in Yamhill County, \$53,058 in Oregon, and \$57,265 across the nation.

### Exhibit 23. Average Annual Wage, Covered Employment, Yamhill County, Oregon, and the U.S., 2000 to 2018, Inflation-adjusted 2018 Dollars

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages.  
Note: 2018 average annual pay estimates are preliminary, according to the BLS.



Over the 2013-2017 period, the median household income in McMinnville was below that of Yamhill County and Oregon by 14% and 10%, respectively.

### Exhibit 24. Median Household Income (MHI),<sup>68</sup> 2013-2017, Inflation-adjusted 2017 Dollars

Source: U.S. Census Bureau, American Community Survey 2013-2017 5-year estimates, Table B19013.

<b>\$50,299</b>	<b>\$58,392</b>	<b>\$56,119</b>
McMinnville	Yamhill County	Oregon

<sup>67</sup> According to the Census, Household income includes the income of the householder and other income earners ages 15 or older, thus the mix of sources of income ranges in reporting of household income. Average wage is calculated using Quarterly Census of Employment and Wages data, based on payroll information and number of employees by establishment.

<sup>68</sup> The Census calculated household income based on the income of all individuals 15 years old and over in the household, whether they are related or not.

**McMinnville median family income during the 2013-2017 period, similar to median household income, was below the median family income of both Yamhill County and Oregon by 12% and 15%, respectively.**

### Exhibit 25. Median Family Income,<sup>69</sup> 2013-2017

Source: U.S. Census Bureau, American Community Survey 2013-2017 5-year estimates, Table B19113.

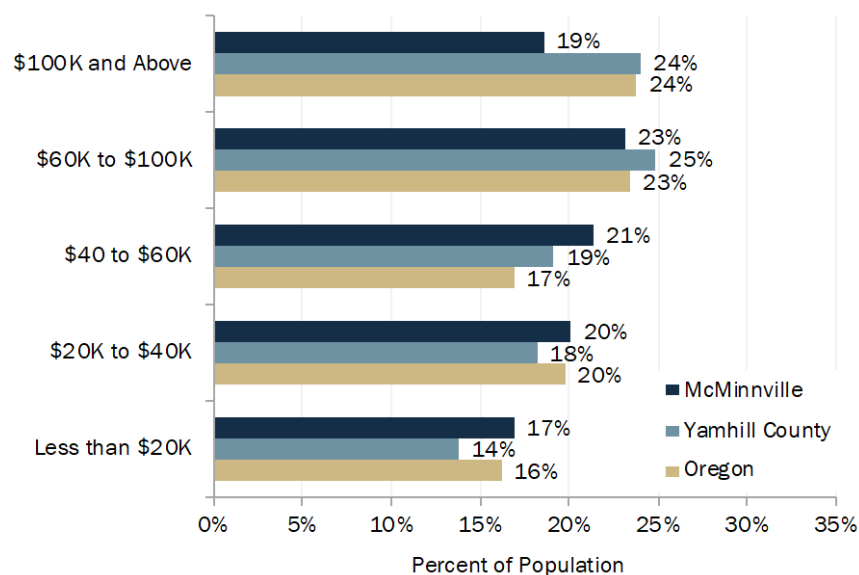
<b>\$58,620</b>	<b>\$66,732</b>	<b>\$69,031</b>
McMinnville	Yamhill County	Oregon

**During the 2013-2017 period, 37% of McMinnville households earned less than \$40,000 annually, compared to 32% of Yamhill County households and 36% of Oregon households.**

Over the same period, McMinnville households had a lower proportion of higher income earnings (\$100,000 and above) relative to Yamhill County and Oregon.

### Exhibit 26. Household Income by Income Group, McMinnville, Yamhill County, and Oregon, 2013-2017, Inflation-adjusted 2017 Dollars

Source: U.S. Census Bureau, American Community Survey 2013-2017 5-year estimates, Table B19001.



<sup>69</sup> The Census calculated family income based on the income of the head of household, as identified in the response to the Census forms, and income of all individuals 15 years old and over in the household who are related to the head of household by birth, marriage, or adoption.

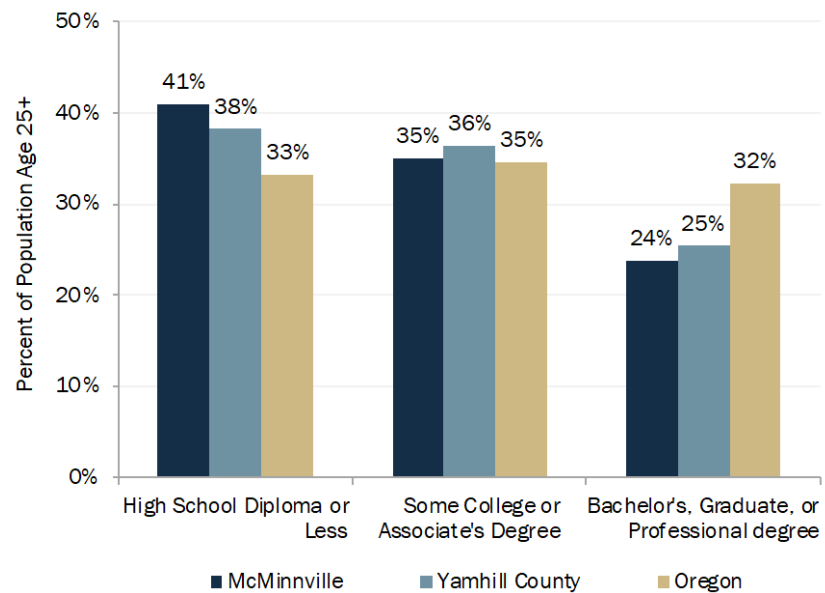
## Educational Attainment

The availability of trained, educated workers affects the quality of labor in a community. Educational attainment is an important labor force factor because firms need to be able to find educated workers.

**McMinnville's residents are consistent with residents statewide regarding their completion of some college or attainment of an Associate degree; however, attainment of a Bachelor's degree or a professional degree is lower for McMinnville's residents relative to statewide trends.**

**Exhibit 27. Educational Attainment for the Population 25 Years and Over, McMinnville, Yamhill County, and Oregon, 2013-2017**

Source: U.S. Census Bureau, American Community Survey 2013-2017 5-year estimates, Table B15003.



## Labor Force Participation and Unemployment

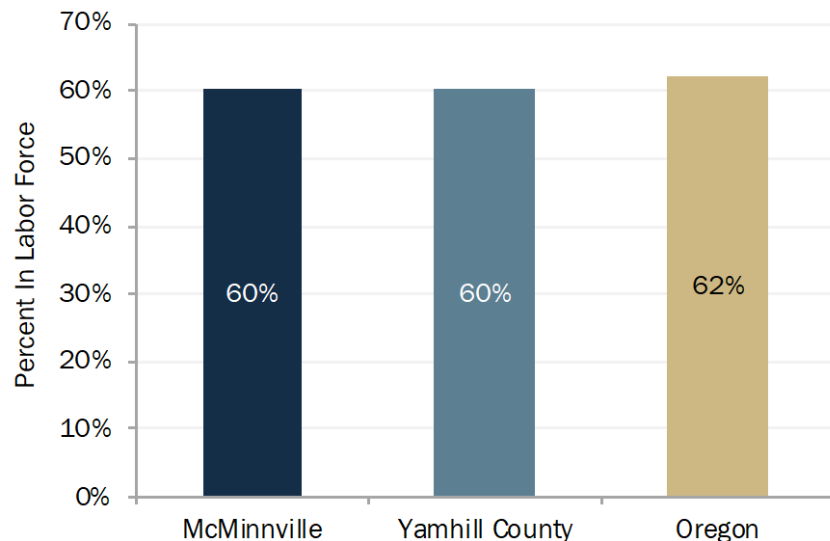
The current labor force participation rate is an important consideration in the availability of labor. The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force. According to the 2013-2017 American Community Survey, Yamhill County had more than 49,000 people in its labor force during that period and McMinnville had close to 15,500 people in its labor force.

In 2017, the Oregon Office of Economic Analysis reported that 64% of job vacancies were difficult to fill. The most common reason for difficulty in filling jobs included a lack of applications (30% of employers' difficulties), lack of qualified candidates (17%), unfavorable working conditions (14%), a lack of soft skills (11%), and a lack of work experience (9%).<sup>70</sup> These statistics indicate a mismatch between the types of jobs that employers are demanding and the skills that potential employees can provide.

**McMinnville's labor force participation rate for the 2013-2017 period is comparable to Yamhill County.**

**Exhibit 28. Labor Force Participation Rate, McMinnville, Yamhill County, and Oregon, 2013-2017**

Source: U.S. Census Bureau, American Community Survey 2013-2017 5-year estimates, Table B23001.



<sup>70</sup> Oregon's Current Workforce Gaps: Difficult-to-fill Job Openings, Oregon Job Vacancy Survey, Oregon Employment Department, June 2018.

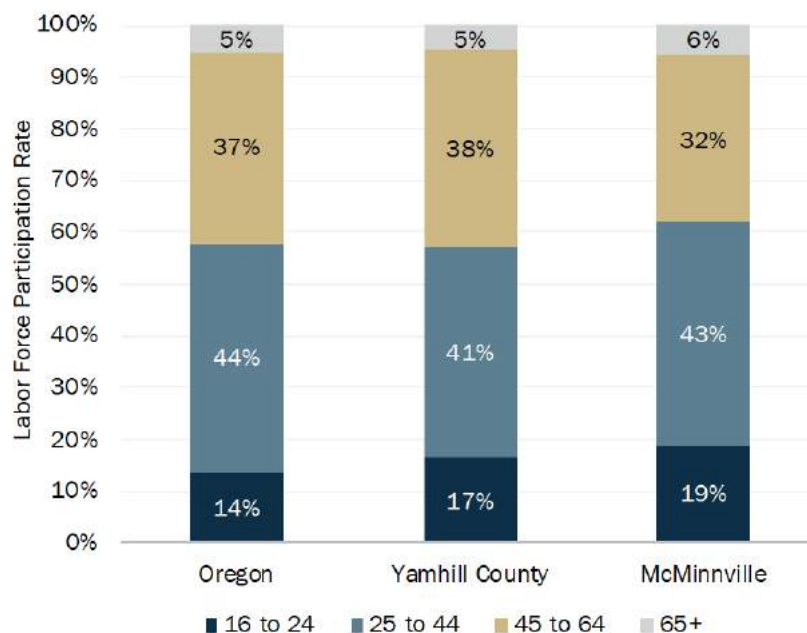


**By age group, McMinnville has a larger share of residents aged 16 to 24 participating in the labor force relative to Yamhill County and Oregon.**

In contrast, McMinnville has a smaller share of residents aged 45 to 64 participating in the labor force compared to Yamhill County and Oregon.

**Exhibit 29. Labor Force Participation Rate, McMinnville, Yamhill County, and Oregon, 2013-2017**

Source: U.S. Census Bureau, American Community Survey 2013-2017 5-year estimates, Table S2301.

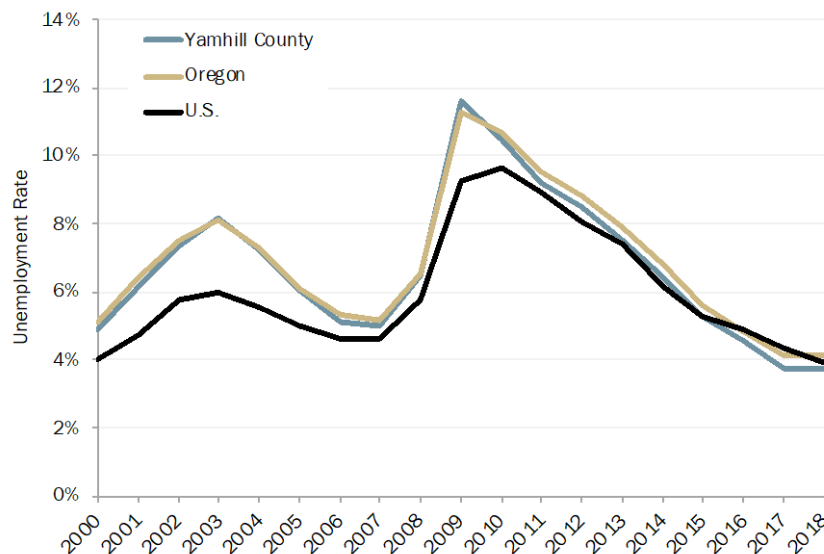


**The unemployment rates in Yamhill County, Oregon, and the nation have declined below their respective 2000 rates.**

Yamhill County closely follows Oregon's unemployment rate. In 2018, the unemployment rate in Yamhill County was 3.8%. In Oregon, the rate was 3.9%, and in the nation, 4.2%.

**Exhibit 30. Unemployment Rate, Yamhill County, Oregon, and the U.S., 2000 - 2018**

Source: Bureau of Labor Statistics, Local Area Unemployment Statistics and Labor Force Statistics.



## Commuting Patterns

Commuting plays an important role in the McMinnville's economy because employers in these areas are able to access workers from people living in cities across Yamhill County and from the broader Mid-Willamette Valley Region.

Exhibit 32 shows that 38% of people who work in McMinnville reside in McMinnville, 4% commute from Salem, 3% commute from Portland, and 3% from Newberg. The remaining workers commute from various other cities located across the Region.

### McMinnville is part of an interconnected regional economy.

Of the approximate 15,080 persons employed in McMinnville (as of 2017), 62% of workers commute to their jobs from outside of the City. The remaining 38% of workers both live and are employed in McMinnville.

### Exhibit 31. Commuting Flows, McMinnville, 2017

Source: U.S. Census Bureau, Census On the Map.



**As of 2017, about 38% of all people who work in McMinnville also live in McMinnville.**

### Exhibit 32. Places Where McMinnville Workers Lived,<sup>71</sup> 2017

Source: U.S. Census Bureau, Census On the Map.

<b>38%</b>	<b>4%</b>	<b>3%</b>	<b>3%</b>	<b>3%</b>
McMinnville	Salem	Portland	Newberg	Sheridan

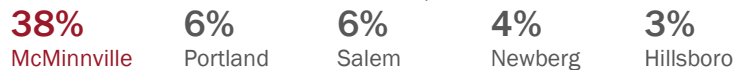
<sup>71</sup> In 2017, 15,080 people worked at businesses in McMinnville, with 38% (5,721) people both employed and working in McMinnville.

**About 38% of residents who live in McMinnville also work in McMinnville.**

Six percent of McMinnville residents commute to Portland for work and another six percent commute to Salem.

**Exhibit 33. Places Where McMinnville Residents were Employed,<sup>72</sup> 2017**

Source: U.S. Census Bureau, Census On the Map.



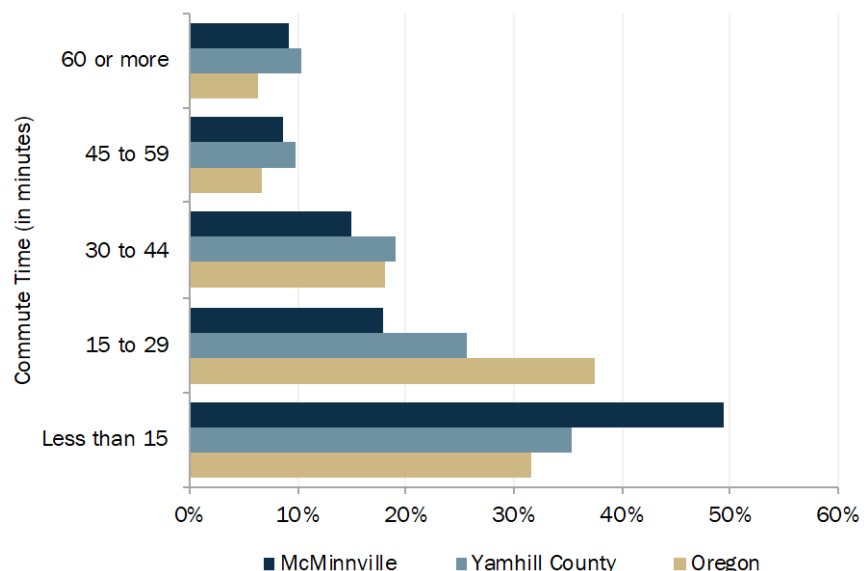
During the 2013-2017 period, about 49% of McMinnville workers had a commute of less than 15 minutes, compared to 35% of Yamhill County workers and 32% of Oregon workers.

**Relative to Yamhill County and Oregon workers, McMinnville workers tend to have shorter commute times.**

Where the majority (55%) of Oregon workers have commutes between 15 to 44 minutes, only 33% of McMinnville workers have commute times of that length. However, at the higher end of commuting times (45 minutes or more), almost one-fifth (18%) of McMinnville workers spend a sizable amount of time on the road.

**Exhibit 34. Commute Time by Place of Residence, McMinnville, Yamhill County, and Oregon, 2013-2017**

Source: U.S. Census Bureau, American Community Survey 2013-2017 5-year estimates, Table B08303.



<sup>72</sup> In 2017, 5,569 residents of McMinnville worked, with 38% of McMinnville residents (5,569 people) both living and employed in McMinnville.

## Tourism in the Willamette Valley Region and Yamhill County

Longwoods International provides regional statistics on travel. The following information is from Longwoods International's 2017 Regional Visitor Report for the Willamette Valley Region, which is defined as Benton, Lane (eastern, non-coastal region), Linn, Marion, Polk, and Yamhill counties.<sup>73</sup> Broadly, travelers to the Willamette Valley Region accounted for:<sup>74</sup>

- 5.5 million overnight trips in 2017, or 16% of all Oregon overnight travel that year.
- The primary market area for travelers over 2016 and 2017 were Oregon, California, and Washington.<sup>75</sup> 48% of Willamette Valley visitors came from Oregon, 19% came from California, and 14% came from Washington.
- About 53% of visitors stayed 2 or fewer nights over 2016 and 2017 in the Willamette Valley, 32% stayed 3 to 6 nights, and 15% stayed 7 or more nights. The average nights spent in the Willamette Valley Region was 4.3.
- The average per person expenditures on overnight trips in 2017 ranged from \$9 on recreation, sightseeing, and entertainment to \$35 per night on lodging.
- About 75% of visits to the Willamette Valley Region over 2016 and 2017 were via personally-owned automobiles/trucks, 18% were by rental car, and 13% were via an online taxi service (such as Lyft or Uber).
- Over 2016 and 2017, visitors tended to be middle-to-older aged adults, with the average age being about 48.7. Those aged 18 to 34 made up 24% of overnight visits, 34% were between 35 and 54, and 42% were 55 and older. About 56% of visitors graduated college or completed a post-graduate education. Additionally, 44% of visitors earned less than \$50,000 in household income, 37% earned between \$50,000 and \$99,999, and 19% earned more than \$100,000. The average household income for Willamette Valley visitors was about \$64,560.

<sup>73</sup> Travel Oregon. "Oregon 2017: Regional Visitor Report, Willamette Valley Region," Longwoods International, October 2018. Retrieved from: <http://industry.traveloregon.com/research/archive/willamette-valley-oregon-overnight-travel-study-2017-longwoods-international/>.

<sup>74</sup> Longwoods International issues caution in interpreting these tourism estimates in the Willamette Valley Region as the sample size for the marketable trips this region is low. For this reason, the data reported is a combination of survey data from 2016 and 2017.

<sup>75</sup> The data reported in this bullet as well as other bullets noting years "2016 and 2017" are based on *marketable trips*. Longwoods International states marketable trips "are defined as those trip types that can be influenced by marketing efforts and include leisure and business-leisure trips."

**Yamhill County’s direct travel spending increased 139% from 2000 to 2018.**

The Willamette Valley Region’s direct travel spending increased by 100% over the same period.

**Exhibit 35. Direct Travel Spending (\$ millions), 2000 and 2018**  
Source: Dean Runyan Associates, Oregon Travel Impacts, 1991-2018.

<b>2000</b>	<b>\$1,000</b> Willamette Valley Region	<b>\$56.7</b> Yamhill County
<b>2018</b>	<b>\$2,000</b> Willamette Valley Region	<b>\$135.7</b> Yamhill County

**Yamhill County’s lodging tax receipts increased 653% over 2006 to 2018.**

**Exhibit 36. Lodging Tax Receipts (\$ millions), 2006 and 2018**  
Source: Dean Runyan Associates, Oregon Travel Impacts, 1991-2018.

<b>2006</b>	<b>\$111.0</b> Yamhill County
<b>2018</b>	<b>\$835.8</b> Yamhill County

**Yamhill County’s largest visitor spending for purchased commodities is accommodation and food services.**

**Exhibit 37. Largest Visitor Spending Categories (\$ millions), Yamhill County, 2018**  
Source: Dean Runyan Associates, Oregon Travel Impacts.

<b>\$27.9</b> Accommodations and Food Services	<b>\$6.3</b> Arts, Entertainment, and Recreation	<b>\$3.9</b> Retail
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**Yamhill County’s largest employment generated by travel spending is also in the accommodations and food services industry.**

**Exhibit 38. Largest Industry Employment Generated by Travel Spending (thousands), Yamhill County, 2018**  
Source: Dean Runyan Associates, Oregon Travel Impacts.

<b>1.1 jobs</b> Accommodations & Food Services	<b>0.5 jobs</b> Arts, Entertainment, and Recreation	<b>0.1 jobs</b> Retail
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The number of person nights spent in Yamhill County increased from 1,706,000 in 2017 to 1,773,000 in 2018, an increase of 67,000 overnight stays, or 4%. Over the last nine years, from 2010 to 2018, person nights increased approximately 19%.

## 4. Economic Development Potential

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The fundamental purpose of Goal 9 is to make sure that a local government plans for economic development. The planning literature provides many definitions of economic development, both broad and narrow. Broadly,

“Economic development is the process of improving a community’s well-being through job creation, business growth, and income growth (factors that are typical and reasonable focus of economic development policy), as well as through improvements to the wider social and natural environment that strengthen the economy.”<sup>76</sup>

That definition acknowledges that a community’s wellbeing depends in part on narrower measures of economic wellbeing (e.g., jobs and income) and on other aspects of quality of life (e.g., the social and natural environment). In practice, cities and regions trying to prepare an economic development strategy typically use a narrower definition of economic development; they take it to mean business development, job growth, and job opportunity. The assumptions are that:

- Business and job growth are contributors to and consistent with economic development, increased income, and increased economic welfare. From the municipal point of view, investment and resulting increases in property tax are important outcomes of economic development.
- The evaluation of tradeoffs and balancing of policies to decide whether such growth is likely to lead to overall gains in wellbeing (on average and across all citizens and businesses in a jurisdiction, and all aspects of wellbeing) is something that decision makers do after an economic strategy has been presented to them for consideration.

That logic is consistent with the tenet of the Oregon land-use planning program: all goals matter, no goal dominates, and the challenge is to find a balance of conservation and development that is acceptable to a local government and the State. Goal 9 does not dominate, but it legitimizes and requires that a local government focus on the narrower view of economic development regarding economic variables.

In that context, a major part of local economic development policy is about local support for business development and job growth; that growth comes from the creation of new firms, the expansion of existing firms, and the relocation or retention of existing firms. Specifically, new, small businesses (those with fewer than 100 employees) are accounting for a larger share of the job growth in the United States.<sup>77</sup> This shift toward a focus on entrepreneurship, innovation, and small businesses presents additional options for local support for economic development

<sup>76</sup> *An Economic Development Toolbox: Strategies and Methods*, Terry Moore, Stuart Meck, and James Ebenhoh, American Planning Association, Planning Advisory Service Report Number 541, October 2006.

<sup>77</sup> According to the 2018 Small Business Profile from the US Small Business Office of Advocacy, small businesses account for over 99 percent of total businesses in the United States, and their employees account for nearly 50% of American workers. <https://www.sba.gov/sites/default/files/advocacy/2018-Small-Business-Profiles-US.pdf>

beyond firm attraction and retention. Thus, a key question for economic development policy is: *What are the factors that influence business and job growth, and what is the relative importance of each?* Specifically, OAR 660-009-0015(4) requires that cities conduct an assessment of community economic development potential, as part of the EOA. This assessment considers: market factors, infrastructure and public facility availability and access, labor, proximity to suppliers and other necessary business services, regulations, and access to job training.

The local factors that form McMinnville's competitive advantage are summarized in the subsections below.

## Factors Affecting Community Economic Development Potential

OAR 660-009-0015(4) stipulates that relevant economic advantages and disadvantages considered with the EOA "may include but are not limited to" factors of: location, size and buying power of markets; availability of transportation facilities for access and freight mobility; public facilities and public services; labor market factors; access to suppliers and utilities; necessary support services; limits on development due to federal and state environmental protection laws; and educational and technical training programs." This 2020 EOA update is organized to address these considerations together with other factors distinctive to economic development in McMinnville.

**Location, Size & Buying Power of Markets.** Location is an economic factor that is prominently mentioned in prior planning documents. The 2019 *MAC-Town 2032 Economic Development Strategic Plan* identifies both strengths and weaknesses related to McMinnville's location and associated transportation factors. Comparative advantages and disadvantages and their implications for economic opportunity in McMinnville are drawn from the 2013 EOA together with more recent MEDP, SEDCOR, and related industry analyses, summarized as follows.<sup>78</sup>

### *Advantages:*

- *Ease of access – with proximity to Portland, Salem & the Oregon coast.* McMinnville is only 40 miles from Portland, 27 miles from Salem, and 51 miles from Lincoln City on the Oregon coast.<sup>79</sup>
- *Central location to serve local community and regional employment and commercial service needs.* McMinnville is well situated to serve the employment and commercial needs of the local community and a larger market area of approximately 75,000 residents, according to the Three Mile Lane market analysis. The City's market area encompasses

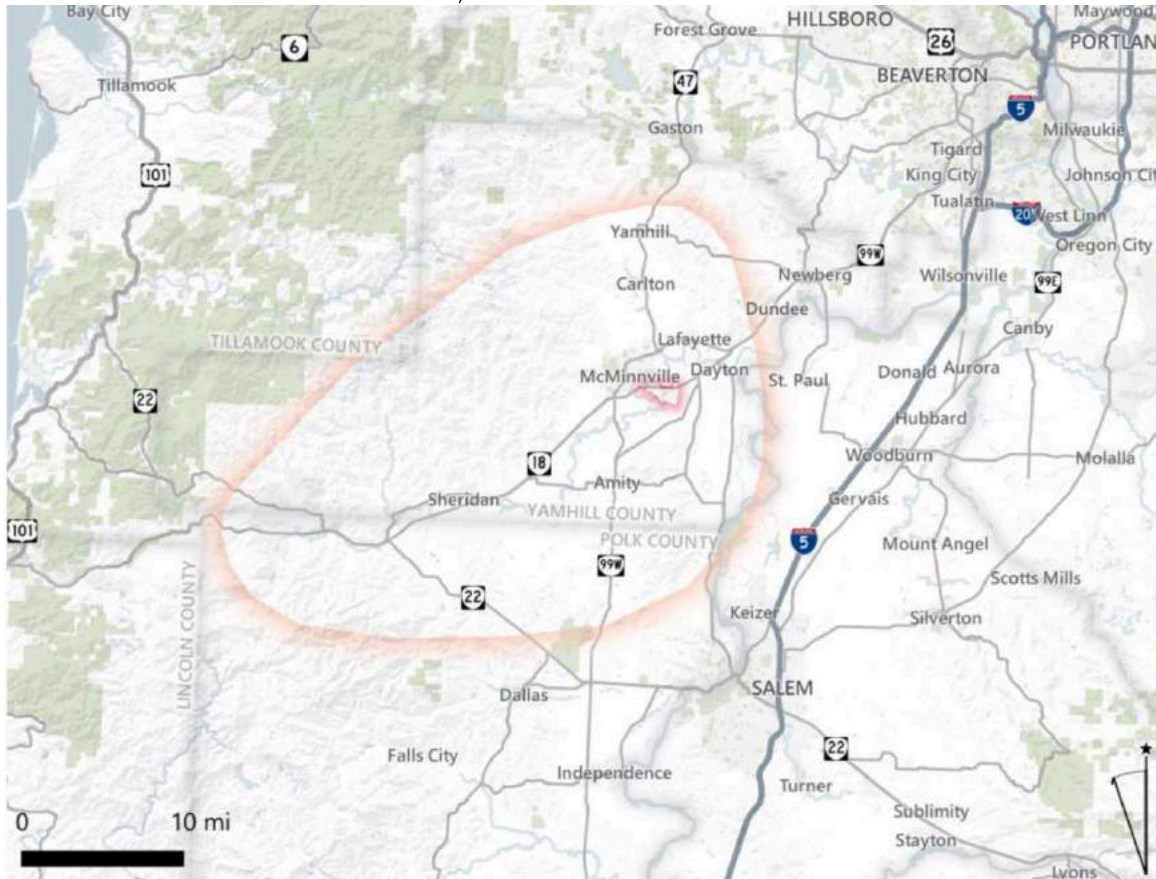
<sup>78</sup> The 2020 EOA update provides updated information related to comparative advantages and disadvantages, while keeping the structure of the 2013 EOA. Factors that are no longer relevant to McMinnville were removed.

<sup>79</sup> Source is [www.maps.google.com](http://www.maps.google.com).



the majority of Yamhill County. For reference, a map of McMinnville's market area is provided in Exhibit 39.<sup>80</sup>

**Exhibit 39. McMinnville Market Area, 2019**



Source: McMinnville Three Mile Lane Area Plan: Market Analysis; TIGER, Leland Consulting Group.

McMinnville has a substantial population-to-jobs ratio of 2.2, compared to 2.5 in Newberg, and 3.0 in Yamhill County.<sup>81</sup> This is due in part to McMinnville's ability to attract workforce both locally and regionally. As noted by the 2007 MEDP, McMinnville offers potential for commercial retail uses that often require a substantial trade area base of 50,000-100,000 or more customers for market viability.<sup>82</sup> The competitive viability of service uses such as regional professional, business, financial and medical facilities also benefits from the ability to serve a market area extending beyond the immediate community. The 2019 Strategic Plan confirms opportunities for McMinnville to expand on both retail and non-retail commercial uses.

- *Proximity to regionally recognized destination attractions including Yamhill and Willamette Valley wineries, Evergreen Museum & downtown McMinnville as specialty destinations. The*

<sup>80</sup> McMinnville Three Mile Lane Area Plan: Market Analysis, Leland Consulting Group, April 2019.

<sup>81</sup> Based on analysis of 2017 covered employment data from OED and population data from PSU.

<sup>82</sup> Population standards for a regional center are included in sources such as the Urban Land Institute, *Shopping Center Development Handbook*, 1999. Minimum population size can vary by type of retail or service commercial business.

North Willamette Valley region—comprised of Yamhill-Carlton, Chehalem Mountains, McMinnville, Ribbon Ridge, Dundee Hills, and Eola-Amity Hills – has been identified with 503 wineries and 20,279 acres of grapes as of 2018.

In addition to recognition as the leading production area for Oregon’s wine industry, Yamhill County agricultural production adds to both local and visitor appeal. The area is known for quality fresh-to-market products including berries, nuts, milk, eggs, fruits and vegetables – and increasingly for custom/organic livestock production. Nursery crops, grass and legume seeds, Christmas trees, grain and hay add to the diversity of Yamhill County agricultural production – as the 6<sup>th</sup> leading county in terms of value of production in Oregon in 2017.<sup>83</sup>

The Evergreen Air Museum attracted an estimated 88,400 visitors in 2018. With over 3 million annual visitors, the Spirit Mountain Casino located 24 miles from downtown McMinnville is widely cited as one of the top visitor draws in the state.<sup>84</sup>

McMinnville also is recognized statewide for its remarkable comeback and current vitality of its historic downtown core area. Promoted as “Oregon’s favorite main street,” the McMinnville Downtown Association characterizes the appeal of downtown in these terms:

“Quaint boutiques, unique shops, and local galleries abound. Music fills the air from our farmers’ market performers and outdoor concerts all summer long, and pours out of our restaurants and pubs on winter evenings.”<sup>85</sup>

#### Disadvantages:

- *Retail sales leakage occurring due to lack of major comparison retail.* As described by the Three Mile Lane market analysis, there is a considerable retail sales leakage of an estimated \$208 million annually throughout the McMinnville Market Area. Factoring in household growth projections, the market analysis forecasts demand for an additional 539,000 square feet of retail development in the McMinnville market area over the coming decade, with 150,000 square feet (or about 28%) being captured in the Three Mile Lane area.<sup>86</sup>

Sites in the McMinnville UGB offer the potential to serve a local and regional market extending to Sheridan/Willamina, Polk County and even some coastal communities – with improved opportunity to serve the Newberg-Dundee area as a result of the recently completed bypass construction. Centrally located sites with good highway access and street visibility can be instrumental to attract commercial businesses that may require market areas of 50,000-100,000+ population.

<sup>83</sup> U.S. Census of Agriculture. Yamhill County Profile. 2017.

<sup>84</sup> As cited by Memorandum #2, Market Study Current Conditions, prepared as part of Northeast Gateway Plan by Leland Consulting Group for the City of McMinnville, May 23, 2011.

<sup>85</sup> As cited by [www.downtownmcminnville.com](http://www.downtownmcminnville.com), as of September 2012.

<sup>86</sup> McMinnville Three Mile Lane Area Plan: Market Analysis, Leland Consulting Group, April 2019.

- *Need for additional value-added opportunities for visitors.* A key challenge for the future is to provide more and better value-added opportunities for visitors to spend more time and money while visiting the McMinnville area.

Also, the 2019 *Willamette Valley Winery Association Visitor Profile Study* reported that about 53.8% of domestic visitors to the area are non-Oregon residents. Survey respondents noted difficulty of travel to the Willamette Valley as a key factor in not returning to the area. The study also stated that the typical Oregon resident wine tourist spends about \$151.63 per person per day, while the typical non-Oregon resident spends about \$416.43 per person per day.

**Note:** The 2013 EOA noted the following disadvantage at that time:

*“Limited duration of tourism visitation & low expenditure capture.* While the McMinnville area and Yamhill County can now boast some of the state’s top tourism attractions, visitor spending does not appear to match visitation. This is because visitors tend not to stay overnight (but are often day visitors) and do not appear to be making substantial expenditures while in the area.”

This has changed substantially. Visit McMinnville reports that visitor spending in Yamhill County has doubled in the last ten years. Lodging statistics in McMinnville are up across the board, including demand, rate, length of stay, occupancy, revenue, and number of properties & inventory of rooms.

**Availability of Transportation Facilities for Access & Mobility.** Location, size and buying power of markets are substantially affected by current and planned transportation facilities. This is particularly the case in Yamhill County which increasingly has experienced the negative economic development effects of highway congestion on the 99W corridor. However, completion of Phase 1 of the Newberg-Dundee Bypass in January of 2018 has partially reduced congestion, especially for local residents of the region.

Economic development opportunities may be substantially enhanced with further plans for transportation improvements—as with the second phase of the Newberg-Dundee bypass, which is currently in its design phase. A broader look at the role transportation plays in shaping McMinnville’s economic opportunities is outlined as follows.

*Advantages:*

- *Western & mid-valley cross-roads.* McMinnville is directly served by Highway 99W – as a historically significant central organizing spine to access commercial and industrial businesses throughout the community. Highway 18 has come to play an increasingly important role, not only as a by-pass route for through traffic traveling between the Oregon coast and the Portland metro area but also as a means of accessing more local and regional employment/institutional uses as well as the McMinnville airport. While not directly in McMinnville, Highway 22 (via 99W) provides access to Salem and to Interstate 5 (within approximately 30 miles).

- *Changing traffic patterns.* While serving as one indicator of overall economic activity, this is of particular importance for retail and service businesses as well as tourism oriented destinations reliant on high traffic counts. As of 2018, an estimated 22,900 vehicles per day traveled Highway 18 in the vicinity of the McMinnville airport – an increase of 44% over 2005 counts.<sup>87</sup>

On Highway 99W, up to an estimated 21,900 vehicles traveled daily through McMinnville in 2018, (representing an increase in 99W in-town traffic with 18,900 vehicles in 2013).<sup>88</sup>

- *Air and rail accessibility.* As a general aviation airport, McMinnville Municipal Airport has the capacity to handle corporate jet aircraft – together with availability of aircraft rentals, flight instruction, aircraft maintenance, and fuel. The Portland International Airport (PDX) is located 36 miles from McMinnville, offering daily direct flights with passenger and freight service to Asia, Europe, and Mexico as well as cities throughout the U.S.

The Willamette and Pacific Railroad maintains freight service to McMinnville industrial users. This short-line carrier connects to the Burlington Northern Santa Fe and Union Pacific carriers for transcontinental shipments to and from McMinnville.

#### *Disadvantages:*

- *Poor linkages to Interstate freeway access.* Congestion on the 99W corridor in the area of Dundee and further north is cited as a disincentive to business investment from existing and prospective new firms in documents including the 2019 *MAC-Town 2032 Economic Development Strategic Plan*. Of particular concern is the approximate 30-mile distance from McMinnville to the Interstate 5 corridor, exacerbated by substantial congestion affecting connecting routes during much of the business day, especially for the segment of the 99W corridor extending from the Highway 18 merge north of McMinnville through Newberg. The *MAC-Town 2032 Economic Development Strategic Plan* notes that the development of the Highway 99 bypass will likely “improve access to McMinnville.”
- *Challenging Air & Rail Service.* While the distance to PDX for scheduled air service is less than 50 miles, regional roadway congestion makes travel times unpredictable during business hours and about half this distance from McMinnville occurs on two-lane roadways. With increasing regional traffic congestion, access to Portland International Airport is ever more problematic both for freight shippers and employees who must travel for their jobs.

As described by the 2001 EOA, “lack of convenient and efficient access to Portland International Airport was one factor cited by Hewlett-Packard in its decision to leave McMinnville, and it may discourage other existing or prospective firms from expanding

<sup>87</sup> Annual Average Daily Traffic counts (point near McMinnville Airport). Oregon Department of Transportation. <https://gis.odot.state.or.us/transgis/>

<sup>88</sup> Annual Average Daily Traffic counts (point near McMinnville High School). Oregon Department of Transportation. <https://gis.odot.state.or.us/transgis/>

or locating in McMinnville.” Also noted is that rail traffic bound for Portland has been routed south, then north, due to the unsuitability of existing trackage north of McMinnville.

The Oregon Department of Transportation (ODOT) completed construction of Phase 1 of the Newberg-Dundee Bypass and has proceeded into the design phase for Phase 2, which will affect economic opportunities in the coming years. Per the fact sheet associated with Phase 1 of the Bypass project, congestion was reduced by approximately 20% in downtown Newberg and by 40% in downtown Dundee. Freight traffic was also reduced by approximately 45% in Newberg and 68% in Dundee. These congestion reductions have the added benefit of increasing safety on 99W and simultaneously diminishing travel time during peak commute periods.<sup>89</sup> The Phase 2 improvement (currently in a design phase) is expected to have the effect of further reducing travel times on the 99W corridor north of McMinnville to Newberg via an extension of the Phase 1 Bypass.

**Public-Private Facilities, Services & Environmental Factors.** This discussion combines related items of OAR 660-009-0015(4) as related to public facilities and public services, access to suppliers and utilities, necessary support services, and environmental limitations. This is due to the inter-connected roles of these factors in affecting overall economic activity for both industrial and commercial business activities.

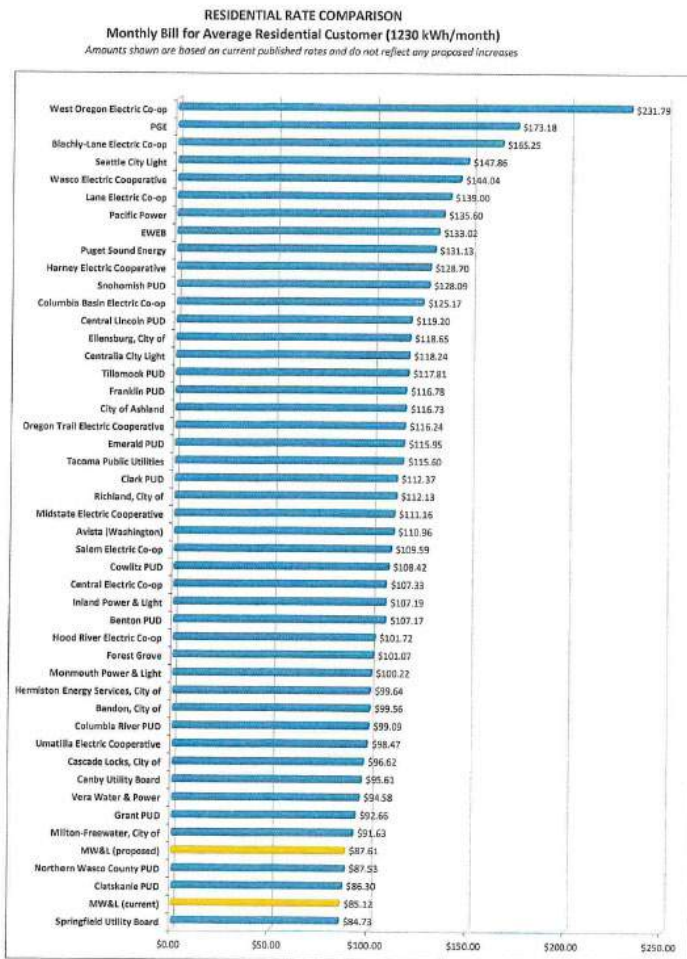
The availability and cost of both public and private support services can affect the costs of living or doing business in McMinnville. Environmental factors can similarly serve to constrain or, in some cases, benefit economic development investments. A firm’s location decision may reflect consideration of the comparative value versus cost of doing business in McMinnville or other potentially viable locations in Oregon or elsewhere.

*Advantages:*

- *Low public utility rates.* McMinnville is recognized as offering low electricity and water rates compared with other public and private utilities region-wide and statewide (Exhibit 40). The public utility provider, McMinnville Water and Light (MW&L), was founded in 1889 and continues to provide low cost, reliable water and power services.

<sup>89</sup> Oregon Department of Transportation. 2014. *Newberg-Dundee Bypass Project*. Retrieved from: <http://oregonjta.org/region2/files/highway99w/docs/overall-fact-sheet-for-web-dec-2014.pdf>

## Exhibit 40. Residential Rate Comparison for Oregon Utility Services



Source: McMinnville Water and Light.

- *Water & sewer capacity for growth.*
  - *Water supply and water rights.* Water supply is from the Yamhill and Nestucca River basins. In 2005, MW&L completed expansion of McGuire Reservoir, more than doubling reservoir capacity, providing ample water supply through at least 2025. Beyond 2025, MW&L has sufficient capacity for water rights and supply to meet needs through at least 2075. This will address needs for the City's 20-year planning horizon of 2041 and the longer 2067 planning horizon.
  - *Treatment capacity.* In 2010, MW&L completed expansion of the Water Treatment Plant (WTP). This increased capacity from 13 MGD to 22 MGD. The WTP can be expanded from the current 22 MGD to a maximum of 30 MGD. MW&L's 2010 master plan projects that this will provide treatment capacity through 2045. This addresses needs through the City's 20-year planning horizon through 2041, and MW&L can either expand treatment capacity at this location or supplement with new treatment capacity from the new intake on the Willamette to meet needs beyond 2045 through the 2067 planning horizon.

- *Long-Term Water Supply.* Previously noted as a disadvantage in the 2013 EOA, recent actions have turned long-term water supply into an advantage. While recent expansions to McGuire Reservoir are expected to provide ample supply through about 2025, actions are also being undertaken to address longer-term needs. A 2008 Yamhill County Water Supply Analysis concluded that most providers in Yamhill County have adequate water rights to meet projected maximum day demands to 2050; exceptions are noted for Dayton, Lafayette, McMinnville Water and Light (MWL), and Yamhill. As a result, MWL is partnering with the Cities of Carlton, Dayton and Lafayette in an application to the state to secure a water permit to the Willamette River as a potential second municipal source. In addition, this will provide McMinnville with a secondary source, as well as adequate supply and water rights through 2075.

In 2011, the Yamhill Regional Water Authority (YRWA) acquired a water right on the Willamette River with a 2011 priority date. In 2016, MW&L acquired an additional right with a priority date of 1982. In 2017, MW&L purchased a site on the Willamette River for a future intake and pump station. In 2018, MW&L procured the services of Carrollo Engineering to verify that the site would support facilities for a 50 MGD intake and pump station. In 2019, MW&L signed an agreement to supply water to the City of Lafayette. Engineering Design of the inter-tie is underway with construction in 2020. Tentative plans are to start supplying Lafayette with water in the summer of 2020. In 2020, MWL anticipates acquiring an additional senior water right from the Willamette for 4.8 MGD. For McMinnville, this means there will be adequate supply and water rights to meet needs through at least 2075.

- *Internet Services.* In the 2019 strategic plan, goal 1.4.3, which is to "identify and complete high-priority infrastructure projects that serve McMinnville's current and future business community," details a potential project where City staff will evaluate a 10GB fiber network with local Internet Service Provider, Online Northwest.
- *Local business entrepreneurship – with a record of technological innovation.* Focus groups conducted in 2007 for the MEDP strategic economic development plan coupled with interviews for the Marion-Polk-Yamhill County regional economic development strategy have pointed to this factor as a major distinctive strength of the mid-Willamette Valley region. The *MAC-Town 2032 Economic Development Strategic Plan* dedicates one of its target sector goals to foster opportunities in technology and entrepreneurship. This goal is comprised of four strategies, which include making McMinnville a location for small- and medium-sized technology firms to relocate and grow, provide co-working and other work arrangements enabled by telecommunications technology, incubate new businesses and start-ups, and create new talent pipelines for tech-related occupations.<sup>90</sup>

<sup>90</sup> City of McMinnville. *MAC-Town 2032: Economic Development Strategic Plan*. Retrieved from: <https://www.mcminnvilleoregon.gov/sp/page/mac-town-2032-economic-development-strategic-plan>



Perhaps less readily recognized is the diversity of other small manufacturing and industrial companies that serve global markets through technological innovation and astute market positioning. Examples range from area aerospace and metals component manufacturers to technology companies to wineries.

- *Comparative property tax rates.* While the significance of property and other taxes to business investment decisions is debated nationally and regionally, there is no question that McMinnville's relative tax burden has changed appreciably in a more favorable direction in recent years.
- *Economic development assistance.* A public services advantage noted with the 2001 EOA is the presence of the McMinnville Downtown Association, providing economic development assistance for businesses locating or expanding in the historic downtown. Since its formation in 1976, the association has been recognized for successful downtown revitalization and leadership among Oregon Main Street communities. Formed in 2006, the public-private organization, McMinnville Economic Development Partnership (MEDP), continues to serve as a single point of contact for economic development assistance for industrial and other firms throughout the McMinnville community. Further, the 2019 *MAC-Town 2032 Economic Development Strategic Plan* identified a "positive business climate perceptions and a sense of civic leadership" as a strength in McMinnville.

*Disadvantages:*

- *Environmental Effects on Land Supply.* The City of McMinnville has identified lands in steep slopes (of 15% or greater), floodplains, and wetlands identified in the National Wetlands Inventory (NWI) as environmental constraints. Lands with any of these characteristics are considered as constrained or unbuildable and have been deducted from lands identified as available whether vacant or partially vacant.

**Labor Market Factors (including Training).** This discussion combines two factors listed by OAR 660-009-0015(4) – notably items (d) labor market factors and (h) education and technical training programs – due to their mutual interdependence.

The availability of adequate, qualified labor is critical for economic development. This labor force is not limited to local McMinnville residents as local firms can draw workers from surrounding communities situated within a reasonable commute distance. Similarly, a portion of the McMinnville adult population may find employment in other communities – both nearby as well as extending into the Salem and Portland metro areas.

While direct information on the quality of the workforce is not always readily available, demographic characteristics that are typically used to indicate the quality of the labor force include age distribution, educational attainment, employment by occupation or industry, and race/ethnicity. Also of importance are opportunities for workforce training.

*Advantages:*

- *Favorable workforce demographics.* As detailed with the comparative demographic and economic data in Chapters 2 and 3 of this EOA update, factors conducive to adequacy of abundant labor supply in McMinnville include above average population growth rates, low median age of population, and high proportion of McMinnville residents who are able to find work locally. A well-represented Latino population also offers advantages for businesses that benefit from greater cultural diversity in accessing customers in a more diverse marketplace both regionally and nationally.
- *Ability to access much larger metro area workforce pool.* With an in-city labor pool of over 15,000, McMinnville employers have ready access to a countywide labor market of nearly 50,000. For some specialty positions in which the local market may not have adequate depth, there is an even larger regional Mid-Valley labor pool on which to draw – much of which is located within a 20-40 mile drive from McMinnville. However, employers have noted the immediately available labor pool in McMinnville as an issue.
- *Moderate local & countywide unemployment.* The 2013 EOA noted that McMinnville unemployment in McMinnville (in 2010) was 9.3%—above the U.S. rate of 9.0% and below the statewide rate of 10.4%. Comparatively, unemployment has improved since the recession. In 2018, the unemployment rate in Yamhill County was 3.8%.
- *The Linfield/Chemeketa Community College connection.* As a top-ranked U.S. News & World Report college in the western U.S., Linfield College has established a west coast if not national reputation for academic excellence and value. In December 2019, Linfield was ranked #117 among national liberal arts colleges by the national magazine U.S. News & World Report.<sup>91</sup> A question for the future may be how best to leverage this reputation for greater community and economic benefit.

The Chemeketa Community College – Yamhill Campus offers increasing opportunity for linkages with economic development, particularly through workforce training targeted to the needs of local employers. Another example of a partnership opportunity would be the creation of an entrepreneurship program – marketed cooperatively to area businesses. The Yamhill Valley Campus was expanded to a new location directly adjacent to the Highway 18 corridor in 2011.

- *Workforce training resources.* Workforce recruitment programs are available through the McMinnville WorkSource Center (Oregon's public workforce system), Express Employment Professionals, and the Oregon Employment Department. For young professionals, career centers at Linfield College, Chemeketa Community College (Yamhill Valley Campus), George Fox University, Portland Community College (Newberg), and McMinnville High School, provide support for improving skills and

<sup>91</sup> U.S. News. *Best Colleges Rankings*. Linfield College, 900 S.E. Baker St., McMinnville, OR. Rank information retrieved on December 19, 2019 from: <https://www.usnews.com/best-colleges/linfield-college-3198>

connecting them with businesses in the broader Yamhill County region.<sup>92</sup> Additionally, the MDEP operates a summer internship program named McMinnville WORKS, which assists in connecting local businesses with talented collegiate youth.<sup>93</sup>

*Disadvantages:*

- The most significant labor force disadvantage is indicated by relatively low rates of college graduates. Only 24% of McMinnville adults have college degrees, compared to 25% in Yamhill County and 32% in Oregon, according to 2013-2017 ACS 5-year estimates.
- A related disadvantage may lie with relatively high proportions of service workers – as compared with the entire county, Mid-Valley region, entire state and U.S. This is one reason that McMinnville household incomes are also below those of the comparison geographies.

However, in some cases this available labor force will constitute a comparative advantage for firms that depend on service occupations. This is especially the case if local work force skills can also be enhanced over time to allow for improved wages and career options.

**Other Factors.** In addition to the factors identified in conjunction with OAR 660-009-0015(4), there are other factors of importance specifically to the McMinnville community. These relate to local demographics and also land availability. Key advantages and disadvantages as noted from this and other similar analyses pertinent to McMinnville are outlined below.

*Advantages:*

- *Diverse industry mix.* McMinnville has a relatively diverse mix of industry for a community its size, a factor noted by the 2001 EOA. This diverse employment base is attributed, in part, to the actions of McMinnville Economic Development Partnership (MEDP). Also noted by the 2001 EOA, the 2007 MEDP Strategic Plan, and more recently in the 2019 MAC-Town 2032 *Economic Development Strategic Plan*), is that the local diversity of employment is due in part to the perceived quality of life in McMinnville. This factor is important to attracting businesses and entrepreneurs seeking quality communities for themselves and their employees.
- *A relatively young & diverse population – with increased Latino presence.* Median age of McMinnville residents is three years less than that of the entire state of Oregon. Higher proportions of residents are found locally for all age cohorts from childhood to young adults (to age 39). Companies looking for youthful workforce can find it in McMinnville.

<sup>92</sup> McMinnville Economic Development Partnership (MDEP), Find Your Workforce.  
<https://www.mcminnvillebusiness.com/workforce>

<sup>93</sup> MDEP, The McMinnville WORKS Summer Internship Program.  
<https://www.mcminnvillebusiness.com/mcminnville-works-internship-program>

McMinnville is at the leading edge of Oregon's population transformation. The community's Latino population increased from less than 15% of the city-wide total in 2000 to 22% in 2013-2017 (well above the statewide proportion of 13%). Throughout the entire mid-Willamette Valley region as well as statewide, the Hispanic/Latino population is expected to represent an increasingly important component of the next generation of workers and of customers for commercial services. McMinnville has an opportunity to lead the way – providing new career options for Latino workers and business development options for Hispanic-owned businesses.

- *Small-town residential charm including a walkable downtown.* While quality of life is often considered difficult to quantitatively assess, perceptions of quality of life relative to other communities can affect business location and expansion decisions. This is especially the case for entrepreneurial and other individually owned, non-corporate enterprises.

The 2018 Economic Development Strategic Plan's mission states, "Businesses leverage local and regional talent pipelines while attracting new employees and residents who value McMinnville's high quality of life... As we evolve, we prize our small-town roots and we maintain McMinnville's character."<sup>94</sup> As described by the website of the McMinnville Area Chamber of Commerce, "McMinnville is located in the western portion of Oregon's agriculturally rich Willamette Valley on U.S. Highway 99W."

The quiet, friendly city enjoys a central location to Pacific Ocean beaches (50 miles), the big city (Portland - 30 miles to the northeast), and the state capitol (Salem - 25 miles southeast), with an easy scenic drive to Mt. Hood and other ski areas. "McMinnville offers small-town charm in a full-service city."<sup>95</sup>

#### *Disadvantages:*

- *Restricted population growth.* Since 2000, population has been increasing somewhat more rapidly than the state, but at an approximate 1.4% per year average rate. In the past, City services have been able to match without experiencing major fiscal issues. However, continued population growth at a somewhat reduced coordinated population growth rate averaging about 1.2% per year is now forecast through 2067. Constrained land supply is restricting growth and the cost of services is increasing faster than increases in assessed values.
- *Vulnerability to eroding incomes & standard of living.* As of 2013-2017, median household incomes for McMinnville are 14% below Yamhill County and 10% below statewide medians. Average wages for the McMinnville UGB are comparable to Yamhill County but below comparable regional, statewide and national figures.

<sup>94</sup> MAC-Town 2032 Economic Development Strategic Plan. 2019. p.10.

<sup>95</sup> Cited from [www.mcminnville.org](http://www.mcminnville.org), as of September 2012.

As is occurring statewide and nationally, wages are now accounting for less than a 50% share of total personal income. Yamhill County residents also are more dependent on transfer payments than is the case regionally or nationally.

Future prosperity may be jeopardized to the extent that non-wage sources of income are subject to changing federal policies and the status of national/global investment markets – combined with social service needs for those dependent on transfer payments.

Improving the ratio of wage to non-wage income will be influenced directly through the combination of providing more jobs and better paying job opportunities locally.

- *Tentative integration of Latino population into community & business leadership.* As noted with the 2007 MEDP Strategic Plan, in many communities with rapidly growing Hispanic populations, it has proven challenging to effectively draw Latinos into positions of community leadership and business ownership. The result can be lost opportunity for Latino business patronage and a more dynamic cultural environment that draws new blood, new ideas and new investment. A foundational strategy in the *MAC-Town 2032 Economic Development Strategic Plan* is to “improve systems for economic mobility and inclusion,” with emphasis on training, resources, and support for underrepresented entrepreneurs and workers.
- *Inadequacy of commercial and industrial buildable land.* The 2001/03 and 2013 EOA processes all concluded that the McMinnville UGB would experience a deficit of buildable commercial land over a 20-year time horizon. The 2013 EOA resulted in a 36-acre deficit of commercial land for the 2013 to 2033 planning period, and the results in Chapter 5 show deficits of both commercial and industrial land for the 2021-2041 planning period.

## McMinnville's Strengths, Weaknesses, Opportunities, and Threats

As part of the *MAC-Town 2032 Economic Development Strategic Plan*, McMinnville community members completed a SWOT analysis for economic development in McMinnville. It describes McMinnville's Strengths, Weaknesses, Opportunities, and Threats.

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• High quality of life to boast about and attract investment</li> <li>• Strong, widely-recognized downtown</li> <li>• Robust wine and tourism economy, as well as cultural (e.g. Air and Space Museum) and recreational amenities that bring visitors</li> <li>• Well known regionally and nationally as a destination for wine and food, with some supporting tourist assets</li> <li>• Balanced employment across industry sectors</li> <li>• Presence and involvement of postsecondary educational institutions (Linfield College and Chemeketa Community College)</li> <li>• Location advantages:</li> <li>• Good location in proximity to major metro area</li> <li>• High quality soils in surrounding areas, climate suited for agriculture</li> <li>• Natural environment assets nearby, including Yamhill River, access to the ocean and mountains</li> <li>• Inexpensive power and water, with sustainable sources</li> <li>• Major infrastructure assets: major highways, freight rail, airport</li> <li>• Various parks and recreational assets</li> <li>• Positive business climate perceptions and a sense of civic leadership</li> </ul>	<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>• Relatively low educational attainment</li> <li>• A limited labor pool for local companies and those looking to relocate</li> <li>• Difficult access to and from I-5 and no near near-term possibility of a more direct connection</li> <li>• End-of -the-line location for wine country visitors coming from the Portland area</li> <li>• Lack of housing options</li> <li>• Low levels of professional and office office-using employment</li> <li>• Comparatively high poverty rates and low median household income</li> </ul>
<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Proximity to Portland allows McMinnville to capitalize on urban infrastructure and amenities</li> <li>• Local airport has comparative advantages over other regional airports</li> <li>• Highway 99 bypass : future completion will improve access to McMinnville</li> <li>• A stronger framework for regional collaboration , improved opportunity in surrounding communities</li> <li>• Opportunity sites for new downtown development</li> <li>• New housing development – higher density , diversity of types, live live-work units</li> <li>• Improved connections to the University of Oregon and Oregon State University</li> <li>• Stronger branding and improved gateways into McMinnville</li> <li>• Innovation in agriculture and food systems</li> <li>• Wine -oriented makerspace</li> <li>• Food hub</li> <li>• \$6M gift to Linfield College's wine program</li> <li>• Expanded culinary and craft beverage retail offerings</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Limited land availability for residential, commercial and industrial development</li> <li>• Regulatory challenges associated with UGB expansion</li> <li>• Worsening housing affordability</li> <li>• Brain drain due to local graduates leaving for other job markets</li> <li>• Absorption of projected growth without detrimental impacts to character, congestion, affordability</li> <li>• Future oversaturation of wine/tourism and increasing concentration of low-wage service industry jobs</li> <li>• Need to find a sustainable solution to homelessness</li> <li>• Future impacts of climate change on agriculture and related industries, including tourism</li> </ul>

## Target Industries

The characteristics of McMinnville will affect the types of businesses most likely to locate in the city. McMinnville's attributes that may attract firms are: McMinnville's access to land and resources; recreational opportunities; and quality of life.

### 2013 Updated Cluster Targets

The 2013 EOA recommended a short list of cluster target industries, described as:

- **Advanced Manufacturing.** Corresponds to an industry cluster pivotal to the Oregon Business Plan and Business Oregon (the Business Development Department). In McMinnville, this cluster is exemplified by major McMinnville employers including Cascade Steel, Meggitt Polymers and Composites, NW Unmanned Aerial Systems, Betty Lou's, Inc., and Freelin-Wade Co. Also included are agricultural producers ranging from employers in the emerging breweries to small boutique wineries as in the Granary district which also serve to complement the Yamhill County Agri-Business Economic and Community Development Plan.
- **Healthcare/Traded Sector Services.** Aimed to facilitate continued competitiveness and future expansion of non-manufacturing businesses that serve area residents plus customers located beyond the immediate McMinnville/Yamhill County community. Willamette Valley Medical Center and associated health care facilities can be expected to continue to experience employment growth in the years ahead. Examples of traded sector service activities are diverse, ranging from Linfield College to Evergreen International Airlines to Oregon Mutual Insurance. Also included is a significant component of small firms as the export-focused portion of McMinnville's fast growing and entrepreneurial service business sector such as Precision Analytical, Hurst Berry Farms Corporate Headquarters, and NW Rapid Manufacturing.

### MAC-Town 2032 Economic Development Strategic Plan Target Sectors

Furthermore, Goals 4-8 of the *MAC-Town 2032 Economic Development Strategic Plan* outline the "target sector goals and strategies," as well as potential tasks and projects, as follows:

- **4. Sustain and Innovate within Traditional Industry and Advanced Manufacturing**
  - 4.1 Ensure workforce availability in trades and other mid-skill positions.
    - Encourage expansion and allocate resources for middle, high school, and community and technical college programs that encourage career exploration and skills development in trades and mid-skill occupations
    - Convene a panel of business leaders from traditional industry and advanced manufacturing employers in McMinnville to pioneer a collaborative approach to expanding apprenticeships and volunteering employee time to teach in-demand skills to individuals evaluating trade-based careers.



- 4.2 Connect traditional industry and advanced manufacturing to innovation resources for sustainable growth.
  - Highlight industrial innovation in McMinnville through periodic events, posts and other marketing, connecting innovators through storytelling and innovation partnerships.
  - Plan and participate in an industrial innovation working group or recurring social event to facilitate idea sharing and cross-pollination among business leaders.
  - Connect business leaders with regional innovation resources through Business Oregon and other innovation-oriented organizations.
  - Consider an international sister city program to share innovative practices.
- 4.3 Expand and market land availability for industrial activities.
  - Promote and market the McMinnville Industrial Park as a target area for advanced manufacturing investment within Yamhill County.
  - Coordinate with McMinnville Industrial Promotion to ensure leadership succession and continued engagement.
- **5. Foster Opportunity in Technology and Entrepreneurship**
  - 5.1 Become a place where small and medium technology firms can relocate and grow.
    - Foster physical connections to existing tech and entrepreneurship hubs through low-cost air services.
    - Market McMinnville as a destination for young and aspiring employees to find opportunity in business, entrepreneurship, computer and software engineering and other programs in Oregon's post-secondary institutions.
    - Survey local "tech" employers to identify current regulatory shortcomings or infrastructural needs for business relocation and expansion.
    - Promote the concept of McMinnville's "tech terroir" to emphasize McMinnville's potential assets to entrepreneurs, business owners and others involved in tech-oriented occupations.
    - Explore opportunities to improve connections to and otherwise better leverage McMinnville's dark fiber ring for business use.
    - Hire an innovation officer and/or complete a comprehensive strategy around smart cities and innovation in urban sustainability.
    - Create an "Invest in the Future" grant program that is targeted towards private investment and business development with living wage job outcomes.

- 5.2 Provide opportunities for co-working, teleworking, and other arrangements enabled by telecommunications technology.
  - Collaborate to develop a coworking space to foster entrepreneurship, innovation and to enable convenient telecommuting to regional employers in Portland or elsewhere. Explore unique partnership opportunities for cooperative or pop-up telecommuting spaces.
- 5.3 Incubate new businesses and start-ups.
  - Maintain a list of funding sources for start-up and expansion grants for locally-owned businesses.
  - Coordinate with partners to improve access to funding and resources available through local foundations, non-profits and other funders in McMinnville to empower local capacity-building efforts.
  - Study the feasibility of aggregators or cooperatives to efficiently distribute locally-made products from McMinnville businesses to larger metropolitan markets.
- 5.4 Create new talent pipelines for tech-related occupations.
  - Connect business leaders with interested local educators to develop extracurricular activities and to improve current curricula and align education and training with emerging employer needs.
  - Cultivate relationships with post-secondary institutions to ensure awareness of job opportunities in McMinnville, and ensure that McMinnville job opportunities are represented on school job boards, in job fairs, and other promotional events.
- **6. Be a Leader in Hospitality and Place-Based Tourism**
  - 6.1 Make downtown the best it can be.
    - Evaluate current zoning, historical districts and designations, and existing land use patterns, including underutilized parcels, to ensure that key downtown parcels offer the highest and best use for their location.
    - Communicate with County officials to explore the potential for a purpose-built County facility, outside of downtown, that includes a courthouse, commissioners offices, and clerks office.
    - Continue to evaluate new downtown events to diversify downtown events and activities and publicize emerging retailers or other non-retail organizations.
    - Evaluate the feasibility of improving or expanding the provision of public restrooms in the downtown area.
  - 6.2 Become the preferred destination for wine-related tourism.

- Collaborate to expand marketing of McMinnville and Yamhill Valley products and to improve national and international recognition of local wine.
- Connect hoteliers and other hospitality professionals in Oregon and elsewhere to local opportunities for high-quality additions to McMinnville's current hospitality offerings.
- Collaborate with Travel Oregon to host a tourism workshop for McMinnville business owners to establish and leverage competitive advantages of over similar regional offerings.
- Leverage Linfield's wine studies program to identify opportunities to increase visitation to the Willamette Valley region and to the viticultural areas immediately surrounding McMinnville
- 6.3 Diversify tourism destinations beyond wine.
  - Create branded itineraries for a range of activities and distribute online and in hard copy throughout McMinnville and at local and regional airports to offer pre-planned adventures for visitors.
  - Optimize social media performance by continuing and expanding the use of hash tags, branded icons, slogans, and other techniques to highlight and encourage sharing of McMinnville-based experiences.
  - Conduct a feasibility study to identify the potential costs and economic and fiscal impacts of building an indoor sports complex for local recreation and regional event use.
  - Engage the Wings and Waves water park to identify and pursue opportunities for growth and expansion.
  - Become a national destination for bicycle tourism and other recreational and leisure activities.
- 6.4 Market and promote McMinnville.
  - Develop and maintain robust relationships with Travel Oregon, and seek promotion opportunities accordingly.
  - Document and track the economic impact of tourism and outdoor recreation to Yamhill Valley communities.
  - Work with visit McMinnville and local hoteliers to identify gaps in available conference space and to establish a plan to expand McMinnville's offerings for small and large conferences.
- **7. Align and Cultivate Opportunities in Craft Beverages and Food Systems**
  - 7.1 Maintain prominence in wine while looking for opportunities to innovate within supply chains, viticulture and production.

- Convene a technical assistance panel to identify new opportunities in urban wine-making and distribution and to establish a framework for collaboration and innovation in wine-making that best leverages public and private resources and identifies critical public/private partnerships.
  - Expand programming at IPNC to include a technical component for knowledge sharing between wine-makers and other professionals in viticulture and oenology.
  - Encourage collaborative research at Linfield and Chemeketa CC and facilitate connections between these schools and other viticulture programs nationally.
  - Proactively recruit beverage-makers that complement existing wineries and breweries, such as cideries and distilleries.
- 7.2 Locate higher job-density food and beverage activities within McMinnville.
- Ensure the sufficiency of regulations in applicable zones to accommodate urban wine-making and other non-retail aspects of the wine industry, including transportation and distribution.
  - Encourage further clustering of wine-oriented business in the Granary/Alpine District.
  - Contact wineries throughout the region to identify growth-oriented operations needing new or larger space, and target marketing and recruitment efforts accordingly.
  - Recruit food processing and production companies that offer synergies with wineries, such as charcuterie and cheese companies.
  - Coordinate with educational institutions to anticipate needs and ensure that McMinnville remains a hub for wine education while expanding culinary education and training locally
  - Hire an Agriculture Coordinator or Resource Officer to connect producers with resources and coordinate efforts to innovate within wine and agriculture.
  - Convene a group of wine-makers and entrepreneurs to evaluate the feasibility of a wine maker-space or similarly collaborative wine-making space for small producers, experimental products, or research.
  - Conduct a feasibility study and potentially complete a business plan for an integrated food hub and permanent, year-round farmer's market.
  - In partnership with other Oregon cities and counties, commission a study of value-added industry successes and best practices related to agriculture in western U.S. and Canadian communities.

- Liaise with researchers at OSU's Small Farms Program and other similar agricultural programs throughout the state and the region.
- Invite educators in the region to conduct research and teaching based in the Yamhill Valley, including possible distance learning and online college course options.
- Explore opportunities for expanded agricultural production using hydroponics, aquaponics and other similar cultivation methods
- 7.4 Open new markets for local agricultural products.
  - Establish a branding and marketing program for local agricultural products, such as "Yamhill County Grown" or similar.
  - Develop and market a local Farm-to-Table program by connecting Yamhill Valley farmers with local restaurants.
  - Explore the potential for a cooperative distribution model to move McMinnville's agricultural products to restaurants in the Portland metro.
- 7.5 Encourage a holistic approach to local food culture, improving connections to the local producers and cultivating a community of exceptional restaurants and culinary establishments.
  - Create a forum for local restaurateurs to connect with local agricultural producers and improve culinary offerings.
  - Work with stakeholders to establish a local demonstration or innovation kitchen that can be rented to test new recipes, host small events, or otherwise incubate local culinary endeavors.
  - Publicize local food offerings across all price levels through a branded guide to local cuisine, and distribute at and regional hotels, wineries, airports and other places frequented by travelers.
  - Partner on development of a "Farm-for-a-Day" agri-tourism program connecting local farming operations to paying guests.
  - Evaluate alignment of current food cart regulations with community goals.
- 7.6 Preserve natural assets while ensuring long-term stability in agricultural production.
  - Espouse an approach to environmental stewardship and encourage participation and support by local farmers for initiatives in keeping with this approach.
  - Establish and facilitate a business leadership group to identify solutions to sustainability challenges.

- Establish local resiliency infrastructure and training through programs like FEMA’s Community Emergency Response Teams (CERT) or other community-based models
- **8. Proactively Assist Growth in Education, Medicine and Other Sciences**
  - 8.1 Leverage institutional land assets and support planning for institutional growth and clustering.
    - Ensure that the Willamette Valley Medical Center can accommodate future growth through a master plan that includes supportive zoning, targeted capital improvements and other tools.
    - Use regulatory tools and constructive dialogue with businesses to encourage clustering of medical-professional uses near the Willamette Valley Medical Center and to create a regional anchor for health care.
    - Engage McMinnville’s large institutions in a dialogue about proactive planning for large and underutilized land assets.
    - Assess the desirability and potential feasibility of the creation of a “university district” or similar near one or more of McMinnville’s college campuses.
  - 8.2 Assist in recruitment and training to fill specific workforce needs.
    - Identify and fill gaps in education and training opportunities at local educational institutions for in-demand skills in “Eds and Meds” occupations.
    - Connect employers in education and health care to national skilled workforce pools through branding, recruitment, relocation incentives and other tools.
    - Explore public-private and other partnerships to improve amenities for students and employees, potentially including an expanded supply of student housing or housing appropriate for students on or near Linfield and Chemeketa campuses, and improved transportation to campuses and other institutions.
  - 8.3 Support the expansion of programmatic offerings at local institutions.
    - Work with Linfield College and Chemeketa CC to assess demand for education and training in health care and related services and to expand programming accordingly.
    - Engage Chemeketa CC leadership in a dialogue to explore the creation an on-site culinary and hospitality program.
    - Collaborate with leadership at the school district and at Linfield and Chemeketa to better engage Oregon’s four-year public universities.

- Connect local students with opportunities to work with OSU Extension, in labs or to participate in other UO and OSU programs prior to high school graduation.
  - Explore the creation of an aviation education program that leverages McMinnville's existing infrastructure and workforce assets.
  - Identify opportunities to bring programming offered at other Chemeketa Community College campuses to McMinnville, particular when serving established local industries.
  - Foster R&D opportunities for existing and emerging industries.
- 8.4 Improve and expand connections between key institutions and the City of McMinnville.
- Create safer and more intuitive physical connections to McMinnville from Linfield and Chemeketa, including better sidewalks, lighting and public transportation, particularly along Davis Street.
  - Proactively engage students in community events to improve dialogue between permanent residents and college attendees.



## 5. Forecast Employment and Land Needs

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Goal 9 requires cities to prepare an estimate of the amount of commercial and industrial land that will be needed over a 20-year planning period. The estimate of employment land need and site characteristics for McMinnville is based on expected employment growth and the types of businesses that are likely to locate in McMinnville over the 5-, 10-, 20-, and 46-year periods. This chapter presents the buildable land inventory, analysis of target industries that build from recent economic trends, an employment forecast and associated land needs, and other land needs that aren't accounted for by the employment forecast.

### EOA Update Process

The updated employment forecast and land needs estimates started with discussion of the assumptions used in the 2013 EOA. The project team conducted a detailed review of the 2013 assumptions and presented the assumptions, along with updated and new data to the Project Advisory Committee (PAC) for review and discussion during the September and October PAC meetings. The information generated considerable discussion at the PAC and ultimately resulted in PAC recommendations regarding the assumptions. The employment forecasts and land need estimates presented in this chapter reflect the PAC recommendations.

### Buildable Lands Inventory

The buildable lands inventory is intended to identify commercial and industrial lands that are available for development for employment uses within the McMinnville UGB. The inventory is sometimes characterized as *supply* of land to accommodate anticipated employment growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the type of development and other factors.

This chapter presents results of the commercial and industrial buildable lands inventory for the McMinnville UGB. The results are based on analyses of Yamhill County GIS property data and State of Oregon GIS employment data by ECONorthwest and reviewed by City staff. The remainder of this chapter summarizes key findings of the draft buildable lands inventory.

The buildable lands inventory was updated to account for expansion of the McMinnville UGB in 2020 and development that occurred through December 31, 2021.

The general steps in the buildable lands inventory are:

1. Generate UGB “land base”
2. Classify lands by development status
3. Identify constraints
4. Verify inventory results

## 5. Tabulate and map results

A key step in the buildable lands analysis is to classify each tax lot into a set of mutually exclusive categories based on development status. For the purpose of this study, all commercial and industrial tax lots in the UGB are classified into one of the following categories and based on a tax lot's status as of December 2021:

- *Vacant land.* Vacant land is defined as tax lots either (a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or (b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements. This is consistent with OAR 660-009-005(14).
- *Vacant small lot.* The OAR 660-009-005(14) definition of vacant land does not include lots smaller than one half-acre. McMinnville has a meaningful number of developed sites with existing employment uses that are less than one half-acre. Remaining vacant lots (i.e., with no improvements) less than one half-acre are defined as vacant small lots.<sup>96</sup>
- *Partially vacant land.* Partially vacant land is defined as tax lots between one and five acres occupied by a use that could still be further developed based on the zoning. The final determination of partially vacant land was based on a visual assessment of aerial imagery and City staff verification.
- *Developed land.* OAR 660-009-0005(1) defines developed land as “Non-vacant land that is likely to be redeveloped during the planning period.” Lands not classified as vacant, partially-vacant, or public or exempt are considered developed.
- *Public or exempt land.* Lands in public or semi-public ownership are considered unavailable for commercial or industrial development. This includes lands in Federal, State, County, or City ownership as well as lands owned by churches, institutions, and other semi-public organizations, and properties with conservation easements. Public lands were identified using the Yamhill County Assessment property tax exemption codes and City staff verification.

The next section provides a summary of the results of the commercial and industrial buildable lands inventory for the McMinnville UGB in both tabular and map formats. Appendix A. Buildable Lands Inventory presents the detailed methodology for developing the inventory.

<sup>96</sup> This development status classifications was added to the buildable lands inventory based on PAC recommendation at the February 27, 2020 meeting.

## Buildable Lands Inventory Results

Exhibit 41 summarizes all land included in the employment land base (e.g., lands with plan designations that allow employment) in the McMinnville UGB. ECONorthwest used this land base in the buildable lands inventory for McMinnville. The land base includes traditional employment designations within the McMinnville UGB, which includes about 1,494 acres in 983 tax lots in total.<sup>97</sup>

### Exhibit 41. Tax lots and total acres in employment land, McMinnville UGB, 2023

Source: ECONorthwest analysis of data from Yamhill County and City of McMinnville.

Zone/Plan Designation	Number of taxlots	Percent	Total taxlot acreage	Percent (total acreage)
<b>Commercial</b>	<b>718</b>	<b>73%</b>	<b>607</b>	<b>41%</b>
Commercial C-1	1	0%	1	0%
Commercial C-2	1	0%	4	0%
Commercial C-3	652	66%	502	34%
Office/Residential O-R	59	6%	19	1%
Commercial Plan Des.	5	1%	80	5%
<b>Industrial</b>	<b>265</b>	<b>27%</b>	<b>888</b>	<b>59%</b>
Industrial M-1	42	4%	81	5%
Industrial M-2	203	21%	596	40%
Industrial M-L	2	0%	115	8%
Industrial Plan Des.	18	2%	96	6%
	<b>983</b>	<b>100%</b>	<b>1,494</b>	<b>100%</b>

<sup>97</sup> Note: the 2013 EOA reported a total acreage that included land with a public or semi-public (i.e., institutional) use. Since the 2020 update accounted for public and institutional land need separately, the resulting total acreage of employment land is lower.

## Development Status

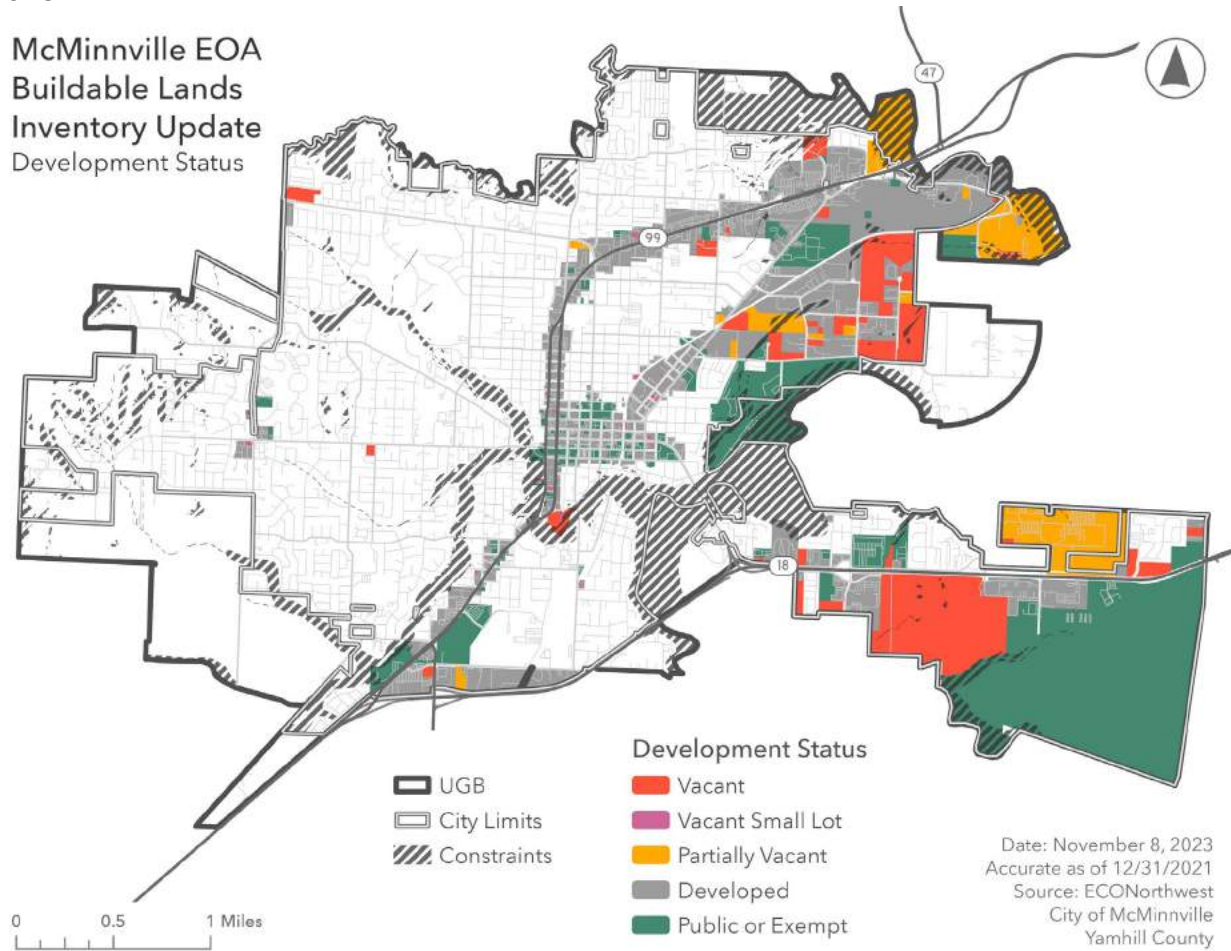
Exhibit 42 shows commercial and industrial land in McMinnville by development status. Of the 1,494 total acres, about 878 acres (59%) are in classifications with no development capacity (or, “committed acres”). Of the remaining 616 acres, 147 acres (10%) are constrained and 469 acres (31%) are buildable land with development capacity. Appendix A. Buildable Lands Inventory provides more detail about the constraints associated with employment land, as recommended by the PAC.

### Exhibit 42. Employment acres by classification and plan designation, McMinnville UGB, 2023

Source: ECONorthwest analysis of data from Yamhill County and City of McMinnville.

Zone/Plan Designation	Total Acres	Committed Acres	Constrained Acres	Buildable Acres
<b>Commercial</b>	<b>607</b>	<b>433</b>	<b>59</b>	<b>115</b>
Commercial C-1	1	1	0	-
Commercial C-2	4	-	-	4
Commercial C-3	502	418	6	79
Office/Residential O-R	19	11	5	3
Commercial Plan Des.	80	4	47	28
<b>Industrial</b>	<b>888</b>	<b>445</b>	<b>88</b>	<b>354</b>
Industrial M-1	81	55	11	15
Industrial M-2	596	354	26	215
Industrial M-L	115	24	3	88
Industrial Plan Des.	96	12	48	36
<b>Total</b>	<b>1,494</b>	<b>878</b>	<b>147</b>	<b>469</b>

**Exhibit 43. Employment land by classification with development constraints, McMinnville UGB, 2023**



## Vacant Buildable Land

The next step in the commercial and industrial buildable land inventory was to net out portions of vacant tax lots that are unsuitable for development. Areas unsuitable for development fall into three categories: (1) developed areas of partially vacant tax lots, (2) areas with service constraints, (3) areas with physical constraints (areas with wetlands, floodways, floodplain, and steep slopes as summarized in Appendix A).

**Exhibit 44. 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.

Zone/Plan Designation	Total Buildable Acres	Buildable Acres on Vacant Lots	Buildable Acres on Partially Vacant Lots
<b>Commercial</b>	<b>115</b>	<b>50</b>	<b>65</b>
Commercial C-1	-	-	-
Commercial C-2	4	4	-
Commercial C-3	79	43	36
Office/Residential O-R	3	3	-
Commercial Plan Des.	28	0	28
<b>Industrial</b>	<b>354</b>	<b>301</b>	<b>53</b>
Industrial M-1	15	13	2
Industrial M-2	215	200	15
Industrial M-L	88	88	-
Industrial Plan Des.	36	1	35
<b>Total</b>	<b>469</b>	<b>352</b>	<b>117</b>

When the City amended its UGB in 2020 with the adoption of Ordinance No. 5089, 39.30 acres of future neighborhood serving commercial land was designated Urban Holding that will be specifically located as the Urban Holding designated land is area planned per the provisions of the *McMinnville Growth Management and Urbanization Plan, Appendix G – Framework Plan*.

Exhibit 45 summarizes the land buildable employment land within current zoning from Exhibit 44 and the additional 39 acres of land in Urban Holding for neighborhood serving commercial. It shows that McMinnville has 154 acres of land for commercial uses and 354 acres of land for industrial uses.

In McMinnville, it is common that development applications include approvals for “Planned Developments” which may modify the underlying zoning regulations, and may include an associated master plan for a property. Permitted uses in zoning districts may be amended to include other uses on a portion of the property, or certain uses otherwise permitted in the underlying zoning may be precluded by the Planned Development overlay regulations. For example, while the Evergreen property is zoned C-3 General Commercial, it is subject to a Planned Development overlay that restricts uses to certain tourism-related uses.

**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.

Plan Designation	Buildable Acres
<b>Commercial</b>	<b>154</b>
Commercial zones	115
Urban Holding Plan Des.	39
<b>Industrial</b>	<b>354</b>
<b>Total</b>	<b>508</b>

The newly added 39 acres of land for neighborhood commercial services in the Urban Holding Plan Designation is not shown in Exhibit 46 or Exhibit 47 because it has not yet been zoned for commercial uses and is still designated as part of the Urban Holding Plan Designation (which is mapped in the buildable lands inventory of the *McMinnville Housing Needs Analysis* report). The City will zone specific land within the Urban Holding Plan Designation for neighborhood serving commercial land as part of future planning processes.



Exhibit 46 shows the size of lots by plan designations for buildable employment land. McMinnville has 23 lots less than 0.5 acre (5.9 acres of land); 20 lots between 0.5 and 1 acres (15.4 acres of land); 33 lots between 1 and 5 acres in size (79.9 acres of land); 11 lots between 5 and 10 acres in size (72.8 acres of land); 5 lots between 10 and 20 acres in size (69.6 acres); and 4 lots over 20 acres in size (225.4 acres of land).

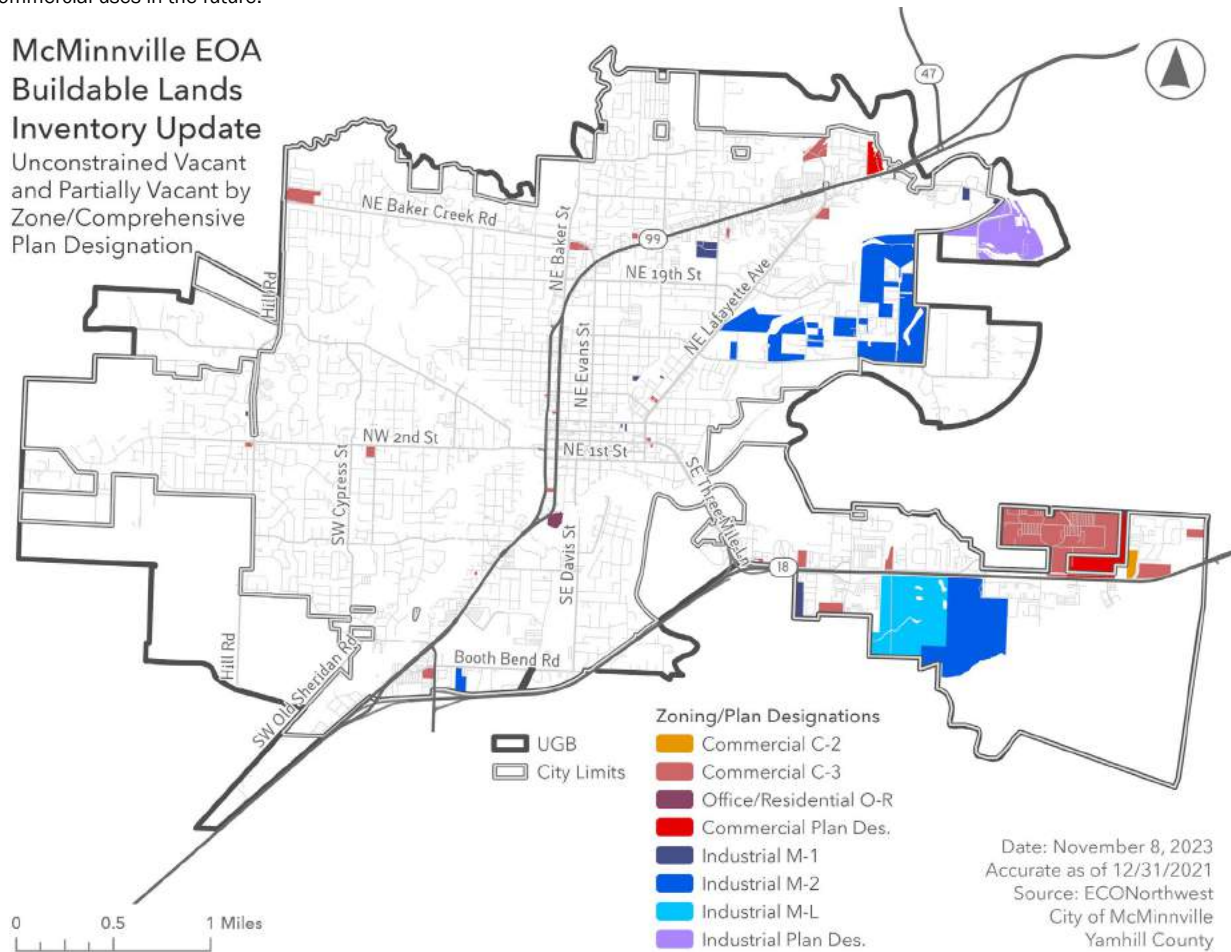
#### Exhibit 46. Lot size by plan designation, buildable acres, McMinnville UGB, 2023

Note: This exhibit does not include the 39 acres of land in Urban Holding for future neighborhood serving commercial uses.

Buildable Acres in Tax Lots										
	< 0.50 Acre	0.50 - 0.99 Acres	1.00 - 1.99 Acres	2.00 - 4.99 Acres	5.00 - 9.99 Acres	10.00 - 19.99 Acres	20.00 - 25.00 Acres	25.01 - 49.99 Acres	50.00+	Total
Buildable Acres on Partially Vacant Tax Lots										
Commercial	0.4	0.7	-	4.4	22.4	13.5	23.2	-	-	65
Commercial C-3	0.4	0.7	-	4.4	17.4	13.5	-	-	-	36
Commercial Plan Des.	-	-	-	-	5.0	-	23.2	-	-	28
Industrial	1.1	5.6	3.5	25.5	-	16.8	-	-	-	53
Industrial M-1	-	-	2.4	-	-	-	-	-	-	2
Industrial M-2	0.8	2.9	-	11.4	-	-	-	-	-	15
Industrial Plan Des.	0.4	2.7	1.2	14.1	-	16.8	-	-	-	35
Buildable Acres on Vacant Tax Lots										
Commercial	3.3	2.9	3.5	21.2	19.5	-	-	-	-	50
Commercial C-2	-	-	-	4.2	-	-	-	-	-	4
Commercial C-3	2.7	2.9	3.5	14.2	19.5	-	-	-	-	43
Office/Residential O-R	0.5	-	-	2.7	-	-	-	-	-	3
Commercial Plan Des.	0.0	-	-	-	-	-	-	-	-	0
Industrial	1.1	6.2	12.3	9.4	31.0	39.4	24.3	-	177.8	301
Industrial M-1	0.8	1.0	-	-	10.9	-	-	-	-	13
Industrial M-2	0.3	4.5	12.3	9.4	20.0	39.4	24.3	-	89.6	200
Industrial M-L	-	-	-	-	-	-	-	-	88.2	88
Industrial Plan Des.	-	0.8	-	-	-	-	-	-	-	1
Acreage Subtotal	5.9	15.4	19.4	60.5	72.8	69.6	47.5	-	177.8	469
Number of Partially Vacant Tax Lots with Buildable Acreage										
Commercial	1	1	-	1	3	1	1	-	-	8
Commercial C-3	1	1	-	1	2	1	-	-	-	6
Commercial Plan Des.	-	-	-	-	1	-	1	-	-	2
Industrial	3	8	3	7	-	1	-	-	-	22
Industrial M-1	-	-	2	-	-	-	-	-	-	2
Industrial M-2	2	4	-	3	-	-	-	-	-	9
Industrial Plan Des.	1	4	1	4	-	1	-	-	-	
Number of Vacant Tax Lots with Buildable Acreage										
Commercial	15	4	2	7	3	-	-	-	-	31
Commercial C-2	-	-	-	1	-	-	-	-	-	1
Commercial C-3	12	4	2	5	3	-	-	-	-	26
Office/Residential O-R	2	-	-	1	-	-	-	-	-	
Commercial Plan Des.	1	-	-	-	-	-	-	-	-	
Industrial	4	7	9	4	5	3	1	-	2	35
Industrial M-1	2	1	-	-	2	-	-	-	-	5
Industrial M-2	2	5	9	4	3	3	1	-	1	28
Industrial M-L	-	-	-	-	-	-	-	-	1	1
Industrial Plan Des.	-	1	-	-	-	-	-	-	-	
Lot Subtotal	23	20	14	19	11	5	2	-	2	96

Source: ECONorthwest analysis of data from Yamhill County and City of McMinnville.

Note: This exhibit does not show the 39 acres of land in Urban Holding for future neighborhood serving commercial uses. The *McMinnville Housing Needs Analysis* buildable lands inventory shows all land in Urban Holding, including the land that will be zoned for neighborhood commercial uses in the future.



## Forecast of Employment Growth and Commercial and Industrial Land Demand

Demand for industrial and commercial land will be driven by the expansion and relocation of existing businesses and by the growth of new businesses in McMinnville. The employment projections in this section build off of McMinnville's existing employment base, assuming overall future growth is similar to Yamhill County's long-term historical employment growth rates.

The employment forecasts do not take into account a major change in employment that could result from the location (or relocation) of one or more large employers in the community during the planning period that would account for a substantial portion of the overall forecast. Such a major change in the community's employment would exceed the growth anticipated by the city's employment forecast and its implied land needs (for employment, but also for housing, parks, and other uses). Major economic events, such as the successful recruitment of a very large employer, are difficult to include in a study of this nature. The implications, however, are relatively predictable: more demand for land (of all types) and public services.

The 2013 EOA defined the process of projecting demand for industrial and commercial land as a series of 10 steps. The table below outlines these steps and identifies the recommendations, if applicable, decided by the PAC during meetings held between July and November of 2019. Generally, the PAC started with a discussion of the assumptions used in the 2013 EOA, and reviewed alternatives for the 2020 update.

**Exhibit 48. Steps to project demand for commercial and industrial land in McMinnville**

Step	Purpose	Options	Recommended Option
Step 1. Set Forecast Time Period	Establish the 20-year planning period; select a base year	2021-2041 with adjustments to account for 2019-21	The state requires a 20-year planning period; 2021-41 is used for consistency with the Housing Needs Analysis
Step 2. Population Forecast	The population forecast does not serve a direct purpose other than being the basis for one of the safe harbor employment forecast methods.	Use the required PSU forecast.	State policy allows no flexibility in this process.
Step 3. Evaluate UGB Employment Trend	Inform allocations of employment to land use types.	This is an analytical step and does not require assumptions.	
Step 4. Evaluate and Select Job Forecast	Develop a 20- and 46-year employment forecast.	Option 1 (low-growth, 1.13%): OED safe harbor method  Option 2 (medium-growth, 1.36%): PSU safe harbor population forecast  Option 3 (high-growth, 1.70%): Non-safe harbor method used as the baseline in the 2013 EOA.	Option 2
Step 5. Allocate Job Growth by Land Use Type Scenarios	Allocate jobs to land using land use types.	Option 1: 2013 EOA Method  Option 2: Four land use types (service commercial, retail, industrial, govt)  Option 3: Five land use types (the four above plus a tourism category).	Option 3
Step 6. Allocate Job Growth by Land Development Status	This step makes deductions for employment that will not require vacant land.	Option 1: 17% (per 2013 EOA) Option 2: Alternative assumption justified by PAC.	5% for all land use types
Step 7. Apply Job Density Factors	Analyze existing job densities to inform density factors (expressed in employees per acre – EPA)	Option 1: use factors from the 2013 EOA  Option 2: use modified factors based on analysis	11 employees per acre for industrial land use type 23 employees per acre for commercial land use types
Step 8. Estimate 20-Year Employment Land Demand	Apply all of the assumptions to the land demand model to estimate 20- and 46- year land demand.	No options – this is an analytical step	n/a
Step 9. Estimate Additional Land Need Not Determined in Forecast	This step accounts for other types of employment land need including other needed sites and retail leakage.	Option 1: Do not assume additional need  Option 2: Provide findings and analysis that supports additional land needs.	Option 2.
Step 10. Compare Land Demand to Supply	Compare land need to the supply as documented in the buildable land inventory. Conduct one further step of assessing land suitability.	No options – this is an analytical step	n/a
Step 11. Evaluate Policy Options and Objectives	This update will not include a top to bottom review of policy options and objectives – those were assessed in the 2013 EOA and in the 2019 EDSP. Some modifications may be required to reflect changing conditions.		

## Employment Base for Projection

*This section addresses Step 1: Set Forecast Time Period, Step 2: Population Forecast, and Step 3: Evaluate UGB Employment Trend.*

The purpose of the employment projection is to model future employment land need for general employment growth. The forecast of employment growth in McMinnville starts with a base of employment growth on which to build the forecast. Exhibit 49 shows ECONorthwest's estimate of total employment in McMinnville in 2017.

To develop the figures, ECONorthwest started with estimated covered employment in the McMinnville UGB from confidential Quarterly Census of Employment and Wages (QCEW) data provided by the Oregon Employment Department. Based on this information, McMinnville had about 14,964 covered employees in 2017.

Covered employment, however, does not include all workers in an economy. Most notably, covered employment does not include sole proprietors. Analysis of data shows that *covered* employment reported by the Oregon Employment Department for Yamhill County is only about 76% of *total* employment reported by the U.S. Department of Commerce.<sup>98</sup> We evaluated this ratio for each industrial sector for Yamhill County and used the resulting ratios to determine the number of non-covered employees. This allowed us to determine the total employment in McMinnville. Exhibit 49 shows McMinnville had an estimated 20,990 *total* employees within its UGB in 2017.

**The PAC approved the use of the covered to total employment ratios shown in Exhibit 49.**

<sup>98</sup> **Covered** employment includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as "1099 employees"), or some railroad workers. Covered employment data is from the Oregon Employment Department.

Total employment includes all workers based on data from the U.S. Department of Commerce. Total employment includes all covered employees, plus sole proprietors and other non-covered workers.

**Exhibit 49. Estimated total employment by sector, McMinnville UGB, 2017**

Sector	Generalized Land Use Type	Covered Employment	Estimated Total Employment	Covered % of Total
Agriculture, Forestry, and Mining	Industrial	356	356	100%
Construction	Industrial	585	852	69%
Manufacturing	Industrial	2,277	2,549	89%
Wholesale Trade	Industrial	127	180	71%
Retail Trade	Retail Commercial	2,170	2,842	76%
Transportation and Warehousing and Utilities	Industrial	140	250	56%
Information	Office & Commercial Services	127	211	60%
Finance and Insurance	Office & Commercial Services	459	912	50%
Real Estate and Rental and Leasing	Office & Commercial Services	113	867	13%
Professional and Technical Services	Office & Commercial Services	367	998	37%
Management of Companies	Office & Commercial Services	117	161	73%
Admin. and Support/Waste Mgmt/Remediation Serv.	Office & Commercial Services	584	1,044	56%
Health Care and Social Assistance; Private Education Serv.	Office & Commercial Services	3,159	4,457	71%
Arts, Entertainment, and Recreation	Tourism Services	168	458	37%
Accommodation and Food Services	Tourism Services	1,503	1,666	90%
Other Services	Office & Commercial Services	630	1,105	57%
Government	Government	2,082	2,082	100%
<b>Total Non-Farm Employment</b>		<b>14,964</b>	<b>20,990</b>	<b>76%</b>

Source: 2017 covered employment from confidential Quarterly Census of Employment and Wage (QCEW) data provided by the Oregon Employment Department.

## Forecast growth rates

*This section addresses Step 4: Evaluate and Select Job Forecast.*

The employment forecast covers the 2021 to 2067 period, with increments of 5, 10, 20, and 46-years. This forecast requires an estimate of total employment for McMinnville in 2021. While there is no required method for employment forecasting, OAR 660-024-0040(9) sets out some optional “safe harbors”<sup>99</sup> that allow a city to determine employment land need. The PAC evaluated three options for the forecast, including use of two safe harbors from OAR 660-024.

- **Low-growth scenario (1.13%).** The low-growth option uses the safe harbor that allows a city to base their employment forecast on regional employment projections from the Oregon Employment Department (OED).<sup>100</sup> The regional employment projection for the

<sup>99</sup> A safe harbor is an assumption that a city can use in a housing needs analysis that the State has said will satisfy the requirements of Goal 14. OAR 660-024 defines a safe harbor as, “... an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way or necessarily the preferred way to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division.”

<sup>100</sup> OAR 660-024-0040(9) states: “The following safe harbors may be applied by a local government to determine its employment needs for purposes of a UGB amendment under this rule, Goal 9, OAR chapter 660, division 9, Goal 14 and, if applicable, ORS 197.296.

(a) A local government may estimate that the current number of jobs in the urban area will grow during the 20-year planning period at a rate equal to either:

(A) The county or regional job growth rate provided in the most recent forecast published by the Oregon Employment Department; or



Mid-Valley Area (Linn, Marion, Polk, and Yamhill Counties) for the 2017 to 2027 period shows that employment will grow at an average annual growth rate of 1.13%.

- **Medium-growth scenario (1.36%).** The medium-growth option is another safe harbor, based on the rate of growth from the current population projections from Portland State University.<sup>100</sup> The coordinated population forecast for the McMinnville UGB between 2021 and 2041 shows that population will grow at an average annual growth rate of 1.36%, and long-term average annual growth rate between 2021 and 2067 of 1.19%.
- **High-growth scenario (1.70%).** The high-growth option aligns with the moderate (referred to as “baseline”) forecast rate used in the 2013 EOA. The 2013 EOA evaluated low, moderate, and high growth alternative scenarios. At the time the 2013 EOA was completed, the OED forecast for the Mid-Valley region was the “low-growth” scenario at 1.5%, and the “high-growth” scenario of 1.9% was based on the OED forecast for the Portland metro area. This option does not conform to the safe harbors in OAR 660-024-0040(9) and would require substantial evidence as a factual basis for choosing a non-safe harbor growth rate. Examples of substantial evidence to justify a non-safe harbor growth rate include adopted and relevant economic development policies or site needs considerations.

Exhibit 50 shows employment growth in McMinnville between 2021 and 2041, as well as 2021 and 2067, based on the average annual growth rate of each forecast scenario. The estimated number of employees for the beginning of the planning period is extrapolated from the estimate of total employment in 2017 from Exhibit 49 (20,990 employees), using the appropriate forecast rate for each scenario.

For the 2021 to 2041 period, the low-growth scenario would result in an increase of 5,544 employees; an increase of 6,885 employees in the medium-growth scenario; and an increase of 9,003 employees in the high-growth scenario.

(B) The population growth rate for the urban area in the appropriate 20-year coordinated population forecast determined under rules in OAR chapter 660, division 32.



**Exhibit 50. Employment growth scenarios, total employment, McMinnville UGB, 2021–2067**

Year	Low-growth (based on OED forecast)	Medium-growth (based on PSU population forecast)	High-growth (based on 2013 EOA moderate forecast)
2021	21,957	22,157	22,454
2026	23,228	23,708	24,429
2031	24,573	25,367	26,577
2041	27,501	29,042	31,457
2067	36,853	38,158	48,759
<b>Change 2021 to 2041</b>			
Employees	5,544	6,885	9,003
Percent	25%	31%	40%
AAGR	1.13%	1.36%	1.70%
<b>Change 2021 to 2067</b>			
Employees	14,896	16,001	26,305
Percent	68%	72%	117%
AAGR	1.13%	1.19%	1.70%

Source: ECONorthwest

**The PAC recommended using the medium-growth option (1.36% AAGR) for the employment forecast for the 2021-2041 planning period. The results of the employment forecast presented in the EOA reflect this growth rate.**

## **Allocation to land use types**

*This section addresses Step 5: Allocate Job Growth by Land Use Type Scenario*

The next step in forecasting employment is to allocate future employment to broad categories of land use. Firms wanting to expand or locate in McMinnville will look for a variety of site characteristics, depending on the industry and specific circumstances. For example, small retail stores may look for an existing space in a shopping center in an area with high visibility for attracting customers, while a new food product manufacturer may need a mid-sized site of 5 to 10 acres in an area with direct access to a state highway.

**At direction from the PAC, ECONorthwest grouped employment into five broad proposed categories of land use based on North American Industrial Classification System (NAICS): industrial, retail commercial, office and commercial services, tourism services, and government.**<sup>101</sup> This approach differs from the 2013 EOA, which defined three land use types—commercial, industrial, and institutional. The primary difference in the proposed updated categories is a separation of different types of commercial land into retail, office, and tourism commercial. Some of these land use types might have different site needs considerations, and these land use types better align with the City’s economic development goals, such as a focus on tourism-related employment. This was based on identifying commercial sub-types associated with the target industries in the Economic Development Strategy, to assess whether land needs

<sup>101</sup> The generalized land use type categories are defined by the NAICS sectors listed in Exhibit 49.

might differ for these commercial sub-types. ECONW informed the PAC that the sub-types could ultimately be recombined at the end of the analysis if the differentiation didn't prove useful. Ultimately, the three commercial subtypes were recombined into a single commercial category, as the employment sectors didn't necessarily correlate to distinct land uses that would be differentiated through zoning. For example, the NAICS codes included in the tourism category included food and beverage, which are typically permitted in the same zones as retail commercial. Ultimately, the land uses almost exclusively related to destination tourism uses that weren't consistent with the employment density factors were instead addressed as other needed sites and that is addressed in more detail in the respective section in this chapter.

Exhibit 51 shows the expected share of employment by land-use type in 2021 and the forecast of employment growth by land-use type in 2041 in the McMinnville UGB, and Exhibit 52 shows employment growth for all growth increments. The PAC recommended the future share of land use types will align with both projections from the Oregon Employment Department (OED) for the Mid-Valley Area, as well as economic development goals and policies as stated in the *MAC-Town 2032 Economic Development Strategic Plan* and *Three Mile Lane Area Plan*.

OED projects that in the 2017 to 2027 period, the share of future employment in industrial sectors will increase; the share of retail commercial as well as government employment will decrease; and the share of office and commercial services and tourism services will increase.<sup>102</sup> These trends closely align with McMinnville's future economic development goals, though the *MAC-Town 2032 Economic Development Strategic Plan* estimates growth in office employment, as well as an emphasis on tourism-related services, advanced manufacturing (i.e., industrial), and food and beverage manufacturing target industries.

The values highlighted in green in Exhibit 51 show the future share of total new employment for each land use type in 2041, based on the information summarized above. **The green highlighted percentages in the 2041 “% of Total” column are assumptions recommended by the PAC.**

**Exhibit 51. Forecast of employment growth by land use type, McMinnville UGB, 2021–2041**

Land Use Type	2021		2041		Change 2021 to 2041
	Employment	% of Total	Employment	% of Total	
Industrial	4,431	20%	6,099	21%	1,667
Retail Commercial	3,102	14%	3,485	12%	383
Office & Commercial Services	10,192	46%	13,650	47%	3,458
Tourism Services	2,216	10%	3,485	12%	1,269
Government	2,216	10%	2,323	8%	108
<b>Total</b>	<b>22,157</b>	<b>100%</b>	<b>29,042</b>	<b>100%</b>	<b>6,885</b>

Source: ECONorthwest

<sup>102</sup> Oregon Employment Department Industry Employment Forecast 2017-2027, Mid-Valley Area (Linn, Marion, Polk, and Yamhill Counties). Published June 26, 2018.

**Exhibit 52. Forecast of employment growth by land use type, McMinnville UGB, 2021–2026, 2021–2031, 2021–2041, and 2021–2067**

Land Use Type	New Employment Growth			
	5-year (2021-2026)	10-year (2021-2031)	20-year (2021-2041)	46-year (2021-2067)
Industrial	417	834	1,667	3,582
Retail Commercial	96	192	383	1,477
Office & Commercial Services	864	1,729	3,458	7,742
Tourism Services	317	635	1,269	2,363
Government	27	54	108	837
<b>Total</b>	<b>1,721</b>	<b>3,443</b>	<b>6,885</b>	<b>16,001</b>

Source: ECONorthwest

## Estimate of Demand for Commercial and Industrial Land

The next step in the employment forecast is to estimate the demand of commercial and industrial land.

The estimate of demand for commercial and industrial land included three components: (1) employment forecast and employment density assumptions, with deduction for employment that won't require vacant employment land, (2) recapture of existing retail leakage, and (3) other needed sites which are not accounted for in the average employment density factors; these are target industries and uses in the *MAC-Town 2032 Economic Development Strategic Plan*. In addition, employment for public/institutional uses was backed out of the employment forecast and land needs were calculated separately.

The employment forecast includes all new employment in the McMinnville UGB. Some of this employment, however, will not be located on vacant commercial or industrial land. Other lands that will accommodate new employment growth include residential land and redevelopment sites. Another factor in estimating the demand for commercial and industrial land is consideration for employment density, or employees per acre. Appendix B provides additional background information developed for the PAC to make recommendations for new employment on vacant commercial and industrial land, as well as employment density. Government employment was also backed out of the forecast because government land need was addressed as part of the public/institutional land need process.

The next section describes the approach for (1) estimating employment on vacant commercial and industrial land with considerations for employment on redevelopment sites, and (2) estimating employees per acre by land use type.<sup>103</sup>

<sup>103</sup> Note: the government land use type is excluded from the remaining employment forecast calculations, as we account for government employment in calculations for other land needs. Deductions for private education were also made in the office and commercial services category, based on employment reported (IPEDS data) for Linfield College of 360 employees. Adjustments for future employment at Linfield assumed the share of Linfield employment would remain the same.

## Employment that does not require vacant commercial and industrial land

*This section addresses Step 6: Allocate Job Growth by Land Development Status*

Some employment growth in McMinnville will not require vacant (or partially vacant) employment land over the planning period. This includes redevelopment of areas with existing employment, where redevelopment increases the intensity of employment uses (i.e., more employees are accommodated on the same amount of land). The 2013 EOA assumed that 17% of employment for each land use type would not require vacant commercial or industrial land.<sup>104</sup>

**Based on the information presented in Appendix B, the PAC determined that a reasonable assumption would be 5% refill/redevelopment for both commercial and industrial employment.**

Exhibit 53 shows the estimate of employment on vacant commercial and industrial land by land use type for each scenario, using the 5% assumption for employment that will occur through redevelopment, refill, or on non-employment sites. The table (reading left to right) starts with the number of new employment growth calculated over the planning period; then calculates the amount of employment that does not require vacant employment land based on 5% of the new employment growth; and results in the amount of new employment growth on vacant industrial and commercial land. From this point in the analysis forward, the commercial land use types (i.e., retail commercial, office and commercial services, and tourism services) were combined as the land needs for these land use types overlap.

**Exhibit 53. Estimate of employment on vacant land by land use type, McMinnville UGB, 2021–2041**

Land Use Type	New Employment Growth	Emp. on Other Land	New Emp. on Vacant Land
Industrial	1,667	83	1,584
Commercial	4,998	249	4,749
<b>Total</b>	<b>6,665</b>	<b>332</b>	<b>6,333</b>

Source: ECONorthwest Note: As described above, government employment is calculated separately and is not included in Exhibits 45-48.

**Exhibit 54. Estimate of employment on vacant land by land use type, McMinnville UGB, 2021–2026, 2021–2031, 2021–2041, and 2021–2067**

Land Use Type	Employment on Vacant Land			
	5-year (2021-2026)	10-year (2021-2031)	20-year (2021-2041)	46-year (2021-2067)
Industrial	396	792	1,584	3,403
Commercial	1,187	2,373	4,749	10,756
<b>Total</b>	<b>1,582</b>	<b>3,165</b>	<b>6,333</b>	<b>14,159</b>

Source: ECONorthwest

<sup>104</sup> The 2013 EOA used a 17% assumption, based on a PAC recommendation. The 2001/03 EOA assumed 14-17%, depending on the land use type. This EOA updated used 5% based on empirical analysis that showed refill and redevelopment rates didn't achieve employment densities that would be associated with 17% refill/redevelopment on employment land.

## Employment density

*This section addresses Step 7: Apply Job Density Factors and Step 8: Estimate 20-Year Employment Land Demand.*

This section shows the resulting demand for vacant (including partially vacant) land in McMinnville over the 20-year period, accounting for potential variations in employment density. The assumptions about employment density are based on the 2013 EOA, as stated in text excerpt below. Based on information provided in Appendix B, the PAC recommended using an employment density of 11 employees per acre for industrial employment and 23 employees per acre for commercial employment (i.e., retail commercial, office and commercial services, and tourism services). Further explanation of employment density and the conversion of net to gross acres is provided below.

- **Employment density.** Employees per acre is a measure of employment density based on the ratio of the number of employees per acre of employment land that is developed for employment uses. Employment densities factor in all employment on a site, whether full or part time or different shifts in a workday. Thus, employment at a given site may overrepresent the number of employees at a site at a specific time. For example, retail service locations often have many part-time employees who work different shifts. Despite the potential for overestimating the number of employees on site at a given time, the data do provide a reasonable estimate of total employment on a site and therefore total employees per acre, and this is reflected in the analysis of historic employment density, too.
- **Conversion from net-to-gross acres.** The data about employment density is in *net* acres, which does not include land for public right-of-way.<sup>105</sup> Future land need for employment should include land in tax lots needed for employment plus land needed for public right-of-way. One way to estimate the amount of land needed for employment, including public right-of-way, is to convert from *net* to *gross* acres based on assumptions about the amount of land needed for public right-of-way.<sup>106</sup> A net-to-gross conversion is expressed as a percentage of gross acres that are in public right-of-way.

**Based on empirical evaluation of McMinnville’s existing net-to-gross ratios, ECONorthwest uses a net-to-gross conversion factor of 6% for industrial and 18% for commercial, retail, and tourism.**

Using these assumptions, the forecasted growth of 6,333 new employees between 2021 and 2041 will result in the following demand for vacant (and partially vacant) employment land: 153

<sup>105</sup> The 2013 EOA does not describe a method for converting net to gross acres.

<sup>106</sup> OAR 660-024-0010(6) uses the following definition of net buildable acre. “Net Buildable Acre” consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

gross acres of industrial land and 252 gross acres of commercial land (Exhibit 55). Exhibit 56 shows the demand for vacant land to accommodate employment growth in the 5-, 10-, 20-, and 46-year planning periods.

**Exhibit 55. Demand for vacant land to accommodate employment growth, McMinnville UGB, 2021–2041**

Land Use Type	New Emp. on Vacant Land	Employees per	Land Demand (Net Acres)	Land Demand (Gross Acres)
		Acre (Net Acres)		
Industrial	1,584	11	144	153
Commercial	4,749	23	206	252
<b>Total</b>	<b>6,333</b>		<b>351</b>	<b>405</b>

Source: ECONorthwest

**Exhibit 56. Demand for vacant land to accommodate forecasted employment growth, McMinnville UGB, 2021–2026, 2021–2031, 2021–2041, and 2021–2067**

Land Use Type	Land Demand (Gross Acres)			
	5-year (2021-2026)	10-year (2021-2031)	20-year (2021-2041)	46-year (2021-2067)
Industrial	38	77	153	329
Commercial	63	126	252	570
<b>Total</b>	<b>101</b>	<b>202</b>	<b>405</b>	<b>899</b>

Source: ECONorthwest

## Estimated Land Need 2019-2021

The projected growth for 2019 to 2021 has been removed from this analysis, as the buildable lands inventory was updated to December 2021. This update accounted for actual growth that occurred through 2021.

## Retail Leakage

In 2018, the city of McMinnville initiated development of a plan for the Three Mile Lane Area Plan (3MLAP). The project updates the 1981 Three Mile Lane Overlay District (amended in 1994) and the 1996 Highway 18 Corridor Refinement Plan. The 3MLAP will integrate a wide range of land uses and a multi-modal transportation system that serves both local and state transportation needs and provides active connectivity within the plan area as well as to the City's downtown core. Leland Consulting Group performed the market analysis for the project.

The project analyzed a market area that represents the area from which the most demand for residential, commercial, and industrial uses will originate, and where most of the competitive development is located. The market area (shown in Exhibit 7 and Exhibit 39) is roughly bounded by the Willamette River to the east, Tillamook State Forest to the west, and Polk County to the south—although the market does extend into Polk County, there are few residents or jobs located in this area—and the City of Yamhill to the north. The study includes a

retail leakage analysis, with the express intent that the city would capture some of the retail spending that is occurring in the larger Salem, Portland, and I-5 corridor markets.<sup>107</sup>

Leland characterizes retail leakage as follows:

“Retail sectors in which household spending is not fully captured are called “leakage” categories, while retail categories in which sales are higher than estimated household demand generated by existing residents are called “surplus” categories. A retail sales surplus indicates that a community pulls consumers and retail dollars in from outside the trade area, thereby serving as a regional market. Conversely, when local demand for a specific product is not being met within a trade area, consumers are going elsewhere to shop, creating retail leakage.”<sup>108</sup>

The study reports overall demand for 529,000 square feet of retail space in the study area for a 10-year period (Table ES-3, pg 4). The study also shows a breakdown of the 10-year demand broken out by demand from household growth, leakage recapture, and replacement space (Figure 38, pg 51). Data provided by Leland show that the leakage recapture component of the 10-year demand is 131,808 square feet. This is an element of retail land need that is not reflected in the employment forecast.

Exhibit 57 shows an estimate of land needed to accommodate recapture of retail leakage. The analysis builds from the Leland estimates and assumes 470 square feet per employee. The square feet per employee assumption comes from Metro’s Employment Density Study (pg 17). Dividing recapturable existing leakage by square feet per employee provides an estimate of the amount of employment generated by the space; dividing that by the PAC approved assumption of 23 employees per acre yields the land need assumption. The results show that McMinnville needs an additional 12.2 acres of land to accommodate recapture of retail leakage.

<sup>107</sup> Note: As discussed in Chapter 3, while retail environments are changing at a national level, the extent to which e-commerce will replace all types of retail is unclear and unlikely. The need for certain types of retail will persist both nationwide and in places like McMinnville.

<sup>108</sup> McMinnville Three Mile Lane Area Plan: Market Analysis, Leland Consulting Group, April 2019.



**Exhibit 57. Demand for Regional Commercial and Office Space**

Sector	Recapture- able Existing Leakage (s.f.)	SF/Emp	Employees (20 years)	Employees Per Acre (EPA)	Acres
Furniture & Home Furnishings	6,257	470	13	23	0.6
Electronics and Appliance	4,450	470	9	23	0.4
Building Material, Garden Equip	-	470	-	23	-
Food & Bev. (grocery)	0	470	-	23	-
Health & Personal Care	-	470	-	23	-
Clothing & Accessories	9,600	470	20	23	0.9
Sporting Gds, Hobby, Books, Music	6,076	470	13	23	0.6
General Merchandise	83,278	470	177	23	7.7
Misc. Store Retailers	-	470	-	23	-
Food & Drinking Places	21,611	470	46	23	2.0
Other (incl. cinema, prof./med office, banks)	538	470	1	23	0.0
<b>Totals</b>	<b>131,808</b>		<b>280</b>		<b>12.2</b>

Source: Demand estimates by Leland Consulting Group; sq ft per employee assumptions from the Metro Employment Density Study; EPA assumptions from EOA PAC

## Land Needs Not Addressed in the Average Employment Densities (Other Needed Sites)

*This section addresses Step 9: Estimate Additional Land Need Not Determined in Forecast*

Statewide planning Goal 9 requires cities to “Provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies.”<sup>109</sup> McMinnville has identified several employment land needs that have other needed sites. These related to target industry sectors identified in the *MAC-Town 2032 Economic Development Strategic Plan*. These are addressed in the respective subsections below, describing these land needs and the factual basis for each need.

## Other Needed Sites Calculated Separately from Average Employment Densities

The City’s Economic Development Strategic Plan provides the City’s economic development opportunities, vision, and strategy. The City need not be bound by history and past trends, but can rather seek to achieve the community’s economic vision, supported by data, and realistically achievable given competitive advantage, as supported by data and emerging trends.

Statewide Planning Goal 9 states that comprehensive plans for urban areas shall: “Provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies.” This indicates that cities have some degree of flexibility in determining land needs as long as (1) they are consistent with plan policies, and (2) are justifiable. The land needs described in this section are all identified in existing city plans, but are not considered in the employment forecast.

<sup>109</sup> <https://www.oregon.gov/lcd/OP/Documents/goal9.pdf>

The needs analysis also needs to account for these other needed sites for uses anticipated as part of the Economic Development Strategy. Below are some examples of other needed sites in McMinnville and other Oregon communities:

- For example, when McMinnville's UGB was established in the early 1980s, it wasn't anticipated that there would be a need for a large site for the Evergreen Museum or water park. These facilities occupy approximately 70 acres of their sites. These have substantial economic benefits to the McMinnville economy. In 2018, they had over 88,000 visitors. They also require large sites, differ from traditional employment uses, don't fit neatly within an employment density assumptions, and they consume a significant amount of the land supply in the UGB.
- Another example of a needed site for tourism is the US Cellular Park in Medford. The park is 132 acres with 15 sports fields. The 2018 Annual Report shows that in 2018 it generated \$11.5 million estimated economic impact, surpassing \$100 million cumulative local economic impact since its inception in 2008, helping to sustain 110 jobs in the local economy based on the direct spending of visiting teams.<sup>110</sup>
- The City of Redmond is expanding its UGB to add nearly 949 acres for several employment uses. This allows the Deschutes County Fair and Expo Center to build out and become more of a regional player (with an additional 120 acres), while providing a new home for the Oregon National Guard's Redmond Armory (approximately 40 acres). It also provides nearly 700 acres for large industrial projects.<sup>111</sup>
- The Allison Inn and Spa in Newberg takes advantage of place-based tourism. It is on a 35 acre site in the City of Newberg. It is situated adjacent to rural land with surrounding views of wine country and farmland. It includes accommodations, restaurant and bar, spa and meeting and event center. This could be considered an adaptation of one of the prototypes described in the agri-tourism plan described below, but adapted for an urban location interfacing with a rural setting, rather than located in a rural location.
- Over a decade ago, a County-wide plan was undertaken related to agri-tourism. It identified six prototype projects, each with specific assumptions about characteristics. These were predominantly rural prototypes, but the opportunities for these prototypes haven't been realized.<sup>112</sup>

The Economic Development Strategic Plan identifies 57 items that potentially have site-related needs. Based on further review and discussions, we assume the approximately 47 other items not included in the list of ten site needs below would be addressed through traditional sites needs within the standard site needs and average employment density calculations. Exhibit 58

<sup>110</sup> U.S. Cellular Community Park Annual Report. Medford Parks, Recreation & Facilities. 2018.

<https://www.sportsmedford.com/Assets/48/2018%20USCCP%20Annual%20Report.pdf>

<sup>111</sup> "Fairground expansion, armory and more coming to SE Redmond." Stephen Hamway. The Bulletin. Feb 3, 2019.

<https://www.bendbulletin.com/localstate/6884610-151/fairgrounds-expansion-armory-and-more-coming-to-se-redmond>

<sup>112</sup> Yamhill County Agri-Business Economic and Community Development Plan Summary Report. Barney & Worth, Inc. June 2009. [https://www.co.yamhill.or.us/sites/default/files/Summary\\_Report\\_-\\_Yamhill\\_County\\_Agri-Business.pdf](https://www.co.yamhill.or.us/sites/default/files/Summary_Report_-_Yamhill_County_Agri-Business.pdf)

summarizes the land needs for these other needed sites. (Appendix C. provides a detailed version of this table.)

The June 2023 update of the EOA removed the following items from Exhibit 58:

- See Ya Later Foundation Champions Center.
- Equestrian center with supporting commercial activity inside UGB, which located elsewhere (not within McMinnville).

These changes reduced the land needs in Exhibit 58 to 49 acres.

**Exhibit 58. Land needs identified in the MAC-Town 2032 Economic Development Strategic Plan (EDSP): Other needed sites not reflected in average employment density calculations**

Use	Description or Example*	Land Need	Total Employment Adjustment (Source)	EDSP or Other Reference
1. Community Center/Recreation Facility	Update, improve, expand and add recreational facilities that serve the community's needs (Community Center and Aquatic Center).	10 acres	22 employees (Source: Parks Director)	3.2.2
2. Outdoor Stage/ Amphitheater	Britt, Jacksonville Cuthbert, Eugene Bi-Mart, Central Point Les Schwab, Bend	5 acres plus parking	30 employees (Source: Britt Festival - 2,200 seating capacity)	3.2.1.
3. Arts and culture focused event center	Chehalem Cultural Center, Newberg)	3.5 acres	15 employees (Source: Chehalem Cultural Center)	3.3
4. Evergreen Aviation and Space Museum	Support existing facilities; based on facilities in master plan	27 acres	57 employees (Source: Evergreen Master Plan)	3.3
5. Wings and Waves	Opportunities for growth and expansion	Location-specific land need at existing partially vacant site	<i>Included in Evergreen Master Plan, see above</i>	6.3.
6. Conference Center:	40,000 sf conference space, accommodation, and parking:	5 acres	13 employees (Source: Feasibility Analysis)	6.4
7. Food hub and public market	Focused on local craft foods & beverages	3.5 acres	13 employees (Source: USDA Regional Food Hub Resource Guide)	3.2.2.
8. Makerspace/innovation hub/ fabrication center	Supports local innovation & entrepreneurial ecosystem	2 acres	3 employees (Source: Talent Maker City)	6.3.
<b>TOTAL</b>		<b>56 acres</b>	<b>153 employees</b> 153 employees @ 23 emp/acre = 7 acres 56 acres – 7 acres = <b><u>net increase of 49 acres</u></b>	

\*Additional examples are provided in the following narrative.

## 1. COMMUNITY CENTER/RECREATION FACILITY

Strategy 3.2.2 of the MAC-Town 2032 EDSP seeks to cultivate partnerships to develop and market McMinnville's recreation amenities. A specific action in that section is to add recreational facilities that serve the community's needs including a Community Center and Aquatic Center.

The McMinnville Parks Department is in the process of completing a feasibility analysis for a facility and is currently estimating demand of 10 acres. Further information is expected to be available in February 2020.

This is consistent with other examples reviewed by ECONorthwest. ECONorthwest reviewed characteristics of comparable community centers. These include two facilities run by the Salvation Army (Kroc centers in Salem and Coeur d'Alene), and three city-managed facilities in Eugene, Portland, and Federal Way Washington. Exhibit 59 provides a summary of the facilities.

**Exhibit 59. Community Center Characteristics**

Facility	Facility Size (sq ft)	Site Size (acres)	Description
Salem Kroc Center	91,500	22.0	LEED certified with a waterpark (including a Jr. Olympic competition pool, water slide, lazy river, hot tub, and splash pad), Fitness Center, Gymnasium, Game Room, Art Studio, Library/Media Center, Amphitheater, Chapel/Performing Arts Center, 4000 ft <sup>2</sup> of Event Space
Coeur d'Alene Kroc Center	132,000	12.0	Competition and leisure pools, health and wellness center, gym and climbing wall, game room, and classrooms
East Portland Community Center	45,000	5.7	Full-size gymnasium with retractable bleachers Transverse bouldering wall Fitness center with cardiovascular and circuit strength equipment Exercise studio with sprung wood floor and mirrors Multi-purpose, and poolside rooms Outdoor courtyard Indoor 4-lane Pool Indoor zero-depth entry leisure pool with current channel, waterslide, splashdown
Federal Way Community Center	72,000	10.0	Aquatics center, three gyms, fitness center, climbing pinnacle and Splash Café
Eugene Amazon Community Center	n/a	12.0	Outdoor pool, two community centers with many amenities, parking

**Based on information from the Parks Department, and consistent with review of comparable facilities, the land need for this use is assumed to be 10 acres.**

## 2. OUTDOOR STAGE/AMPHITHEATER

Strategy 3.2.1 of the MAC-Town 2032 EDSP seeks to update City Plans to evaluate and prioritize investments in recreation infrastructure. The strategy specifically identifies the desire to "add an outdoor stage or amphitheater to one of McMinnville's existing parks." The following list provides capacity and site sizes for amphitheaters in other Oregon cities.

- Les Schwab Amphitheater, Bend ~8,000 capacity ~5 acres plus parking (parking co-located with other uses)
- Bi-Mart Amphitheater, Central Point: ~6,000+ total capacity (~1985 fixed seats plus lawn), (parking co-located with other uses); ~5+ acres, plus parking & other support areas
- Britt Festival, Jacksonville: 2,200 total capacity (1,000 fixed seating plus lawn), parking co-located with other uses); Approximately 4 acres plus parking, (includes main stage, small stage, concession buildings, seating, staging area)
- Cuthbert Amphitheater, Eugene: 5,000 total capacity; parking co-located with Alton Baker Park; Approximately 4.3 acres without patron parking (includes main stage, seating, concession areas, and performer/equipment parking).

**Based on review of comparable facilities, the land need for this use is assumed to be 5 acres.** Assume shared parking, otherwise additional land will be needed for dedicated parking.

*Note:* This is calculated separate from the See Ya Later Foundation Champion Center. While that facility proposed an amphitheater. That site plan identified an amphitheater, but the concept is a different facility than what is identified in the Economic Development Strategic Plan. The Champion center would rely on use of two athletic fields for area comparable to above facilities ranging from 2,200-8,000 capacity (plus parking).

### **3. ARTS AND CULTURE FOCUSED EVENT CENTER**

Strategy 3.3 (Leverage arts and culture amenities) of the MAC-Town 2032 EDSP identifies the desire for an arts and culture focused center. Specifically, the plan states “Initiate a conversation between local artists, arts organizations, philanthropies and other parties to identify the potential for an arts and culture-focused event center in McMinnville.” The strategy also includes the need for a community art space “Evaluate the feasibility of a public private partnership to create a community art space or collaborative studio and cooperative gallery.” Following is a summary of similar cultural centers:

- Chehalem Cultural Center, Newberg – is located in a historic building and houses a fine arts gallery and exhibition hall, three multipurpose arts studio classrooms, a state-of-the-art clay studio, a recording studio with four music practice studios, meeting space, and a 5,200 square foot grand ballroom for public and private events.

**Based on review of comparable facilities, the land need for this use is assumed to be 3.5 acres.**

### **4. OPPORTUNITIES TO SUPPORT EVERGREEN AVIATION AND SPACE MUSEUM**

This opportunity is identified as part of Strategy 3.3 – Leverage arts and culture amenities. Specifically, the project is to establish periodic, formal dialogue with the Evergreen Aviation and Space Museum to anticipate their needs and identify opportunities to provide support.

This expansion is consistent with the adopted Evergreen Master Plan and would build out about 27 additional buildable acres of the property (with constrained areas left intact –wetlands, ravine, etc.) The master plan also includes an adventure course and associated features that extend would outside the UGB. The use of the site is limited by the Planned Development Ordinance to the master plan unless the PD Ordinance is amended.

**This opportunity assumes expansion onto ownership of partially vacant land of 27 acres. This deduction is included as part of the other needed sites since a portion of the site (27 acres) was inventoried as vacant in the buildable lands inventory.**

## **5. WINGS AND WAVES OPPORTUNITIES FOR GROWTH AND EXPANSION**

This opportunity is related to Strategy 3.3 and is part of McMinnville’s overall tourism strategy. The Waterpark was bought by The Falls Event Center in 2017, and is now run as a separate organization.

**This opportunity assumes expansion onto ownership of partially vacant land.**

## **6. CONFERENCE SPACE**

This opportunity relates to Strategy 6.4 – Market and promote McMinnville. The plan includes a project to “Work with visit McMinnville and local hoteliers to identify gaps in available conference space and to establish a plan to expand McMinnville’s offerings for small and large conferences.” Towards that end, Visit McMinnville retained Johnson Consulting to complete a market analysis for conference facilities. The January 2018 report, titled *McMinnville Conference Center and Destination Analysis*, identifies need for a 40,000 sq ft conference space not including accommodations and parking. We looked at the following comparable facilities:

- Washington County Event Center: 89,000 sf; ~8 acres with parking
- Seaside: 25,000 sf, 10 meeting rooms; 4 acres with parking
- Pendleton: 28,000 sf, 9 meeting rooms; 12.5 acres with parking
- Blair County Convention Center, PA. 2 levels, ~50,000 sf; 11 acres with parking
- Blue Water Convention Center, MI: ~40,000 sf; 12 acres

**Based on review of comparable facilities, the land need for this use is assumed to be 5 acres.**

## **7. CRAFT FOOD AND BEVERAGE FOOD HUB/FARMERS MARKET**

McMinnville wants to develop an integrated food hub and year-round farmers market. Farmers markets are physical retail marketplaces intended to sell foods directly by farmers to consumers. Food hubs offer a combination of aggregation, distribution, and marketing services at an affordable price. Food hubs make it possible for many producers to gain entry into new larger-volume markets that boost their income and provide them with opportunities for scaling up production. Combining food hubs and farmers markets creates opportunities to better integrate local food value chains. Examples of farmers markets and food hubs include:



- Olympia Farmers Market, Olympia WA - supports local sustainable agriculture by connecting the public with local farmers, artisans, and other producers in an economically viable marketplace, has over 100 vendors and an estimated 400,000 visitors per year; 4.7 acres
- Bellingham Farmers Market, Bellingham WA – promotes and encourages the development of local, small scale agriculture and ensure a market balance for small, local growers and has over 100 vendors and is co-located at a transit station in downtown Bellingham; 1.5 acres
- Fallon Food Hub Co-op, Fallon NV – has the mission of educate residents about the benefits of eating seasonally and healthfully in order to create a thriving and expanding local food scene resulting in increased opportunities for area producers; 2.2 acres
- Catskills Food Hub, Sullivan County NY – a non-profit organization working to strengthen local agriculture, increase access to fresh food, and improve health outcomes for Sullivan County and the region; 2.7 acres
- Puget Sound Food Hub, Mt. Vernon WA – supports the relationship between regional farmers and their customers, enabling a values-based supply chain for food safety and transparency; 3.2 acres

**Based on review of comparable facilities, the land need for this use is assumed to be 3.5 acres.**

## **8. MAKERSPACE/INNOVATION HUB/ FABRICATION CENTER**

Most industrial land demand is already reflected in the employment forecast. McMinnville wants to develop additional strategies to bolster the local maker community and the entrepreneurial ecosystems. Makerspace and fabrication laboratories are strategies that communities are pursuing. Makerspaces are community-operated, often nonprofit, workspaces where people with common interests, such as computers, machining, technology, science, digital art, or electronic art, can meet, socialize and collaborate. CraterWorks Makerspace, located in Central Point, also includes a commercial kitchen and market space. It is about 2 acres in size.

**Based on review of comparable facilities, the land need for this use is assumed to be 2 acres.**

## **Site Characteristics and Needed Sites**

OAR 660-009-0015(2) requires the EOA to “identify the number of sites by type reasonably expected to be needed to accommodate the expected [20-year] employment growth based on the site characteristics typical of expected uses.” The Goal 9 rule does not specify how jurisdictions conduct and organize this analysis.

The rule, OAR 660-009-0015(2), states that “[i]ndustrial or other employment uses with compatible site characteristics may be grouped together into common site categories.” The rule suggests, but does not require, that the City “examine existing firms in the planning area to identify the types of sites that may be needed.” For example, site types can be described by: (1)

plan designation (e.g., heavy or light industrial), (2) general size categories that are defined locally (e.g., small, medium, or large sites), or (3) industry or use (e.g., manufacturing sites or distribution sites). For purposes of the EOA, McMinnville groups its future employment uses into three general categories based on land use types: (1) commercial (includes retail commercial, office & commercial services, and tourism services)<sup>113</sup>; (2) industrial; and (3) sites needed to meet specific economic development objectives (e.g., other land needs not addressed in the employment forecast as discussed above).

In short, in addition to estimating the acreage needed to accommodate current and future employment, it is necessary for the city to determine if it has sites with characteristics suitable for the development to address needs and opportunities. This includes site size, topography, access, utilities, and other characteristics such as location and proximity to other uses and amenities.

As a first step, ECONorthwest analyzed the size distribution of developed employment sites in McMinnville by land use type. Exhibit 60 shows the results. The majority of commercial lots are small – 88% of commercial lots are less than 1 acre, and 42% of the commercial land (in acres) is in lots less than 1 acre. No developed commercial lots are larger than 20 acres. (Some shopping centers include multiple tax lots).

<sup>113</sup> At early stages of the EOA, McMinnville broke commercial out into separate land use categories, but found that many overlap and do not have distinct site needs from other commercial categories by NAICS sector.

Industrial sites show a different pattern. Seven industrial sites (about 2 percent of all industrial sites) are greater than 10 acres but account for 25% of all industrial land in acres. While McMinnville has 122 industrial sites less than 1 acre, those sites account for only 7% of developed industrial land (in acres). Some industrial users occupy multiple buildings and/or tax lots.

**Exhibit 60. Size distribution of developed employment sites by land use type, McMinnville UGB, 2019**

Land Use Type	Developed acres size									Total
	<0.50 acre	0.50-0.99 acres	1.00-1.99 acres	2.00-4.99 acres	5.00-9.99 acres	10.00- 19.99 acres	20.00- 25.00 acres	25.01- 49.99 acres	50.00+ acres	
Commercial										
Acres	96	54	57	90	26	34	-	-	-	357
Percent of Acres	27%	15%	16%	25%	7%	9%	0%	0%	0%	100%
Tax Lots	509	80	41	30	4	3	-	-	-	667
Percent of Tax Lots	76%	12%	6%	4%	1%	0%	0%	0%	0%	100%
Industrial										
Acres	12	19	43	87	91	61	25	-	79	417
Percent of Acres	3%	4%	10%	21%	22%	15%	6%	0%	19%	100%
Tax Lots	96	26	32	29	13	5	1	-	1	203
Percent of Tax Lots	47%	13%	16%	14%	6%	2%	0%	0%	0%	100%

In addition to basic logistical considerations, there are workforce considerations for locating within a community. For example, in the Three Mile Lane study, it was found that employers located to the area because there were sites that had land needed for expansion; however, employees preferred to be in amenity-rich locations. Employers have had to adjust business practices to accommodate employees in these locations absent the presence of amenities, such as those which were available in prior locations before relocating to accommodate space needs. This largely illustrates the need for the city's growth management strategy of balanced land uses that provide for a nearby mix of uses and opportunities to reduce vehicle miles travelled.

For certain development types, there is a standardized taxonomy and these types have specific site characteristic needs. The City's economic development vision and strategy may deviate from some of these typical prototypes in order to promote an authentic place-based experience, but the real estate principles must still function properly. Exhibit 61 and Exhibit 62 show taxonomies for industrial and commercial categories. The site characteristics for commercial and industrial uses shown in the exhibits equate to characteristics that are both "necessary" and "typical" for the target industries identified in the City's MAC-Town 2032 Economic Development Strategic Plan.

It should be noted that certain development types need larger sites that must be planned and located all at one time, even if future phases within the development build out over time. Therefore, those sites need to be accounted for up-front, rather than incrementally. Other land uses have needs that don't fit into these broad categories but have other programmatic needs that define the site needs. Examples of these other needed sites apply to uses such as convention/ conference space, regional athletic facilities, etc. For those facilities identified in the Economic Development Strategy that have special sites needs that aren't sufficiently accounted for in the land needs calculated by the employment forecast and employment density, site characteristics have been separately described below.

## Exhibit 61. Shopping Center Taxonomy, ICSC



U.S. Shopping-Center Classification and Typical Characteristics*								
Type of Shopping Center	Concept	Typical GLA Range (Sq. Ft.)	Acres	# of Anchors	% Anchor GLA	Typical Number of Tenants	Typical Type of Anchors	Trade Area Size
<b>General-Purpose Centers</b>								
Super-Regional Mall	Similar in concept to regional malls, but offering more variety and assortment.	800,000+	80-120	3+	50-70%	N/A	Full-line department store, mass merchant, discount department store, fashion apparel store, mini-anchor, oneplex or other large-scale entertainment attraction, and food-and-beverage service cluster	5-25 miles
Regional Mall	General merchandise or fashion-oriented offerings. Typically, enclosed with inward-facing stores connected by a common walkway. Parking surrounds the outside perimeter.	400,000-800,000	40-100	2+	50-70%	40-80 stores	Full-line department store, mass merchant, discount department store, fashion apparel store, mini-anchor, oneplex or other large-scale entertainment attraction, and food-and-beverage service cluster.	5-15 miles
Community Center ("Large Neighborhood Center")	General merchandise or convenience-oriented offerings. Wider range of apparel and other soft goods offerings than neighborhood centers. The center is usually configured in a straight line as a strip, or may be laid out in an L or U shape, depending on the site and design.	125,000-400,000	10-40	2+	40-80%	15-40 stores	Discount store, supermarket, drug, large-specialty discount (toys, books, electronics, home improvement/furnishings or sporting goods, etc.)	3-6 miles
Neighborhood Center	Convenience-oriented.	30,000-125,000	3-5	1+	30-50%	5-20 stores	Supermarket	3 miles
Strip/Convenience	Attached row of stores or service outlets managed as a coherent retail entity, with on-site parking usually located in front of the stores. Open canopies may connect the storefronts, but a strip center does not have enclosed walkways linking the stores. A strip center may be configured in a straight line, or have an "L" or "U" shape. A convenience center is among the smallest of the centers, whose tenants provide a narrow mix of goods and personal services to a very limited trade area.	< 30,000	<3	Anchor-less or a small convenience-store anchor.	N/A	N/A	Convenience store, such as a mini-mart.	<1 mile
<b>Specialized-Purpose Centers</b>								
Power Center	Category-dominant anchors, including discount department stores, off-price stores, wholesale clubs, with only a few small tenants.	250,000-800,000	25-80	3+	70-90%	N/A	Category killers, such as home improvement, discount department, warehouse club, and off-price stores.	5-10 miles
Lifestyle	Upscale national-chain specialty stores with dining and entertainment in an outdoor setting.	150,000-500,000	10-40	0-2	0-50%	N/A	Large-format upscale specialty	8-12 miles
Factory Outlet	Manufacturers' and retailers' outlet stores selling brand-name goods at a discount.	50,000-400,000	10-50	N/A	N/A	N/A	Manufacturers' and retailers' outlets	25-75 miles
Theme/Festival	Leisure, tourist, retail and service-oriented offerings with entertainment as a unifying theme. Often in urban areas, they may be adapted from older—sometimes historic—buildings, and part of a mixed-use project.	80,000-250,000	5-20	Unspecified	N/A	N/A	Restaurants, entertainment	25-75 miles
<b>Limited-Purpose Property</b>								
Airport Retail	Consolidation of retail stores located within a commercial airport.	75,000-300,000	N/A	N/A	N/A	N/A	No anchors; retail includes specialty retail and restaurants	N/A

\*Disclaimer: While every effort is made to ensure the accuracy and reliability of the information contained in this report, ICSC does not guarantee and is not responsible for the accuracy, completeness or reliability of the information contained in this report. Use of such information is voluntary, and reliance on it should only be undertaken after an independent review of its accuracy, completeness, efficiency, and timeliness. Criteria used in the definitions above are intended to be only typical of general features, rather than covering all situations.

# Exhibit 62. Industrial Development Profile Matrix, 2015

## STATE OF OREGON - Infrastructure Finance Authority Industrial Development Competitiveness Matrix



CRITERIA	PREFILE	Production Manufacturing		Value-Added Manufacturing and Assembly		Light / Flex Industrial			Warehousing & Distribution		Specialized		
		A	B	C	D	E	F	G	I	H	J	K	L
		Heavy Industrial / Manufacturing	High-Tech / Clean-Tech Manufacturing	Food Processing	Advanced Manufacturing & Assembly	General Manufacturing	Industrial Business Park and R&D Campus	Business / Admin Services	Regional Warehouse / Distribution	Local Warehouse / Distribution	UVA Manufacturing / Research	Data Center	Rural Industrial
1	GENERAL REQUIREMENTS	What is permitted outright, located in 100% or equivalent on outside flood plain, and the (P)FILE does not create a contamination, wetland, protected species, or cultural resources or has mitigation plan(s) that can be implemented in 180 days or less.											
2	PHYSICAL SIZE												
2	TOTAL NEW SQFT**	Competitive Average†	50 - 100+	5 - 25+	5 - 25+	5 - 25+	20 - 100+	5 - 25+	20 - 100+	10 - 25+	10 - 25+	10 - 25+	5 - 25+
3	COMPETITIVE SCORE:	Must meet Score	0 to 5%	0 to 5%	0 to 5%	0 to 5%	0 to 7%	0 to 12%	0 to 5%	0 to 5%	0 to 7%	0 to 7%	0 to 5%
4	TRANSPORTATION												
5	TRUCK GENERATION:	Average Daily Trips per Acre	40 to 60 (ADT / acre)	40 to 60 (ADT / acre)	50 to 60 (ADT / acre)	40 to 60 (ADT / acre)	40 to 100 (ADT / acre)	100 to 150 (ADT / acre)	40 to 60 (ADT / acre)	40 to 60 (ADT / acre)	40 to 60 (ADT / acre)	20 to 40 (ADT / acre)	40 to 60 (ADT / acre)
6	WATER TO OVERHEAD OR OTHER PRINCIPAL APPLIANCE:	Miles	w/ in 10	w/ in 10	w/ in 10	w/ in 10	N/A	N/A	w/ in 5 (only intermediate or equivalent)	w/ in 5 (only intermediate or equivalent)	N/A	w/ in 10	N/A
7	HAZARDOUS ACCESS:	Dependency	Preferred	Preferred	Preferred	Not Required	Preferred	Preferred	Not Required	Preferred	Preferred	Not Required	Avoid
8	PROXIMITY TO MARINE PORT:	Dependency	Preferred	Preferred	Preferred	Not Required	Preferred	Preferred	Not Required	Preferred	Preferred	Not Required	Not Required
9	PROXIMITY TO REGIONAL COMMERCIAL AIRPORT:	Dependency	Preferred	Competitive	Preferred	Competitive	Preferred	Not Required	Preferred	Preferred	Preferred	Competitive	N/A
10	PROXIMITY TO INTERNATIONAL AIRPORT:	Dependency	Preferred	Competitive	Preferred	Competitive	Preferred	Competitive	Preferred	Preferred	Preferred	Competitive	N/A
11	WATER:	Min. Line Size (Inches/feet)	8" - 12"	12" - 16"	12" - 16"	12" - 16"	6" - 10"	10" - 12"	6" - 8"	6" - 8"	6" - 8"	6" - 8"	6" - 8"
12	WATER:	Min. Fire Line Size (Inches/feet)	10" - 12"	12" - 16"	12" - 16"	12" - 16"	6" - 10"	10" - 12"	6" - 8"	6" - 8"	6" - 8"	6" - 8"	6" - 8"
13	WATER:	High Pressure Water Dependency	Preferred	Preferred	Preferred	Preferred	Not Required	Preferred	Not Required	Not Required	Not Required	Not Required	Not Required
14	WATER:	Flow (GPM / Acre)	5000	5000	5000	5000	5000	5000	5000	5000	5000	5000	5000
15	WATER:	Min. Service Line Size (Inches/feet)	6" - 8"	12" - 16"	12" - 16"	12" - 16"	6" - 10"	10" - 12"	6" - 8"	6" - 8"	6" - 8"	6" - 8"	6" - 8"
16	WATER:	Flow (GPM / Acre)	5000	5000	5000	5000	5000	5000	5000	5000	5000	5000	5000
17	NATURAL GAS:	Preferred Min. Service Line Size (Inches/feet)	4" - 6"	6"	6"	6"	4"	6"	2"	2"	2"	4"	N/A
18	NATURAL GAS:	On Site	Competitive	Competitive	Preferred	Competitive	Competitive	Competitive	Preferred	Preferred	Preferred	Preferred	Preferred
19	ELECTRICITY:	Minimum Service Demand	2 MW	4-6 MW	2-4 MW	1 MW	0.5 MW	0.5 MW	0.5 MW	1 MW	1 MW	0.5 MW	1 MW
20	ELECTRICITY:	Close Proximity to Substation	Competitive	Competitive	Not Required	Competitive	Preferred	Competitive	Preferred	Not Required	Not Required	Not Required	Not Required
21	ELECTRICITY:	Redundancy Dependency	Required	Preferred	Not Required	Required	Not Required	Competitive	Required	Not Required	Not Required	Required	Not Required
22	TELECOMMUNICATIONS:	Major Commercial On Dependency	Preferred	Required	Preferred	Required	Required	Required	Preferred	Preferred	Required	Required	Preferred
23	TELECOMMUNICATIONS:	Route Monthly Dependency	Not Required	Required	Not Required	Required	Not Required	Preferred	Required	Not Required	Not Required	Required	Not Required
24	TELECOMMUNICATIONS:	Year Cycle Dependency	Preferred	Required	Preferred	Required	Preferred	Required	Preferred	Preferred	Required	Required	Not Required
25	SPECIFIC COMMENTS:	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.	Adequate distance from sensitive land uses (residential, parks, agricultural, etc.) necessary. High throughput of materials. Large yard space a/c/buffing required. Often transportation related requiring material links.

<b>Terms:</b> 		<b>Required:</b> Factors are seen as mandatory in a vast majority of cases and have become industry standards. <b>Competitive:</b> Significantly increases marketability and is highly recommended by business owners. May also be linked to financing in order to reduce the potential rise of the asset in case of default. <b>Preferred:</b> Increases the feasibility of the subject property and its future reuse. Other factors may, however, prove more critical. <b>Not Required:</b> Competitive Average: Average that would meet the site selection requirements of the majority of industries in this sector. <b>**Total Site:</b> Building footprint, including buffers, setbacks, parking, mitigation, and expansion space. <b>† Data Center Water Requirements:</b> Water requirement is reported in gallons per minute (GPM) more closely align with the Data Center industry standard reporting of Water Usage Efficiency (WUE). <b>‡ Data Center Sewer Requirements:</b> Sewer requirement is reported as 200% of the domestic usage at the Data Center facility. Water and sewer requirements for Data Centers are highly variable based on new technologies and should be reviewed on a case-by-case basis for specific development requirements.
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To meet the requirements of OAR 660-009-0015(2) to identify the number of needed sites by type, we analyzed the existing distribution of developed sites by size (Exhibit 60) and applied it to overall land need for the 2021-2041 period. Exhibit 63 summarizes needed sites by size class. Exhibit 64 allocates needed sites to target sizes within those size class ranges consistent with the methodology in the Industrial Sites Information memorandum distributed at the February 27, 2020 PAC meeting.<sup>114</sup> This was based on the range and distribution of site sizes for larger industrial sites described in the MEDP letter (Appendix D. Site Need Letters). These tables also include the estimates for the smaller site sizes of 0.5-2.0 acres discussed in the Employment Sites memo, consistent with the tables labeled “Need 2” in that memo, which was supported by the PAC. Exhibit 63 and Exhibit 64 now also incorporate smaller site sizes less than 0.5 acres, as described in the buildable lands inventory methodology.

#### Exhibit 63. Revised Employment Site Size Classes and Assignment of Needed Sites

Original Size Classes and Assignments			Revised Size Classes and Assignments		
Original Size Classes	Needed Sites	Ac Range	Revised Size Classes	Needed Sites	Ac Range
NA <i>(By definition in OAR 660 Division 9, undeveloped sites less than ½ acre are not defined as vacant sites)</i>	NA	NA	<0.5 acre	23	0-12
0.5-0.99 ac	10	5-10	0.5-0.99 ac	10	5-10
1.00-1.99	12	12-24	1.00-1.99	12	12-24
2.00-4.99	4	8-20	2.00-4.99	4	8-20
5.00-9.99	3	15-30	5.00-9.99	3	15-30
10.00-19.99	10	100-200	10.00-19.99	10	100-200
20.00-49.99	8	160-400	20.00-25.00	7	140-175
			25.01-49.99	1	25-50
50.00+	0	0	50.00+	0	0
<b>Total</b>	<b>47 sites</b>	<b>300-684 ac</b>	<b>Total</b>	<b>70 sites</b>	<b>305-521 ac</b>

### Needed Industrial Sites Provide for at Least an Adequate Supply

Goal 9 and ORS 197.712(2)(c) specify that Comprehensive Plans for urban areas shall:  
 ...“Provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies.”

The employment forecast and employment density factors identified a need for 153 industrial acres. The needed sites identified above in Exhibit 64, appropriately located, would provide for at least an adequate supply of sites of suitable sizes for a variety of industrial uses consistent with plan policies, as required by Goal 9. To be competitive, this would assure there would be a

<sup>114</sup> [https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/7-industrial\\_sites\\_narrative\\_summ\\_2-26-2020\\_letterhead.pdf](https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/7-industrial_sites_narrative_summ_2-26-2020_letterhead.pdf)

supply of available of sites with a variety of sizes and characteristics to meet a variety of needs at any given time during the planning period.

**Exhibit 64. Needed sites, competitive supply and choice consistent with IFA criteria**

Site Size Class	Needed Sites By Class	Ac Range for Needed Sites	Needed Sites By Target Size	Ac for Needed Sites
<0.5	23	0-12	23@0.48 ac	11.0
0.5-0.99 ac	10	5-10	5@0.5 ac 5@ 1ac	2.5 5.0
1.00-1.99	12	12-24	6@1 ac 6@2 ac	6.0 12.0
2.00-4.99	4	8-20	2@2 ac 2@4 ac	4.0 8.0
5.00-9.99	3	15-30	3@5 ac	15.0
10.00-19.99	10	100-200	5@10 ac 5@15 ac	50.0 75.0
20.00-25.00	7	140-175	4@20 ac 3@25 ac	80.0 75.0
25.01-49.99	1	25-50	1@40ac	40.0
50.00+	0	0	0	0
<b>Total</b>	<b>70 sites</b>	<b>305-521 ac</b>	<b>70 sites</b>	<b>384 ac</b>

Note: MIP/MEDP Input re: Size Class Distribution – Size Assigned. Appendix D. Site Need Letters provides letters from MIP and MEDP stating needed site sizes.

Exhibit 65 provides a detailed summary of the needed sites between 5 and 50 acres listed in Exhibit 64. The sites listed in this table are identified based on industries listed in the IFA matrix (Exhibit 62) and the target sectors identified in McMinnville’s 2019 Economic Development Strategic Plan. The results of Exhibit 64 and Exhibit 65 show that McMinnville needs 384 acres for industrial land over the 20-year period.



**Exhibit 65. Needed industrial and traded sector employment sites**

Infrastructure Finance Authority (IFA) Industrial Development Competitive-ness Matrix	2019 EDSP Target Sectors 2013 EOA Cluster Targets	Rail Access Per IFA?	Needed Sites	Needed Range for McMinnville	Needed Site Sizes	Size Class				
						5-9.9	10-14.9	15-19.9	20-25	25.1-50
<u>Production Manufacturing</u>			<u>4:</u>							
A. Heavy Industrial / Manufacturing (10-100+ ac)	EDSP: Traditional Ind.& Advanced Manuf.	A. Preferred	2	10-25 ac	(1) 15ac, (1) 25ac			1	1	
	2013 EOA: Advanced Manufacturing	B. Preferred	2	5-25 ac	(1) 10ac, (1) 25ac		1		1	
B. High Tech/Clean Tech Manufacturing (5-100+ ac)										
<u>Value-Added Manufacturing &amp; Assembly</u>			<u>4:</u>							
C. Food Processing (5-25+ ac)	EDSP: Craft Beverages and Food Systems	C. Preferred	2	5-25 ac	(1) 5ac, (1) 10ac	1	1			
	EDSP: Traditional Ind. & Advanced Manuf.	D. Not Required	2	5-25 ac	(1) 15ac, (1) 20ac			1	1	
D. Advanced Manufacturing and Assembly (5-25+ ac)										

Infrastructure Finance Authority (IFA) Industrial Development Competitive-ness Matrix	2019 EDSP Target Sectors 2013 EOA Cluster Targets	Rail Access Per IFA?	Needed Sites	Needed Range for McMinn- ville	Needed Site Sizes	Size Class				
						5- 9.9	10- 14.9	15- 19.9	20- 25	25.1- 50

#### Light/Flex Industrial

6:

E. General Manufacturing (5-15+ ac)	EDSP: Technology and Entrepreneurship	E. Preferred	3	5-15 ac	(1) 5ac, (1) 10ac, (1) 15ac	1	1	1		
			1	25-50 ac						1
F. Indust. Business Park and R&D Campus (20- 100+ ac)	EDSP: Education, Medicine and Other Sciences	F. Preferred	2	5-15 ac	(1) 40ac (Innovation Campus)	1	1			
G. Business / Admin Services (5-15+ ac)	2013 EOA: Healthcare/Traded Sector Services	G. Not Required			(1) 5ac, (1) 10ac					

#### Warehousing & Distribution

5:

H. Regional Warehouse / Distribution (20-100+ ac)	EDSP: Craft Beverages and Food Systems	H. Preferred	2	20-25 ac	(1) 20ac, (1) 25ac					2
			3	10-25 ac			1	1	1	
I. Local Warehouse / Distribution (10-25+ ac)	EDSP: Craft Beverages and Food Systems	I. Preferred			(1) 10ac, (1) 15ac, (1) 20ac					

Infrastructure Finance Authority (IFA) Industrial Development Competitive-ness Matrix	2019 EDSP Target Sectors 2013 EOA Cluster Targets	Rail Access Per IFA?	Needed Sites	Needed Range for McMinn-ville	Needed Site Sizes	Size Class				
						5-9.9	10-14.9	15-19.9	20-25	25.1-50
<u>Specialized</u>			<u>2:</u>							
J. UAV Manufacturing / Research (10-25+ ac)	EDSP: Traditional Industry and Advanced Manuf.	J. Not Required	1	10-25 ac	(1) 15ac			1		
K. Data Center (10-25+ ac)	EDSP: Technology and Entrepreneurship	K. Avoid	1	10-25 ac	(1) 20ac				1	
		L. N/A	N/A	5-25 ac	N/A					
L. Rural Industrial (5-25+ ac)										
Total:			21 sites of 5-40 acres		SUM: 21 sites 5ac-40ac (335 ac.)	3	5	5	7	1
					(Rail Preferred for 14 sites)					

\*RP=Rail Preferred

## Land Sufficiency

*This section addresses Step 10: Compare Land Demand to Supply*

Exhibit 66 shows commercial and industrial land sufficiency within the McMinnville UGB. It shows:

- **Vacant or partially vacant unconstrained land** from within the UGB. Exhibit 66 shows that McMinnville has 354 gross acres of industrial land, and 154 gross acres of commercial land (see Exhibit 45).
- **Demand for commercial and industrial land** from Exhibit 55, which shows McMinnville will need a total of 153 gross acres for industrial uses and 252 gross acres for commercial uses over the 2021-2041 period based on portion of demand determined through the forecast.
- **Retail Leakage** Additional needs, addressed previously in this Chapter, include retail leakage that is current demand that predates the employment forecast associated with new population growth (12-acre demand over the 20-year period)
- **Demand for commercial land needs with other needed sites** not adequately accounted for in the average employment density calculations. Forecast commercial land includes land use types of retail commercial, office and commercial services, and tourism services. These uses for other needed sites for target sectors are identified in the Economic Development Strategic Plan (56-acre demand over the 20-year period), a net difference of 49 additional acres after adjusting for associated employment.
- **Needed site sizes** from Exhibit 64 shows that McMinnville has an overall need for 384 acres of industrial land in site sizes between less than 0.5 acres and up to 50 acres in size.

Exhibit 66 shows that McMinnville has:

- A 29-acre deficit of industrial land in 2041
- A 159-acre deficit of commercial land in 2041.

**Exhibit 66. Comparison of the capacity of unconstrained vacant land with employment land demand by land use type, McMinnville UGB, 2021-2041**

Land Use Type	Land Supply (Suitable Gross Acres)	Demand (Gross Acres)	Land Sufficiency (Deficit)
<b>Industrial</b>	<b>354</b>	<b>384</b>	<b>(29)</b>
<b>Commercial</b>	<b>154</b>	<b>313</b>	<b>(159)</b>
<i>Forecast</i>		252	
<i>Retail leakage</i>		12	
<i>Other needed sites</i>		49	
<b>Total</b>	<b>508</b>	<b>697</b>	<b>(189)</b>

Source: ECONorthwest

# Summary of Land Sufficiency for Employment Land in McMinnville

This section summarizes the analysis completed in Chapter 5 and the findings related to land sufficiency for employment land in McMinnville.

The current EOA update brings the 2013 document to the current 20-year planning period of 2021-2041, incorporating new trend and forecast data, and ensuring the City's land use planning documents provide the land use foundation to support the City's newly adopted economic development strategy, and ensure the Comprehensive Plan supports that strategy. It also considers a longer 46-year planning period. Since the City's economic development strategy is articulated in the new EDSP, this EOA update supports and references that work, but the scope didn't duplicate the work that was completed in the EDSP.

## Demand

**McMinnville will need about 697 gross acres (384 industrial and 313 commercial) for employment for the 2021 to 2041 period and 954 gross acres (384 industrial and 570 commercial) for the 2021 to 2067 period (Exhibit 67).**

Demand was calculated in following components:

- By developing an employment forecast and assigning employment density factors to determine associated land needs, Employment forecasts indicate that McMinnville will add 6,885 jobs between 2021 and 2041 and 16,001 jobs between 2021 and 2067. *For this component of the demand, McMinnville will need at least 405 gross acres (153 industrial and 252 commercial) for employment for the 2021 to 2041 period and 899 gross acres (329 industrial and 570 commercial) for the 2021 to 2067 period (Exhibit 56).*
- By removing the following employment from the employment forecast, and instead estimating land needs for these employers based on interviews with the respective entities: local government, K-12, and higher education. *These are discussed in the public and institutional land needs section of the Urbanization Summary report, and are not discussed in the land sufficiency analysis for commercial and industrial employment.*
- The City assumed 5% of new employment would be accommodated on sites that don't require new vacant land, through infill, redevelopment, and locations that don't require new employment land.
- By identifying the existing retail leakage identified in a market analysis, which identifies existing deficits in the base year which are not otherwise accounted for in the forecast of future employment from 2021-2041. *McMinnville will need about 12.2 acres to address existing retail leakage.*
- By estimating other needed sites which are not accounted for in the average density assumptions. The sites for these uses are unique and not accounted for in the standard employment density factors. These are target industries and uses in the MAC-Town 2032 Economic Development Strategic Plan. *McMinnville will need 56 acres for other*

*needed sites on commercial (e.g., land needs not accounted for in the employment projections) in the 2021 to 2041 period.* A net increase of 49 acres when adjusting the employment forecast to reflect these unique site needs and adjustments to average density assumptions for these sites and uses.

- Calculation of additional needed sites on industrial land, based on target industries identified in the EDSP, resulted in *overall demand for 384 acres of industrial land for the 2021-2041 period. This analysis does not estimate demand for industrial land for the 2041 – 2067 period.*

## Supply

In 2019, within the UGB, McMinnville has 508 buildable acres of employment land. This includes 154 buildable acres of commercial land and 354 buildable acres of industrial land.

- **Commercial.** Of the 154 buildable acres of commercial land, about 50 acres are in vacant lots, 65 acres are in partially-vacant lots, and 39 acres in the Urban Holding zone for future neighborhood commercial services. About 56 acres (approximately 36% of the buildable commercial land) is on the Evergreen property, which is subject to a Planned Development that limits uses to tourism-related uses consistent with the master plan. There are only 39 tax lots with buildable commercial acreage, and only some of these contiguous.
- **Industrial.** Of the 354 buildable acres of industrial land, about 301 acres are in vacant lots, and 53 acres are in partially-vacant lots. About 50% of the supply (177 acres) is in two tax lots over 50 acres, about 88 and 90 acres. McMinnville has one 24 acre site. The remaining sites are smaller than 15 buildable acres.

## Sufficiency

Exhibit 67 shows the capacity of unconstrained vacant land and the demand for employment land over the 5-, 10-, 20-, and 46-year planning periods.

**Exhibit 67. Comparison of the capacity of unconstrained vacant land with employment land demand by land use type, McMinnville UGB, 2021–2026, 2021–2031, 2021–2041, and 2021–2067**

**Note: The analysis did not forecast industrial growth for the 2041-2067 period.**

Land Use Type	5-year (2021-2026)			10-year (2021-2031)			20-year (2021-2041)			46-year (2021-2067)		
	Land Supply	Land Demand	Land Sufficiency (Deficit)	Land Supply	Land Demand	Land Sufficiency (Deficit)	Land Supply	Land Demand	Land Sufficiency (Deficit)	Land Supply	Land Demand	Land Sufficiency (Deficit)
Industrial	354	38	316	354	77	277	354	384	(29)	<b>Not forecast for 2041-2067</b>		
Commercial	154	63	91	154	126	28	154	313	(159)	154	570	(416)

Source: ECONorthwest.

The next chapter provides a discussion of McMinnville’s existing Comprehensive Plan goals and policies related to economic development. It suggests updates to policies that may not align with the findings of this EOA or recent updates to supporting planning work including the MAC-Town 2032 Economic Development Strategic Plan.



## 6. Comprehensive Plan Policies

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OAR 660-009-0020 outlines requirements for industrial and other economic development policies.

Local comprehensive plans are to provide a commitment to provide a competitive short-term supply together with a commitment to provide adequate sites and facilities. With this EOA, also identified are fulfillment of community economic development objectives.

### Economic Development Goals and Policies

As noted at the outset of this EOA update report, the 2019 MAC-Town Economic Development Strategic Plan states the City of McMinnville's mission related to economic development:

"McMinnville provides economic opportunity for all residents through sustainable growth across a balanced array of traditional and innovative industry sectors, from steel manufacturing to technology. Economic growth is collaborative, and inclusive of individuals from diverse backgrounds. Businesses leverage local and regional talent pipelines while attracting new employees and residents who value McMinnville's high quality of life. Our strong downtown serves residents and visitors alike, featuring unique shops and world-class restaurants that offer locally-produced food products and globally-renowned wine. As we evolve, we prize our small-town roots and we maintain McMinnville's character."

The currently adopted Comprehensive Plan also includes more detailed goal statements, and some goals include specific policies. This EOA update provides suggested changes to goals and policies that may not align with the city's current vision for economic development. The suggested changes are indicated with items to ~~remove~~ or items to consider ~~adding~~.

**Goal IV 1: To encourage the continued growth and diversification of McMinnville's economy in order to enhance the general well-being of the community and provide employment opportunities for its citizens.**

**Goal IV 2: To encourage the continued growth of McMinnville as the commercial center of Yamhill County in order to provide employment opportunities, goods, and services for the city and county residents.**

*Policy:*

- 21.00 Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the City. Such uses shall locate according to the goals and policies in the comprehensive plan.
- 21.01 The City shall periodically update its economic opportunities analysis to ensure that it has within its urban growth boundary (UGB) a 20-year supply of lands designated for commercial and industrial uses. The City shall provide an adequate

number of suitable, serviceable sites in appropriate locations within its UGB. If it should find that it does not have an adequate supply of lands designated for commercial or industrial use it shall take corrective actions which may include, but are not limited to, redesignation of lands for such purposes, or amending the UGB to include lands appropriate for industrial or commercial use. (Ord.4796, October 14, 2003)

- 21.02 The City shall encourage and support the start up, expansion or relocation of high-wage businesses to McMinnville.
  - 1. The City shall coordinate economic efforts with the Greater McMinnville Area Chamber of Commerce, McMinnville Industrial Promotions, McMinnville Downtown Association, Yamhill County, Oregon Economic and Community Development Department, and other appropriate groups.
  - 2. Economic development efforts shall identify specific high-wage target industries and ensure that adequately sized, serviced, and located sites exist within the McMinnville urban area for such industries. (Ord.4796, October 14, 2003)
- 21.03 The City shall support existing businesses and industries and the establishment of locally owned, managed, or controlled small businesses. (Ord.4796, October 14, 2003)
- 21.04 The City shall make infrastructure investments that support the economic development strategy a high priority, in order to attract high-wage employment. (Ord.4796, October 14, 2003)
- 21.05 Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the city. Such uses shall locate according to the goals and policies in the comprehensive plan. (Ord.4796, October 14, 2003)

**Goal IV 3: To ensure commercial development that maximizes efficiency of land use through utilization of existing commercially designated lands, through appropriately locating future neighborhood and community serving commercial lands and discouraging strip development.**

*General Policies:*

- 22.00 The maximum and most efficient use of existing commercially designated lands will be encouraged as will the revitalization and reuse of existing commercial properties.
- 23.00 Areas which could in the future serve as commercial sites shall be protected from encroachment by incompatible uses.
- 24.00 The cluster development of commercial uses shall be encouraged rather than auto-oriented strip development. (Ord.4796, October 14, 2003)

*Locational Policies:*

- 24.50 The location, type, and amount of commercial activity within the urban growth boundary shall be based on community needs as identified in the Economic Opportunities Analysis. (Ord.4796, October 14, 2003)

- 25.00 Commercial uses will be located in areas where conflicts with adjacent land uses can be minimized and where city services commensurate with the scale of development are or can be made available prior to development.
- 26.00 The size of, scale of, and market for commercial uses shall guide their locations. Large-scale, regional shopping facilities, and heavy traffic-generating uses shall be located on arterials or in the central business district, and shall be located where sufficient land for internal traffic circulation systems is available (if warranted) and where adequate parking and service areas can be constructed.
- 27.00 Neighborhood commercial uses will be allowed in residential areas. These commercial uses will consist only of neighborhood oriented businesses and will be located on collector or arterial streets. More intensive, large commercial uses will not be considered compatible with or be allowed in neighborhood commercial centers.
- 28.00 A commercial planned development should be encouraged in the proximity of the intersection of Hill Road and West Second Street. Such a development should service the needs of people in western McMinnville. The development should be anchored by a grocery store.

*Design Policies:*

- 29.00 New direct access to arterials by large-scale commercial developments shall be granted only after consideration is given to the land uses and traffic patterns in the area of development as well as at the specific site. Internal circulation roads, acceleration/deceleration lanes, common access collection points, signalization, and other traffic improvements shall be required wherever necessary, through the use of planned development overlays.
- 30.00 Access locations for commercial developments shall be placed so that excessive traffic will not be routed through residential neighborhoods and the traffic-carrying capacity of all adjacent streets will not be exceeded.
- 31.00 Commercial developments shall be designed in a manner which minimizes bicycle/pedestrian conflicts and provides pedestrian connections to adjacent residential development through pathways, grid street systems, or other appropriate mechanisms. (Ord.4796, October 14, 2003)
- 32.00 Where necessary, landscaping and/or other visual and sound barriers shall be required to screen commercial activities from residential areas.
- 33.00 Encourage efficient use of land for parking; small parking lots and/or parking lots that are broken up with landscaping and pervious surfaces for water quality filtration areas. Large parking lots shall be minimized where possible. All parking lots shall be interspersed with landscaping islands to provide a visual break and to provide energy savings by lowering the air temperature outside commercial structures on hot days, thereby lessening the need for inside cooling. (Ord.4796, October 14, 2003)
- 34.00 The City of McMinnville shall develop and maintain guidelines concerning the size, placement, and type of signs in commercial areas.

- 35.00 The City of McMinnville shall encourage the development of a sign system that directs motorists to parking areas.

**Goal IV 4: To promote the downtown as a cultural, administrative service, and retail center of McMinnville.**

*Downtown Development Policies:*

- 36.00 The City of McMinnville shall encourage a land use pattern that:
  - 1. Integrates residential, commercial, and governmental activities in and around the core of the city;
  - 2. Provides expansion room for commercial establishments and allows dense residential development;
  - 3. Provides efficient use of land for adequate parking areas;
  - 4. Encourages vertical mixed commercial and residential uses; and,
  - 5. Provides for a safe and convenient auto-pedestrian traffic circulation pattern.  
(Ord.4796, October 14, 2003)
- 37.00 The City of McMinnville shall strongly support, through technical and financial assistance, the efforts of the McMinnville Downtown Steering Committee to implement those elements of Phase II of the "Downtown Improvement Plan" that are found proper, necessary, and feasible by the City. (Ord.4796, October 14, 2003)
- 38.00 The City of McMinnville shall encourage the renovation and rehabilitation of buildings in the downtown area, especially those of historical significance or unique design.
- 39.00 The City of McMinnville shall encourage and allow the development of pocket parks, landscaping, and other natural amenities to provide a visual contrast between streets and parking lots and buildings to enhance the general appearance of the downtown.
- 40.00 The City of McMinnville shall encourage and develop a policy of cooperation with federal, state, and local governments and agencies regarding the location of public administrative and service facilities in the downtown area and further encourage these same agencies to develop off-street parking opportunities and transportation alternatives for their employees.
- 41.00 The City of McMinnville shall encourage the expansion of retail and other commercial enterprises east of the railroad tracks and north and south of Third Street consistent with the adopted "Downtown Improvement Plan." (Ord.4796, October 14, 2003)
- 42.00 The City of McMinnville shall continue to redesignate streets and traffic patterns in and around the downtown area to facilitate the movement of automobile traffic and provide for the safety and convenience of pedestrians.

- 43.00 The City of McMinnville shall allow the closing and/or vacating of streets to provide additional areas for off-street parking where such closure will not affect the ability of the police and fire departments, and public utilities to provide their designated service functions or where such closures will not negatively affect the overall traffic circulation in the downtown area.
- 44.00 The City of McMinnville shall encourage, but not require, private businesses downtown to provide off-street parking and on-site traffic circulation for their employees and customers.
- 45.00 The City of McMinnville shall study the feasibility of developing bicycle and pedestrian paths and/or lanes between residential areas and the activity centers in the downtown. (Ord.4961, January 8, 2013)
- 46.00 The City shall work to implement the recommendations of the adopted "McMinnville Downtown Improvement Plan."
- 46.01 The City shall, through its Landscape Review Committee, develop a list of street trees acceptable for planting within the public rights-of-way, parks and open spaces, and downtown. In addition, the committee shall develop standards for the planting of these trees, particularly within the downtown area, such that sidewalk and tree root conflicts are minimized. This effort should be coordinated with McMinnville Water and Light in an effort to minimize conflicts with utility lines.
- 46.02 The City shall, as funding permits and generally in the following order, periodically inventory trees within its public rights-of-way, parks and open spaces, and downtown area in order to assess the overall health of the city's urban forest and to determine those specific trees that may require maintenance, or removal and replacement. As a goal, the City seeks to maintain a diverse urban forest in terms of age and species.
- 46.03 The City shall take steps to minimize hardships to property owners situated adjacent to street trees that may have been found to be the cause of, but not limited to, the cracking or raising of a public sidewalk, or interfering with sewer lines that serve his/her property. In such cases, the City shall install root barriers, if practicable, or remove the offending tree(s). (Ord. 4816, December 14, 2004; Ord.4796, October 14, 2003)

#### Proposals:

- 6.00 A planned development overlay should be placed on the large cluster commercial development areas and the entrances to the City to allow for review of site design, on-site and off-site circulation, parking, and landscaping. The areas to be overlaid by this designation shall be noted on the zoning map and/or comprehensive plan map.
- 7.00 The City of McMinnville should study the feasibility of designating areas fronting Third Street east of the railroad tracks for retail commercial only, and designated areas on the fringes of the downtown as office residential.

- 8.00 The City of McMinnville should encourage the development of a commercial planned development center in the southwestern portion of the city large enough in scale to serve the needs of the area's population. The center should be in proximity of the intersection of Old Sheridan Road, U.S. Highway 99W, and Oregon Highway 18.

**Goal IV 5: To continue the growth and diversification of McMinnville's industrial base through the provision of an adequate amount of properly designated lands.**

**Goal IV 6: To insure industrial development that maximizes efficiency of land uses, that is appropriately located in relation to surrounding land uses, and that meets necessary environmental standards.**

*General Policies:*

- 47.00 Industries that locate in the community shall meet federal, state, and local environmental standards. These standards shall be given full weight in evaluating the desirability of the industry. Criteria for evaluation shall include, but not be limited by the effect the industry would have on:
  - 1. The natural environment, including air and water quality, natural drainage ways, and soil properties and other physical characteristics of the land including topography.
  - 2. The human environment, including the amount of noise and traffic generated and the ability of the housing industry to provide sufficient dwelling units with at least an adequate level of required urban services.
  - 3. The physical facilities of the community, including the ability of sanitary and storm sewer systems, water supply and distribution system, energy supply distribution systems, police and fire, and schools to provide designated services.
- 48.00 The City of McMinnville shall encourage the development of new industries and expansion of existing industries that provide jobs for the local (McMinnville and Yamhill County) labor pools.

*Locational Policies:*

- 49.00 The City of McMinnville shall use its zoning and other regulatory methods to prevent encroachment into industrial areas by incompatible land uses.
- 49.01 The City shall designate an adequate supply of suitable sites to meet identified needs for a variety of different parcel sizes at locations which have direct access to an arterial or collector street without having to pass through residential neighborhoods. (Ord. 4961, January 8, 2013)
- 49.02 The location, type, and amount of industrial activity within the Urban Growth Boundary shall be based on community needs as identified in the Economic Opportunities Analysis. (Ord. 4961, January 8, 2013)

- 49.03 In designating new industrial properties, and in redesignating properties to industrial zoning from other designations, the City shall work to provide employment opportunities in locations that are reasonably accessible to McMinnville residents, while minimizing the need to drive through existing or planned residential neighborhoods. (Ord. 4961, January 8, 2013)
- 50.00 The City of McMinnville shall encourage industrial uses to locate adjacent to the airport and south of Three Mile Lane, adjacent to the existing Riverside Drive industrial area, and in existing industrial areas through the proper designation of lands on the comprehensive plan and zoning maps. Comprehensive plan and/or zoning map changes to industrial designations in other areas may be granted if all the applicable goals and policies of the plan can be met.
  - *The City should consider updating this policy to reflect findings of the Three Mile Lane Area Plan, which discusses potential commercial uses in this area.*
- 51.00 The City of McMinnville shall encourage the location of airport-related industrial uses only on the industrial land which is adjacent to the airport. Those lands so reserved shall be designated in the planned development overlay covering this area.
  - *The City should consider updating this policy to reflect updated goals for the area near the airport.*
- ~~▪ 52.00 The City of McMinnville shall create a new "limited light industrial" zone which shall be placed on the industrial areas on the south side of Three Mile Lane in those areas where residential development is expected on the north side of the road. The new zone will allow only those types of industrial uses that will not conflict with the residential uses.~~
- ~~▪ 53.00 The City of McMinnville shall encourage the phased development of industrial land so that a moderate rate of growth occurs. A moderate rate of growth will be considered that rate which enables the City to provide urban services in a timely, orderly, and economic fashion, and which allows the private sector to provide for the needs of the new residents.~~
- 54.00 The City of McMinnville shall establish industrial planned development ordinances which shall be placed over the future industrial areas designated on the McMinnville Comprehensive Plan Map, the industrial reserve area, and certain existing industrially designated areas within the city limits. The overlay shall also be applied to any areas which are in the future designated for future industrial use through an amendment to the comprehensive plan map. The overlays shall provide standards to control the nuisance and negative environmental effects of industries. These controls shall cover, but not be limited to, the following areas:
  - 1. Landscaping and screening
  - 2. Noise suppression
  - 3. Light and heat suppression
  - 4. Pollution control for air, water, and land



- 5. Energy impacts
- 6. Traffic impacts
- 55.00 Deleted as per Ord. 4796, October 14, 2003.
- 56.00 Deleted as per Ord. 4796, October 14, 2003.
- 57.00 Agricultural activities shall be encouraged on industrially designated lands until such time as the lands are utilized for industrial purposes.

# Appendix A. Buildable Lands Inventory

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ECONorthwest prepared a Goal 10 compliant Economic Opportunities Analysis (EOA) for the City of McMinnville to assess whether the city has sufficient land within its Urban Growth Boundary (UGB) to accommodate population and employment growth forecast for the 20-year period between 2021 and 2041, as well as 5-, 10-, and 46-year planning periods. A key component of this study is the buildable lands inventory (BLI).

The legal requirements that govern the BLI for the City of McMinnville are defined in Statewide Planning Goal 10, OAR 660-009-0005, and OAR 660-009-0015(3). This Appendix summarizes the methods ECONorthwest used to conduct employment buildable lands inventory.

In 2023, ECONorthwest updated the BLI from the 2020 *McMinnville Economic Opportunities Analysis* report to December 2021 to account for: land brought into the UGB through the 2020 Urban Growth Boundary (UGB) expansion; development that occurred between January 1, 2018 and December 31, 2021; and other changes such as changes in zoning or tax lot divisions. For this update, ECONorthwest used 2022 (assessor tax year) data.

## Study Area

The Commercial and Industrial BLI for McMinnville includes all commercial and industrial land within the McMinnville UGB. From a practical perspective, this means that all lands within tax lots identified by the Yamhill County Assessment and Taxation Office that fall within a commercial or industrial plan designation were inventoried. Note that tax lots do not generally include road or railroad rights-of-way or water. ECONorthwest used an April 2023 tax lot shapefile (the same data used for the residential BLI) from the City of McMinnville for the analysis, as well as previous information used for the 2018 EOA. The inventory then builds from the tax lot-level database to estimates of buildable land by plan designation.

## Methods for Inventory of Commercial and Industrial Lands

For commercial and industrial land, the general structure is similar to the residential lands process with a few differences. The buildable lands inventory uses methods and definitions that are consistent with OAR 660-009 and OAR 660-024. Following are the administrative rules that provide guidance on the commercial and industrial BLI.

### OAR 660-009-0005:

(1) *"Developed Land" means non-vacant land that is likely to be redeveloped during the planning period.*

(2) *"Development Constraints" means factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to,*

*wetlands, environmentally sensitive areas such as habitat, environmental contamination, slope, topography, infrastructure deficiencies, parcel fragmentation, or natural hazard areas.*

*(11) "Site Characteristics" means the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes.*

*(12) "Suitable" means serviceable land designated for industrial or other employment use that provides, or can be expected to provide the appropriate site characteristics for the proposed use.*

*(13) "Total Land Supply" means the supply of land estimated to be adequate to accommodate industrial and other employment uses for a 20-year planning period. Total land supply includes the short-term supply of land as well as the remaining supply of lands considered suitable and serviceable for the industrial or other employment uses identified in a comprehensive plan. Total land supply includes both vacant and developed land.*

*(14) "Vacant Land" means a lot or parcel:*

*(a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or*

*(b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.*

The 2023 update used building permits from 2019 to December 2021 to identify tax lots where new development has occurred. Tax lots that were previously designated as vacant in 2019 but had an associated building permit on them were re-designated as developed. As an additional step to maintain thoroughness, tax lots were again filtered through the development status classification scheme to identify any tax lots where the improvement value increased from \$0 to values over \$10,000. Beyond these changes, we used the 2019 BLI results unless there was a clear reason for doing otherwise.

Unlike with residential lands, the rules for employment lands include the concept of "suitability" which can be affected by factors other than the physical attributes of land. (See OAR 660-009-0005 (11) and (12) above.) The proposed BLI methods do not fully address the suitability factors, rather, they more narrowly assess whether a parcel is buildable based solely on attributes of the land. ECONorthwest had additional discussions with City staff about the assumptions embedded in the BLI as well as whether to apply additional suitability factors to employment lands, and if so, what factors to use.

## Inventory Steps

The steps in the inventory of commercial and industrial buildable lands are:

1. Generate UGB “land base”
2. Classify lands by development status
3. Identify constraints
4. Verify inventory results
5. Tabulate and map results

### Step 1: Generate UGB “land base”

The commercial and industrial inventory used all of the tax lots in the McMinnville UGB with the appropriate plan designations. Specific designations that were used include:

- Commercial<sup>115</sup>
- Industrial

### Step 2: Classify lands

In this step, ECONorthwest classified each tax lot with a plan designation of Commercial or Industrial (based on the lot’s status as of April 2023) into one of five mutually exclusive categories based on development status:

- Developed land
- Vacant land
- Vacant small lot land
- Partially vacant land
- Public or exempt land

ECONorthwest initially identified buildable land and classify development status using a rule-based methodology. The rules are described below.

<sup>115</sup> The inventory also includes the 39 acres of land that McMinnville brought into the UGB for neighborhood servicing commercial uses, per Ordinance No. 5098, the McMinnville Urban Growth Management Plan. This land is in the Urban Holding zone, as discussed in the *McMinnville Housing Needs Analysis* report.

<b>Development Status</b>	<b>Definition</b>	<b>Statutory Authority</b>
Vacant Land	<p>A tax lot:</p> <p>(a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or</p> <p>(b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements</p> <p>For the purpose of criteria (a) above, lands with improvement values of \$0 were be considered vacant.</p>	OAR 660-009-005(14)
Vacant Small Lot	Tax lot less than one half-acre without buildings or improvements.	No statutory definition. Included based on PAC recommendation at February 27, 2020 meeting.
Partially Vacant Land	Partially vacant tax lots are those between one and five acres occupied by a use that could still be further developed based on the zoning. This determination is based on a visual assessment and City staff verification.	No statutory definition
Public or Exempt Land	Lands in public or semi-public ownership are considered unavailable for commercial or industrial development. This includes lands in Federal, State, County, or City ownership as well as lands owned by churches and other semi-public organizations and properties with conservation easements. Public lands are identified using the Yamhill County Assessment property tax exemption codes.	No statutory definition
Developed Land	<p>OAR 660-009-005(1) defines developed land as “Non-vacant land that is likely to be redeveloped during the planning period.”</p> <p>Lands not classified as vacant, partially-vacant, undevelopable, or public or exempt are considered developed.</p>	OAR 660-009-005(1)

### Step 3: Identify constraints

The commercial and industrial inventory uses development constraints consistent with guidance in OAR 660-009-0005(2). Most of the development constraints are the same as those used for residential lands. (The exception is steep slopes, which are defined as 15% or greater for employment lands and 25% or greater for residential lands.) Note that the previous EOA in 2013 used the 25% threshold for steep slopes. In the 2020 update, the PAC recommended using 15% to better reflect needs for development of employment land.

<b>Constraint</b>	<b>Statutory Authority</b>	<b>Threshold</b>	<b>File name</b>
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<b>Goal 5 Natural Resource Constraints</b>			
Regulated Wetlands	OAR 660-009-0005(2)	Within National Wetlands Inventory	NWI
<b>Natural Hazard Constraints</b>			
Floodways	OAR 660-009-0005(2)	Lands within FEMA FIRM identified floodway	Floodplains_and_Floodways
100 Year Floodplain	OAR 660-009-0005(2)	Lands within FEMA FIRM 100-year floodplain	Floodplains_and_Floodways
Steep Slopes	OAR 660-009-0005(2)	Slopes greater than 15%	TBD
Conservation Easements	OAR 660-009-0005(2)	Lands within conservation easements, as identified by City staff.	

These areas were treated as prohibitive constraints (unbuildable). All constraints were merged into a single constraint file, which was then used to identify the area of each tax lot that is constrained. These areas were deducted from lands that were identified as vacant or partially vacant.

#### Step 4: Verify inventory results

As with the residential BLI, ECONorthwest used a multi-step verification process. This included review of aerial imagery, discussion and verification with City staff, and review of 2013 EOA results.

#### Step 5: Tabulate and map results

The results of the commercial BLI are presented in tabular and map format in Chapter 5.

## Appendix B. Employment on Other Land and Employment Density

This appendix presents research and findings that ECONorthwest completed to provide rationale for employment density and “refill” and redevelopment assumptions for the 2020 update of the City of McMinnville’s EOA. It presents empirical analysis of existing employment densities in McMinnville and information on assumptions used for EOAs in comparison cities noted in *Exhibit 1*.

**Exhibit 1. Cities used for comparison to the City of McMinnville by population and county**

City	Population (2018 PSU Estimate)	County
Ashland	20,815	Jackson
Newberg	23,795	Yamhill
Redmond	29,190	Deschutes
Grants Pass	37,285	Josephine
Albany	53,145	Linn & Benton
Corvallis	59,280	Benton
Bend	89,505	Deschutes

In addition, with the 2013 EOA, the City also previously collected comparative data from other cities and the 2001/03 EOA for employment density and “refill” and redevelopment factors. That is summarized in Figure 40 of the 2013 EOA, which is also attached at the end of this document. It also includes guidelines from DLCD’s Goal 9 Guidebook. The City elected to add additional comparable cities to the analysis as three of the five cities in Figure 40 are metro cities with considerably different economic development opportunities and strategies.

### Employment on Other (Non-Vacant) Land

ECONorthwest compiled information from the comparison cities on assumptions used in each city’s EOA for employment that doesn’t require vacant commercial or industrial land. (This corresponds to step 6 in the EOA summary matrix.) The 2013 McMinnville EOA used an overall assumption for employment on non-vacant land of 17%. Exhibit 2 summarizes assumptions used in other Oregon comparison cities.

**Exhibit 2. Employment on other land assumptions for comparison cities**

City	Emp. on Other Land	Rationale/Approach	Date
Ashland	20%	Empirical analysis of capacity on redevelopable lands.	2007
Newberg	5% (retail only)	Empirical analysis. (See Figure 40 on pg. 85 of 2013 McMinnville EOA)	2006
Redmond	10%	Reasonable judgement. (pg. 5-29).	2005
Grants Pass	10%	Reasonable judgement based on comparison areas. (pg. 8-46)	2007
Albany	0%	Redevelopment was accounted for in the BLI, so they did not account for it again in the forecast. (pg. 11)	2005
Corvallis	Industrial: 11% Retail: 12% Office: 29%	Reasonable judgement based on available buildable land. (pg. 4-56)	2016
Bend		Note: Bend used a site-based approach for estimating land need. We do not recommend this approach.	2016



DLCD's Goal 9 workbook presented guidelines of 85-90% growth on vacant land, based on 10-15% refill and redevelopment cited as a rule of thumb.

The effect of applying refill and redevelopment rates to existing developed land is to implicitly increase the employment density on those lands. Employment density is discussed further in the next section, but must be evaluated together with assumptions about refill and redevelopment. As discussed in the next section, the observed density of employment in commercial and industrial plan designations is currently about 10 employees/net acre in industrial plan designations (down slightly from the 2013 EOA) and 23 employees/net acre in commercial plan designations (up slightly from the 2013 EOA). Exhibits 3A-3C show the effective densities resulting from applying 17%, 10%, and 5% of new employment to developed commercial and industrial sites.

For industrial employment, this ranges from absorbing between 96 to 325 additional employees from present through 2041, and increasing to absorb between 191 to 650 additional employees from present through 2067 on *currently* developed properties. This would increase the employment density for these sites from 10 employees/acre to between 11 to 12 employees/acre.

For commercial development, this ranges from absorbing between 295 to 1,003 additional employees from present through 2041, and increasing to absorb between 619 to 2,103 additional employees from present through 2067 on *currently* developed properties. This would increase the employment density for these sites from 23 employees/acre to between 25 to 29 employees per acre.

**Exhibit 3A. Effective Employment Densities with 17% Refill/Redevelopment Assumption on Current Developed Commercial and Industrial Sites**

Plan Designation	Covered Employment by Plan Des.	Total Emp. Calc. by Plan Des.	Net Unconstrained Developed Acres in Plan Designation	Effective Employment per Net Acre on Current Developed, Non-Vacant Sites						
				Current Calc Emp Density	17% of Add'l Emp to 2041	Tot Emp Exist Sites by Plan Des. In 2041	Emp. Density Exist Sites with 17% of emp to 2041	17% of Add'l Emp to 2067	Tot Emp Exist Sites by Plan Des. In 2067	Emp. Density Exist Sites with 17% of emp to 2067
Industrial	3,422	4,485	428	10	325	4,810	11	650	5,135	12
Commercial	6,245	8,184	357	23	1,003	9,187	26	2,103	10,287	29

**Exhibit 3B. Effective Employment Densities with 10% Refill/Redevelopment Assumption on Current Developed Commercial and Industrial Sites**

Plan Designation	Covered Employment by Plan Des.	Total Emp. Calc. by Plan Des.	Net Unconstrained Developed Acres in Plan Designation	Effective Employment per Net Acre on Current Developed, Non-Vacant Sites						
				Current Calc Emp Density	10% of Add'l Emp to 2041	Tot Emp Exist Sites by Plan Des. In 2041	Emp. Density Exist Sites with 10% of emp to 2041	10% of Add'l Emp to 2067	Tot Emp Exist Sites by Plan Des. In 2067	Emp. Density Exist Sites with 10% of emp to 2067
Industrial	3,422	4,485	428	10	191	4,676	11	383	4,868	11
Commercial	6,245	8,184	357	23	590	8,774	25	1,237	9,421	26

**Exhibit 3C. Effective Employment Densities with 5% Refill/Redevelopment Assumption on Current Developed Commercial and Industrial Sites**

Plan Designation	Covered Employment by Plan Des.	Total Emp. Calc. by Plan Des.	Net Unconstrained Developed Acres in Plan Designation	Effective Employment per Net Acre on Current Developed, Non-Vacant Sites						
				Current Calc Emp Density	5% of Add'l Emp to 2041	Tot Emp Exist Sites by Plan Des. In 2041	Emp. Density Exist Sites with 5% of emp to 2041	5% of Add'l Emp to 2067	Tot Emp Exist Sites by Plan Des. In 2067	Emp. Density Exist Sites with 5% of emp to 2067
Industrial	3,422	4,485	428	10	96	4,581	11	191	4,676	11
Commercial	6,245	8,184	357	23	295	8,479	24	619	8,803	25

Both the industrial and commercial employment densities have remained nearly the same over time: from the 2001/03 EOA, the empirical calculations in the 2013 EOA, and the empirical calculations in the current analysis. Industrial densities have decreased slightly from about 11 employees/acre to about 10 employees/acre. Commercial densities have increased slightly from about 22 employees/acre to about 23 employees/acre.

The 2001/03 EOA used variable assumptions for refill/redevelopment, with 17% for industrial, 15% for commercial, and 13% for institutional, while the 2013 EOA increased these all to 17%.

Average employment densities don't appear to have increased consistent with those rates. Actual changes compared to assumptions about refill/redevelopment of the existing developed sites may be the result of:

- Refill/redevelopment has not occurred, or has occurred at lower rates than assumed in McMinnville's prior EOAs
- Employment densities of existing businesses may have declined, through reduction of employees or through expansion of facilities without commensurate increases in employment densities
- Increases in employment density in some cases may have been offset by reductions in employment density in other cases

Potential reasons may include:

- Increases in automation, where operations occupy the same space, but with fewer employees
- More new businesses/new land use of types with the same or lower employment densities than previous business' employment densities
  - Potential increases in area devoted to storage, cold storage, warehousing, and distribution, some of which may increase together with surrounding agricultural uses.
  - Potential increases in area devoted to indoor grow operations, potentially further increasing from the growth of industrial hemp production.<sup>116</sup>

The dynamics of new job creation should also be considered in evaluating refill and redevelopment.

- How strongly is job growth correlated with the size or age of a business? How much job growth is created through newer start-ups vs. long-term growth of more established businesses? How many smaller entrepreneurial businesses intend to grow to be larger businesses vs. remain smaller?
- While there may be capacity to add employees within established space for existing businesses, new businesses may need their own facilities that can't be located within the facilities of other businesses. Some existing businesses may retain partially vacant sites in the event they need to expand. Some businesses will require ownership of their land and facilities rather than leasing space on existing developed sites.

An assumption of 5% industrial refill/redevelopment would result in an increase in employment density from about 10 emp/ac to about 11 emp/ac on existing developed sites. This is generally consistent with McMinnville's historic trends.

<sup>116</sup> <https://www.forbes.com/sites/andrebourque/2019/01/31/how-hemp-is-moving-oregon-marijuana-to-an-indoor-grow-crop/#10ff80b960ed>

The empirical calculated density for commercial sites in the 2013 EOA was 22 emp/acre, but an aspirational policy of 26 emp/acre was adopted. Any of the three scenarios calculated above (5%, 10%, or 17%) for refill/redevelopment on *currently* developed sites would result in an increase in density on these sites that would exceed currently observed densities, ranging from 24 to 26 emp/acre by 2041. Carrying over the 17% assumption from the 2013 EOA would mean an assumed employment density of 29 emp/acre on these sites by 2067, compared to the current 23 emp/acre, and exceeding even the aspirational overall assumption of 26 emp/acre used in the 2013 EOA. An assumption of 5% commercial refill/redevelopment would result in an increase in employment density from 23 emp/ac to 25 emp/ac on these sites in 2067.

## Recommended approach and assumptions

This update could simply carry forward the 17% refill/redevelopment assumption from the 2013 EOA for all categories, but the analysis of empirical data, calculations of effective density, and comparisons with other cities and the DLCDC Goal 9 Guidebook suggest that assumption is high, and that McMinnville hasn't achieved this historically. Further, even if that level of refill/redevelopment had been achieved historically, carrying over an assumption for each planning period would have a compounding effect of assuming unlimited, successively higher capacity of the same existing developed sites to absorb more employment each time. This would push the employment density for those developed lands up each planning cycle, where infill and redevelopment would have already theoretically occurred and increased in each previous planning cycle.

*A reasonable assumption would be 5% refill/redevelopment for both commercial and industrial employment, which is what we would recommend.* This would result in an increase in employment density on currently developed sites, still exceeding the empirical employment densities from the 2013 EOA.

The assumed 17% refill/redevelopment rate from the 2013 EOA would be an aspirational assumption that exceeds the empirical densities and exceeds the aspirational density from the 2013 EOA. It is an estimate that we don't anticipate will be achieved, and is higher than most comparisons. The 2001/03 EOA refill/redevelopment assumption of 17% for industrial and 15% for commercial is another aspirational assumption that hasn't been observed historically.

The tables below show the result of the 5%, 10%, and 17% refill/redevelopment assumptions for comparison for the 2021-2041 period.

*The government land use type is excluded from the remaining employment forecast calculations, as we account for government employment in calculations for other land needs.*

**Exhibit 4a. Estimate of new employment that will require vacant land, McMinnville UGB, 2021 to 2041 (17% Assumption)**

<b>Land Use Type</b>	<b>New Employment Growth</b>	<b>Emp. on Other Land</b>	<b>New Emp. on Vacant Land</b>
Industrial	1,667	283	1,384
Retail Commercial	383	65	318
Office & Commercial Services	3,346	569	2,777
Tourism Services	1,269	216	1,053
<b>Total</b>	<b>6,665</b>	<b>1,133</b>	<b>5,532</b>

**Exhibit 4b. Estimate of new employment that will require vacant land, McMinnville UGB, 2021 to 2041 (10% Assumption)**

<b>Land Use Type</b>	<b>New Employment Growth</b>	<b>Emp. on Other Land</b>	<b>New Emp. on Vacant Land</b>
Industrial	1,667	167	1,500
Retail Commercial	383	38	345
Office & Commercial Services	3,346	335	3,011
Tourism Services	1,269	127	1,142
<b>Total</b>	<b>6,665</b>	<b>667</b>	<b>5,998</b>

**Exhibit 4c. Estimate of new employment that will require vacant land, McMinnville UGB, 2021 to 2041 (5% Assumption)**

<b>Land Use Type</b>	<b>New Employment Growth</b>	<b>Emp. on Other Land</b>	<b>New Emp. on Vacant Land</b>
Industrial	1,667	83	1,584
Retail Commercial	383	19	364
Office & Commercial Services	3,346	167	3,179
Tourism Services	1,269	63	1,206
<b>Total</b>	<b>6,665</b>	<b>332</b>	<b>6,333</b>

## Employment Density

ECONorthwest completed an empirical analysis of the overall employment density in commercial and industrial areas, as well as in sample areas for the following land use types included in the employment forecast—industrial, office commercial, and retail commercial.<sup>117</sup> The 2013 McMinnville EOA used the following assumptions for employment density:

- **Industrial:** 11 employees per acre
- **Commercial:** 26 employees per acre

The 2013 EOA included an empirical analysis of employment density. The 11 employee/acre industrial density was the empirical calculated density. The empirical commercial employment density was 22 employees per acre. The 26 employee/acre density was an aspirational, policy-based assumption.

In the PAC materials provided for the meeting on September 5, 2019, we completed a sensitivity analysis for employment density based on the 2013 EOA assumptions. The analysis shows the effect of a 10% increase and 10% decrease of the 2013 employment density assumptions and the range of resulting needed acreage. The PAC requested further research based on existing employment density in McMinnville. The results of that analysis are provided in this section.

### Overall employment density for existing employment in McMinnville

The analysis of overall employment density for commercial and industrial areas included lots identified as “developed” in the buildable lands inventory (BLI) and summarized the employment per acre on these sites by plan designation (commercial or industrial land only). Land in wetlands was removed from the acreage calculation to better account for land used for employment. We calculated employment density, expressed here as total employees per acre, by dividing the number of employees on developed sites in commercial and industrial plan designations by the acreage (less wetlands) of those developed sites. The results of this calculation were:

- **Industrial:** 10 employees per acre
- **Commercial:** 23 employees per acre

Exhibit 5 shows the results of applying these employment density assumptions for the remaining land use types.

<sup>117</sup> The other land use types—tourism services and government—were excluded from the sample area analysis. The PAC will be discussing site characteristics. The sites needed for tourism services are typically similar to the needs for retail commercial. Thus, it is reasonable to assume the same employment density for both tourism services and retail commercial. Government employment will not require vacant commercial and industrial land, so we did not analyze employment density for this land use type.

**Exhibit 5a. Estimate of future land demand for new employment (plan designation approach), McMinnville UGB, 2021 to 2041, after 17% deduction**

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,467	10	147	156
Retail Commercial	337	23	15	18
Office & Commercial Services	2,945	23	128	156
Tourism Services	1,117	23	49	59
<b>Total</b>	<b>5,866</b>		<b>338</b>	<b>389</b>

**Exhibit 5b. Estimate of future land demand for new employment (plan designation approach), McMinnville UGB, 2021 to 2041, after 10% deduction**

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,500	10	150	160
Retail Commercial	345	23	15	18
Office & Commercial Services	3,011	23	131	160
Tourism Services	1,142	23	50	61
<b>Total</b>	<b>5,998</b>		<b>346</b>	<b>398</b>

**Exhibit 5c. Estimate of future land demand for new employment (plan designation approach), McMinnville UGB, 2021 to 2041, after 5% deduction**

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,584	10	158	169
Retail Commercial	364	23	16	19
Office & Commercial Services	3,179	23	138	169
Tourism Services	1,206	23	52	64
<b>Total</b>	<b>6,333</b>		<b>365</b>	<b>420</b>

While this approach provides a reasonable indication of employment densities in McMinnville, the mix of types of employment on sites may affect the overall result (i.e., not all employment in industrial areas is classified as industrial employment). However, these results align with comparable areas and previous guidelines for calculating employment density, and are therefore reasonable assumptions for the purposes of the EOA.

## Sample area employment density for existing employment in McMinnville

ECONorthwest also analyzed sample areas representative of employment in McMinnville by land use type. City staff assisted in choosing these areas for further analysis based on local knowledge as well as requirements for data confidentiality. Again, we calculated the employment density by dividing the number of total employees in each sample area by the total acreage of the sample area site. The results by land use type were:

- **Industrial:** 11 employees per acre
- **Office commercial:** 29 employees per acre
- **Retail commercial:** 19 employees per acre

Similar to the first approach to calculate overall employment density, a sample area approach also has limitations. Sample areas, by definition, do not provide information on employment density across McMinnville. However, these areas were chosen based on a representation of typical employment areas in McMinnville. Limitations in data availability, reporting, and confidentiality also present limitations in results.

The results of both approaches align with results from other studies in comparable cities, as well as the guidelines in DLCD's *Industrial and Other Employment Lands Analysis—Basic Guidebook*, which states:

“Typical employment densities per net acre range from 8 - 12 jobs for industrial; 14 - 20 jobs for commercial; and 6 - 10 jobs for institutional/other jobs.”

The next section provides background information on employment density assumptions used in cities that are comparable to McMinnville.

Exhibit 6 shows the results of applying these employment density assumptions for the remaining land use types.



**Exhibit 6a. Estimate of future land demand for new employment (sample area approach), McMinnville UGB, 2021 to 2041, after 17% deduction**

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,384	11	126	134
Retail Commercial	318	19	17	20
Office & Commercial Services	2,777	29	96	117
Tourism Services	1,053	19	55	68
<b>Total</b>	<b>5,532</b>		<b>294</b>	<b>339</b>

**Exhibit 6b. Estimate of future land demand for new employment (sample area approach), McMinnville UGB, 2021 to 2041, after 10% deduction**

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,500	11	136	145
Retail Commercial	345	19	18	22
Office & Commercial Services	3,011	29	104	127
Tourism Services	1,142	19	60	73
<b>Total</b>	<b>5,998</b>		<b>319</b>	<b>367</b>

**Exhibit 6c. Estimate of future land demand for new employment (sample area approach), McMinnville UGB, 2021 to 2041, after 5% deduction**

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,584	11	144	153
Retail Commercial	364	19	19	23
Office & Commercial Services	3,179	29	110	134
Tourism Services	1,206	19	63	77
<b>Total</b>	<b>6,333</b>		<b>336</b>	<b>388</b>

## Employment density comparison

City of McMinnville staff provided ECONorthwest with a list of cities typically used for comparison purposes. The cities and their population are listed in Exhibit 7.

**Exhibit 7. Cities used for comparison to the City of McMinnville by population and county**

City	Population (2018 PSU Estimate)	County
Ashland	20,815	Jackson
Newberg	23,795	Yamhill
Redmond	29,190	Deschutes
Grants Pass	37,285	Josephine
Albany	53,145	Linn & Benton
Corvallis	59,280	Benton
Bend	89,505	Deschutes

Each city listed above has completed an EOA between 2005 and 2016. Methodologies for each EOA varied, and information related to employment density assumptions was not consistently reported. The assumptions document in each EOA are listed in Exhibit 8, along with a description of the rationale or approach used for arriving at the employment density numbers, if available. These approaches generally fell into two categories, either (1) a reasonable judgement based on comparable cities or (2) an empirical analysis of existing employment density or other metric.

**Exhibit 8. Employment densities for comparison cities**

City	Employment Density (employees per acre)			Rationale/Approach	Date
	Industrial	Commercial	Retail		
Ashland	12	17	--	Reasonable judgement/comparison (pg. C-6)	2007
Newberg	11	21	21	Empirical analysis (pg. 84 McMinnville 2013 EOA)	2010
Redmond	5 (low) – 12 (high)	12 (low) – 20 (high)	--	Empirical analysis/comparison (pg. 5-29)	2005
Grants Pass	10	17	17	Reasonable judgement/comparison (pg.8-47)	
Albany	12	--	20	Reasonable judgement/comparison (pg 11)	2007
Corvallis	10	35	25	Empirical analysis (pg 4-60)	2016
Bend	--	--	--	<i>Note: Bend did not use an EPA approach for the 2016 EOA.</i>	2016

## Recommended assumptions and approach

The results of the empirical analysis are within reasonable ranges for employment densities. Exhibit 9 shows the recommended approach of 11 employees per acre for industrial and 23 employees per acre for all other land use types. It would also be possible to use the commercial density as a total control for the commercial subcategories and allocate a proportion of the total acreage to each subcategory based on the share from the sampled employment densities if preferred, but we believe this method is reasonable.

**Exhibit 9. Estimate of future land demand for new employment (recommended approach), McMinnville UGB, 2021 to 2041, after 5% refill/redevelopment deduction**

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,584	11	144	153
Retail Commercial	364	23	16	19
Office & Commercial Services	3,179	23	138	169
Tourism Services	1,206	23	52	64
<b>Total</b>	<b>6,333</b>		<b>351</b>	<b>405</b>

*These calculations do not include the government land needs, which are calculated separately.*

During discussion of site characteristics, a portion of the commercial uses will be split out and assigned to neighborhood-serving commercial and services to be located in neighborhood areas.

**Figure 40. Comparative Employment Density & Redevelopment Factors**

Reference	Employment Density (Jobs per Acre)	% of Job Growth on Vacant Employment Land
<b>2001 McMinnville EOA</b>	11 industrial 22 commercial 35 institutional	83% industrial 85% commercial 87% institutional (based on factors including 1-5% requires no non-res built space or land, 5-7% on existing developed land, and 5% vacancy rate)
<b>DLCD Goal 9 Guidebook (2005)</b>	8-12 industrial 14-20 commercial 6-10 institutional & other (demand for net acres; also noted is that each acre can accommodate 10-15 jobs for general commercial and office-park industrial, 20 for offices in non-metro downtowns & suburban settings)	85-90% job growth on vacant land (based on 10-15% use of vacant or redeveloped buildings cited as general rule of thumb)
<b>Salem-Keizer Metro Area Regional EOA 2012-2032 (May 2011)</b>	Forecast densities @: 20 light industrial (above 12-15 current) 36 general office (reflecting current average with range from 27 in retail areas to 73 in Salem central business area) Retail/personal service uses forecast not by jobs per acre (but @ 0.30 FAR)	95% industrial 83% general office (based on assumption that 5% of industrial and 17% of office new employment will locate in existing space or sites not requiring new land; EOA also notes that "there is no study that quantifies how much employment is commonly accommodated in existing built space over a 20-year period in a city.")
<b>Albany EOA Update (2007)</b>	12 industrial 20 commercial retail/services 10 government	100% job growth on vacant land (was at 90% with 2000 EOA @ 10% refill rate but adjusted to 0% rate as the updated 2007 BLI already accounted for infill and redevelopment on supply side of analysis)
<b>Newberg EOA (2010)</b>	11 industrial (including 10% increase in density as efficiency measure) 21 commercial retail & office (overall average with office calculated @ 40% FAR & avg 201 sf/job; retail estimated @ 14.8 net buildable acres per 1,000 new households)	See density for industrial Office appears to assume 100% development on vacant land Retail assumes 95% use of vacant land (with 5% assumed for infill & redevelopment)
<b>City of Beaverton Final Draft EOA (2010)</b>	18 general industrial 10 warehouse 23 flex/business park 58 office 30 retail 38 institutional (@ Metro method of jobs/bldg sf & FAR for densities)	94.2% industrial 92.7% commercial (calculated for excess vacancy above 6% target normalized rate with excess figures at 5.8% industrial, 7.3% commercial)
<b>Metro Urban Growth Report (2009)</b>	6 general industrial & warehouse 23 flex/business park 46 office 27 retail 27 institutional (Calculated using jobs/bldg sf & FAR for densities; @ low end of spectrum for outer ring suburbs)	80-90% general industrial, warehouse & flex/business park (10-20% refill) 70% office (30% refill) 40-70% retail (or 30-60% refill with most (generally @ lower end of refill rates) 60-65% institutional (or 35-40% refill) (Range for outer ring suburbs, 2015-30 time period)

Sources: From documents prepared by ECONorthwest, Johnson-Gardner and E. D. Hovee & Company, LLC.

## Appendix C. Other Site Needs

Use	Description or Example*	Land Need	EDSP Reference or Other Reference	Employment/Acreage Adjustment	Notes
1. Community Center/ Recreation Facility	Update, improve, expand and add recreational facilities that serve the community's needs including a Community Center and Aquatic Center.	10 acres	3.2.2	<b>22 Employees</b> net increase for additional programs (In addition to assuming no net change with transfer of existing FTE from old to new location). <i>Source: Parks Director</i>	<p>The description in the EDSP wasn't explicit regarding a public or private facility. Therefore, for purposes of the EOA, this wasn't initially assigned to public land. The City's feasibility analysis work is now underway, and this is calculated as a public facility.</p> <p>The Parks LOS of 14 acres/1000 population is for neighborhood parks, community parks, and greenways, and doesn't include this type of special use facility.</p> <p>For City of McMinnville non-park needs, the assumption was 7 additional acres for 2021-2041, including 4.5 acres for fire stations, plus 0.26 acres per 1,000 population. There is a need for 10 acres for a community center and aquatic center, which alone would exceed the total additional need already identified for the 20-year period, unless it could be sited on land already owned by the City. The feasibility analysis has not yet progressed to the siting criteria / site selection phase, so there hasn't been a determination about location.</p> <p>Therefore, at this time, the proposal retains an assumption of an additional 10 acre land need. If it is later determined the facility can be sited on property already owned by the city, then the additional 10 acres could be removed from this category, and accordingly, no further deduction of employment would be made for calculating the land need associated with the use, as it wouldn't be separately classified as an 'other needed site.'</p>

2. Outdoor Stage/ Amphitheater	<b>Examples:</b> Britt, Jacksonville Cuthbert, Eugene Bi-Mart, Central Point Les Schwab, Bend	5 acres plus parking (Assume parking is co-located and shared with other use)	3.2.1	15 Full Time, 45 Seasonal, (60 total payroll June-September). <b>30 Employees.</b> Tot Adj for Annual Average.  <i>Source: Britt Festival (2,200 seating capacity)</i>	If an amphitheater is to serve a tourism-driving economic development function that would attract artists on a tour circuit, it would need to be sized to meet the minimum criteria for seating capacity necessary to reflect the realities of ticket sales. Of the four such examples evaluated for facility size, Britt was at the low end of seating capacity, at 2,200. Several of these are located in public parks and operated by separate operators. The location within a park helps allow for shared parking facilities. Therefore, the size estimate is just for the amphitheater, and not for the additional land needed for venue parking.
3. Arts and culture focused event center	<b>Example:</b> Chehalem Cultural Center, Newberg	3.5 acres	3.3	7 Full Time + 2 FTE estimated as 8 Part-Time = <b>15 Employees</b>  <i>Source: Chehalem Cultural Center</i>	This item combines items which are separately identified in the EDSP (community art space, collaborative studio, cooperative gallery, arts and culture-focused event center).
4. Evergreen Aviation and Space Museum	Support existing facilities  Based on facilities in master plan for site	27 acres	(3.3)	<b>Master Plan Facilities:</b> Adventure Park (50 person capacity): 6 Lodge (96 rooms) 45 Other: Admin Building, Restoration Building, <u>Support Building,</u> <u>Student Housing): 6</u> <b>Sum: 57 Employees</b>	In the EDSP, a single strategy discusses assisting efforts of uses including Evergreen and the Yamhill County Heritage Museum. However, since the EOA effort is focused on the UGB, the language used in the EOA related to this item has been revised to discuss only the Evergreen property which is in the UGB, to clarify the land-use aspects of this item pertaining to the UGB focus on Evergreen and not the Heritage Museum, which is not in the UGB. The employment estimate relates to the master plan for the property.
5. Wings and Waves	Opportunities for growth and expansion	Location- specific land need at existing partially vacant site. See above.	6.3	See above.	For purposes land needs discussion, this is discussed in the context of the overall larger Evergreen properties, without separately discussing site needs separately for Evergreen and Wings & Waves. Therefore, the needs discussed for “Evergreen” above are inclusive of the property for Wings & Waves.
6. Conference Center	40,000 sf conference space, accommodation, and parking:	5 acres	6.4	<b>13 Employees</b>  <i>Source: Feasibility Analysis</i>	

7. Food hub and public market	Focused on local craft foods & beverages	3.5 acres	3.2.2	<b>13 Employees</b> <i>Source: USDA "Regional Food Hub Resource Guide"</i>	The referenced resource guide indicates that the average number of employees created by a food hub is 13 employees.
8. Makerspace/ innovation hub/ fabrication center	Supports local innovation & entrepreneurial ecosystem	2 acres	6.3	<b>3 Employees + Contracted Services</b> <i>Source: Talent Maker City</i>	Talent Maker City is a nonprofit organization that operates a makerspace in Talent, Oregon, in the heart of their downtown. They have two full-time employees and one part-time employee. They also contract with independent contractors, including retired teachers and specialists in their fields to conduct classes and workshops.
<b>TOTAL</b>		<b>56 acres (total)</b>		<b><u>Average Annual Employment:</u></b> Community Center: 22 (net) Amphitheater: 30 Arts & Culture Center: 15 Evergreen + Wings & Waves: 57 Conference Center: 13 Food Hub: 13 <u>Makerspace: 3</u> <b>Sum: 153 Employees</b>  153 Employees @ 23 emp/acre = 7 acres  56 acres - 11 acres = <b><u>net increase of 49 acres</u></b> for other needed sites, over acres calculated from average employees/acre	



## Appendix D. Site Need Letters

### *McMinnville* | ECONOMIC DEVELOPMENT PARTNERSHIP

Please accept these comments regarding the City of McMinnville's Economic Opportunity Analysis and the estimated future industrial land needs. MEDP has had the good fortune to work with many economic development partners over the years as we work to further our mission of advancing strategies that respond to the needs of McMinnville's traded-sector businesses. We do this through four economic development strategies guided by the City's MAC Town 2032 Economic Development Strategic Plan: 1) Business Retention & Expansion, 2) Business Attraction, 3) Workforce Development, and 4) Innovation Development.

Without available, buildable industrial lands the strategic plan cannot be fully realized. The historical job growth and the projected job growth of 27% over the next 20 years will struggle to take place without planning for necessary industrial land.

The current estimates state McMinnville will need 153 acres of buildable industrial lands by 2041 and 329 buildable acres by 2067. Currently, we have 323 acres of identified industrial land. The reality of those numbers is that 177 of those acres are on two sites. The highest and best use and market realities for these sites with Highway 18 frontage may make these sites impractical to retain as large industrial sites that would be available for industrial use. The potential unavailability of these sites for industrial use would place us well behind the projected need.

While acres available and acres needed may be close to matching up, the fact is there are few perfect sites. An available site may meet a company's minimum requirements, but it's location, shape, slope, or infrastructure may not work. So, they will look for another similar sized site in a different location (hopefully) within the community. McMinnville has lost out on potential opportunities due to lack of rail-served sites, proximity to a major metro area, access to a major airport, or location close enough to an Interstate. It is critical we don't lose out on projects due to a lack of available sites for our targeted industries.

In order to address our targeted industry's needs of high-tech/clean-tech manufacturing, value-added manufacturing, UAV manufacturing, business park, innovation campus, and local and regional headquarters, we will need varying sizes of sites with various requirements. The minimum lot size for these sectors should be 5 acres with a span of up to 25 acres.

Rail served sites continue to be a requirement for some companies interested in a McMinnville location. An additional 5 sites of 5-25 acres would be a good use of rail-served industrial property.

Also, with over 80 manufacturers in McMinnville, we will need sites for existing companies that are growing out of 0.5 – 5-acre sites into larger sites of 10 -20 acres. An additional 5 sites would accommodate additional existing business expansions.

Potential developments associated with targeted sectors include the creation of a mixed-used Innovation Center that would require 20-40 acres, depending on density, and an Airpark allowing for local, regional headquarter space. This could require 3-5 sites of 5-25 acres, and an additional 10 sites between 2-25 acres for companies wanting access to the airport, or access to an Innovation Center.

The types of companies in the targeted sectors are meant to continually diversify the local economy and never rely heavily on a single business, or industry. The ability to have various site sizes and locations to choose from can assist with potential job growth. Available sites are like options that attract opportunity. Without multiple options of readily buildable industrial lands, you risk the loss of new business growth.

Sincerely,

Scott G. Cooper, CEcD  
Executive Director  
McMinnville Economic Development Partnership

231 NE 5th Street | McMinnville, Oregon 97128 | 503.474.6814 | [www.McMinnvilleBusiness.com](http://www.McMinnvilleBusiness.com)

# ***McMinnville Industrial Promotions, Inc.***

P.O. Box 328  
McMinnville, Oregon 97128

To Whom It May Concern:

McMinnville Industrial Promotions, Inc. ("MIP") appreciates the opportunity to present its written comments related to the City of McMinnville's Economic Opportunities Analysis and Urbanization Report (Phase 2) as coordinated with the City's MAC-Town 2032 Economic Development Strategic Plan. MIP specifically addresses its remarks regarding future industrial land needs and sufficiency of the City's Urban Growth Boundary to ensure a reasonable estimate of industrial land inventory necessary to support good jobs and amenities in the future that create a high quality of life for McMinnville residents.

MIP advocates for a robust industrial lands inventory that accomplishes the City's Strategic Plan priorities by providing enough flexibility to foster an attractive business climate, positioning McMinnville's businesses for modern development and investment, and utilizing the City's strengths to encourage a sustainable economy for future generations.

MIP was incorporated in 1953 in response to the closure of two large manufacturers in the area, a devastating loss at the time of approximately 350 jobs. Also facing a slowdown in the timber industry, a local group of business and professional leaders pledged their own money to attract new businesses to McMinnville and diversify its economic base. In 1955, the corporation was expanded to a community corporation, and ultimately it progressed to a for-profit corporation a year later. Regardless of its structure, MIP has never lost sight of its initial mission and special corporate purpose- to foster, encourage, promote, and improve the industrial, commercial, and physical development of the City of McMinnville. MIP seeks to support the continuation of present businesses, but also attract new industries that strengthen the community as a whole, provide long term economic stability to the area, and which provide living wage opportunities to residents. Over the last 67 years, MIP has invested and assisted in growing industrial businesses. Notable accomplishments of MIP include being the first industrial development company in the Pacific Northwest to qualify for Small Business Administration funds, which was recognized when nine different industrial projects broke ground in McMinnville in 1969. In addition, MIP formed a unique partnership with the City of McMinnville to acquire and develop the major industrial park infrastructure in 1983. MIP has and continues to play a unique role in business and industrial real estate development in the City.

There is no denying that McMinnville is uniquely situated. While the City is disadvantaged due to its relatively far location from a major metropolitan area and its airport (PDX) (approximately 60 miles away), it has developed into an economic hub nonetheless. The availability of ample water and electricity at a low price continues to make the City attractive for businesses to locate to a more rural area and provides occupational opportunities to McMinnville and the surrounding communities. Encouraging vibrant and diverse businesses has created economic collaboration and resiliency, which should be prioritized and maintained if McMinnville is to continue to be an economic engine in Yamhill County. As such, MIP is a proponent of protecting currently industrially zoned properties and supports the future planning for expansion of the industrial zone.

The availability of shovel-ready industrial employment lands is critical to expanding and attracting businesses that provide high-wage jobs. The City has forecasted that employment in the industrial area will grow by approximately 27% over the next 20 years. In that analysis, it is determined that approximately 153 buildable acres are needed to account for and service this growth by 2041, and upwards of 329 buildable acres are needed by year 2067. Currently, 323 acres are part of the overall identified inventory.

The foregoing indicates that McMinnville has just barely enough gross industrial lands inventory for its needs over the next 40 years. However, simply looking at the gross numbers provides an inaccurate and incomplete picture of the location and suitability of the currently zoned industrial sites and does not account for the various development costs associated with many of those acres. 177 of those buildable acres are concentrated in two large tax lots located on the Three Mile Lane corridor, 89.6 and 87.5 acres respectively. There are significant and very costly barriers to the development of this land. First and foremost, ODOT has been fiercely protective of preserving the Hwy 18 McMinnville bypass, and costs of developing the public improvements to accommodate ODOT's requirements would be substantial (and not possible for most buyers). Other hurdles to overcome include actual acquisition of the property, time for site readiness, site planning, and additional infrastructure and improvement changes. The costs associated with the 177 acres has impeded industrial development of this property and will likely continue for the foreseeable future.

Also, due to the fact that the majority of growth and development in the industrial sector has occurred, and continues to occur, on parcels between 0.5 and 10 acres in McMinnville (and on 25 acres or less statewide), having more than half of the industrially zoned lands tied up on two parcels has made it impractical for business placement or relocation to the Three Mile Lane area. As such, growth is constrained with available parcels located in the industrial park unless a second industrial area is constructed with the needed infrastructure, which is unlikely at this time.

Finally, it is also very possible that owners or developers of either or both of these large parcels will ultimately seek rezoning to respond to the current severe deficit of lands available for residential development or commercial requirements located within the Urban Growth Boundary.

As such, only 146 acres are reasonably and realistically available for development in the core industrial area. If the type and character of available sites are taken into consideration, McMinnville actually has a large deficit of available and buildable industrial lands that will not meet its needs even in the next 20 years. With this, McMinnville risks local businesses leaving, or the encroachment of industry into other neighborhoods, resulting in safety and other nuisance concerns.

It has been the collective experience of MIP's leadership that the majority of companies looking to locate here in McMinnville need small parcels (0.5-5 acres in size) for development. In fact, MIP has partitioned many of its larger holdings for sale to businesses looking to build on smaller parcels. MIP has seen this type of development crucial to its mission. Industries in close proximity cultivate a vibrant manufacturing sector by offering differentiated as well as supportive services and products. Additionally, a mixture of locally owned businesses allow for the community to weather ups and downs throughout the business cycle, and not be dependent on a few large employers. If readily and economically developable industrial lands hit a ceiling, McMinnville is in danger of losing businesses that would otherwise integrate into and diversify the economic base. Not only would business opportunities be stifled, but would also consequentially result in lost or lower wage jobs.

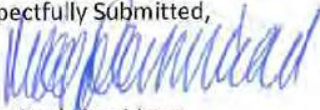
Recently, MIP has negotiated transactions that proposed developing between 20-30 acres of property. While there is not a tremendous immediate need for sites between 10-30 acres, MIP sees the importance for these options to be included as part of the overall land inventory to accommodate and attract various future developments. After reviewing the State of Oregon Industrial Development Competitive Matrix, it is clear that to be competitive in all fields of manufacturing (including high tech), light industrial uses, warehousing and distribution, and other specialized uses, the most common requested site size is between 5-25 acres. As such, in order to stay competitive with the rest of the state, McMinnville will need to have a variety of industrial sites that are readily and economically developable.

McMinnville needs a sufficient industrial land inventory with a larger variety of different-sized parcels to continue to cultivate business growth and infrastructure development. This can only be done by steadfastly preserving the current zoning of industrial properties, and by the City expanding its Urban Growth Boundary to increase industrial acreage.

Further, if the City considers rezoning the Three Mile Lane parcels for a use that could justify the significant costs of infrastructure, the City must first increase the number of readily buildable industrial lands in its Urban Growth Boundary to accommodate industrial needs over the next 40 years, ensuring there is no net loss of lands available for industrial uses.

Thank you for your consideration.

Respectfully Submitted,



Doug Hurl, President

# Appendix E. Public and Institutional Land Need

*Public and Institutional Land Needs were developed by a special work group (Public Lands Work Group) in 2019 that then presented their recommendations to the Project Advisory Committee for approval. The Public Lands Work Group solicited data and concurrence from the City of McMinnville, McMinnville Water and Light, Chemeketa Community College, Linfield College, McMinnville School District and Yamhill County.*

*Below is the content of a memorandum dated November 13, 2019, that was presented to the Project Advisory Committee. Where identified, this memorandum was updated to reflect the 2023 update.*

## Summary

Public and institutional land needs calculated separately from the employment forecast are summarized in *Figure 1* below, and more detailed information follows.

**Figure 1. Estimated Public and Institutional Land Needs**

Organization/Sector	Add'l Land Need By 2021	Add'l Land Need 2021-2041 (ac)	Add'l Land Need 2041-2067 (ac)	SUM Through 2067 (ac)	Method/Notes
City of McMinnville (non-parks), 1	0	7	4	11	4.5 ac for fire stations plus 0.26 ac/1,000 pop
City of McMinnville (parks), 2	27	365	214	606	Parks Master Plan LOS
McMinnville Water & Light	0	21	0	21	Interview, See Narrative
Chemeketa Community College	0	0	0	0	Interview, See Narrative
Linfield College	0	0	0	0	Interview, See Narrative
McMinnville School District	0	10	30	40	Interview/Memo, See Narrative
Yamhill County	0	6	8	13	Interview, 0.5 ac/1,000 pop
State of Oregon	0	1	1	2	0.08 ac/1,000 pop
Federal Government	0	2	2	4	0.14 ac/1,000 pop
Churches	6	32	44	83	2.88 ac/1,000 pop
Other	0	0	0	0	
<b>SUM</b>	<b>33</b>	<b>444</b>	<b>303</b>	<b>780</b>	

Note 1: Site needs for fire stations are included in 2021-2041 calculation

Note 2: Needs for 2021-2041 include current deficit

General: Figures above don't reflect additional needs if direction of growth absorbs additional sites outside UGB needed/required for services

The City expanded its UGB in 2020, including land for public and semi-public uses. *Figure 2* shows the need for housing and public and semi-public land needs from City of McMinnville based on the report *Growing McMinnville Mindfully – McMinnville Growth Management and Urbanization Plan 2003-2023*.

**Figure 2. Total additional residential acres needed in the McMinnville UGB, 2003-2023 Phase 2 after land-use efficiencies are applied.**

Source: City of McMinnville, *Growing McMinnville Mindfully – McMinnville Growth Management and Urbanization Plan 2003-3023*

*Note: Park land includes about 62 acres of land for Joe Dancer Park, which was brought into the UGB but is in a floodplain.*

Category of Land Need	Phase 2 Land Brought into UGB
New Housing	222.0
Parks	315.4
Schools	54.0
Private Schools	1.5
Religious	47.6
Government	0.9
Semi-public Services	22.5
Infrastructure	2.6
<b>Total</b>	<b>666.5</b>

*Figure 3* compares the land need for Public and Institutional land needs through 2041 in Figure 1 with the UGB expansion for Public and Semi-Public land needs for 2003-2023. Figure 3 shows that McMinnville’s UGB expansion added about 444.5 acres for public and semi-public uses, resulting in a remaining unmet public and semi-public land need.

**Figure 3. Comparison of Land Added to the UGB for Public and Semi-Public land needs in 2020 with the Estimate of Public and Institutional Land Need through 2041**

Category of Land Need	UGB Expansion for 2003-2023 Phase 2	Need through 2041	Surplus or (Deficit)
Parks	315.4	392.0	(76.6)
Schools (McMinnville SD)	54.0	10.0	44.0
Private Schools (colleges)	1.5	0.0	1.5
Religious (churches)	47.6	38.4	9.2
Government (City, County, State, Federal)	0.9	15.5	(14.6)
Semi-public Services (Water & Light)	25.1	21.0	4.1
<b>Total</b>	<b>444.5</b>	<b>476.9</b>	<b>(32.4)</b>

**Background**

Certain land uses don’t lend themselves to forecasting land needs by use of an employment forecast and employment density assumptions. At a previous meeting, information was presented about public and institutional organizations and lands. Preliminary data was presented about calculations using a ratio of acreage per 1,000 population that can be used to

forecast site needs. However, this method isn't always applicable to each of these entities. Following the September 5, 2019 PAC Meeting #2, staff held meetings with representatives of public and institutional organizations to discuss land needs and methods. This memo summarizes the results of the meetings and summarizes some information discussed at the last PAC meeting.

### **City of McMinnville**

- **General, Misc. City Departments: (Administration, Office, Police, Public Works, Fleet, Library, Recreation Buildings, etc.).**
  - Planning staff met with representatives from respective City departments to discuss land needed by the City of McMinnville. Currently, there is no formally adopted plan outlining space needs and plans for existing and future building/facility needs for the planning periods.
  - The City Manager indicated that a ratio of current acreage per 1,000 population would likely over-estimate the City's future land needs. Given existing facilities and site arrangements, there are opportunities to consolidate facilities, redevelop/expand onto existing city sites, use land more efficiently, grow into more recent expansions that retain capacity, etc.
  - With a forecast population of about 48,000 in 2014 and 63,000 in 2067, it is not expected that the City would grow to a size that would necessitate substantial branch facilities or satellite locations during the planning period (such as a library branch etc.).
  - The City Manager and Engineering Staff suggested that base year acres/1,000 population data from cities of approximately 48,000 population and 63,000 population corresponding to the future planning horizon year population for McMinnville might help inform ratios associated with McMinnville's future land needs.
  - Data for cities of approximately 48,000 and 63,000 population was analyzed for comparison. *Figure 4* shows a summary of data for comparison cities – including cities for which data was not available. As noted above, the City Manager and Engineering Staff suggested that a straight-line ratio of acres per 1,000 population might overestimate needs. Therefore, staff used only the portion of City lands with facilities exclusive of the airport, floodplain, and utility sites for estimating additional City land needs. (Parks were calculated separately). Approximately 18 acres of the 83.1 City acres is non-utility facilities. Only that portion was used for calculating future needs. That portion had a 0.51 ac/1000 population ratio. Since it was assumed a straight-line extension would



overestimate needs, staff used half of that ratio (0.25 ac/1000 population), and the specific information for fire station sites noted below was added to that estimate.

**Figure 4. Ratio Information Available from Other Cities**

City	Ratio (acres per 1,000 pop)
Redmond 2005 (total)	110 ac/1000 (calculated) 10 ac/1000 (assumed need)
McMinnville 2019 (less parks, airport, floodplain)	2.38/1000
McMinnville, 2019 (less parks, airport, floodplain, utility sites)	0.51/1000
Corvallis	No additional land need identified, didn't list ratio
Albany	Not readily available
Springfield	Not readily available
Medford (less parks)	1.5/1000

- **Fire:**
  - The Fire Department anticipates transition from a single downtown station to three satellite stations at approximately 1.5 acres each: (1) Baker Creek/Hill Road area, (2) Airport area, (3) Northeast area. The estimated need would be about **4.5 acres for three substations**. There could be opportunities to co-locate police substations at sites. There is potential that they could be co-located on sites with other uses. The NE station may be within the current UGB or may be further to the northeast. There is potential for the current station to be re-used for other municipal or other uses.
- **Police:**
  - **No specific plans for new facilities.** Their needs can be accounted for as part of the overall City need using the same methods.
- **Airport:**
  - **No additional land needs identified.**
- **Sewer:**
  - **Treatment: No additional land needs anticipated.** The City owns 5 tax lots with approximately 70 acres east of the UGB where the sewer treatment plant is sited. No additional land need is anticipated. There is capacity to expand the treatment plan on the existing site. If there is a UGB expansion to east which includes this area, these properties won't be available for buildable land for other uses.

- **Collection System:** No significant additional land demand is assumed outside of the public right-of-way, so no calculation has been added or assumed for this de minimus need. Minimal needs for future pump stations may be needed for new development. Site needs for small pump stations are similar to or smaller than a residential lot. The land needs for these facilities are relatively small and no additional acres are proposed. Depending on direction of growth, there could be needs for larger pumping facilities.
- **Parks:**
  - The Comprehensive Plan includes the following policies:
    - **159.00.** The City of McMinnville's Parks, Recreation, and Open Space Master Plan shall serve to identify future needs of the community, available resources, funding alternatives, and priority projects
    - **163.05.** The City of McMinnville shall locate future community and neighborhood parks above the boundary of the 100-year floodplain
    - **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
  - The Master Plan level of service (LOS) standard is 14 acres/1,000 persons.
  - The 2017 UGB population was 34,293.
  - The City has approximately 273 acres of developed park land and 76 acres of undeveloped park land, totaling about 349 acres.
  - The 2017 need was approximately 480 acres; there's a deficit of approximately 207 acres of developed park land.
  - Need for 665 total acres by 2041 (an additional need of 185 ac, or total of 392 ac with the current deficit)
  - Need for 879 total acres by 2067 (an additional need of 399 ac, or total of 606 ac with the current deficit.
  - Absent joint use agreements with other entities for public use of facilities consistent with the needs identified in the Park Master Plan, park sites and recreational facilities that aren't city-owned aren't assumed to meet the LOS for developed park needs. If there are separate standards for open space, that may be evaluated.

*Note: Mark Davis, a member of the Project Advisory Committee wrote a memo for the committee to consider on park land need, which is attached at the end of this appendix.*

- **Other (stormwater):** While no specific need was identified, there was a sense that stormwater detention and water quality standards would likely increase the amount of land that will need to be dedicated for on-site stormwater management (detention and treatment) as best practices seek to manage stormwater close to “where the rain hits the ground” to reduce peaking of down stream flows and conveyance of sediment and/or contaminants in runoff. These sites may be privately or publicly owned and maintained, but should be accounted for.
- **Other (transit related):** There was a sense that, as the community grows and the transit system expands and matures, it expected that there will be a more robust transit system with some additional land needs.

**Planning Staff met with representatives of the following organizations regarding their future land needs.**

**McMinnville Water & Light (MWL):**

**Estimated need of 21-24 acres for the 20- and 46-year periods, plus additional location/development specific needs**

- General: It is estimated that in addition to sites already owned by MWL, they will need approximately 21 additional acres for power and water, and may have additional needs that are dependent on specific growth characteristics and developments. Some users require an on-site substation that requires a site and land. If growth occurs to the west further upslope into the west hills, that might include the 3-acre reservoir site needed to serve water pressure Zone 2, and could necessitate an additional reservoir/site if growth continues far enough upslope to result in a Zone 3 service area.
- The additional 21-acre need includes 16 acres for a treatment plant and pumping facilities which could co-locate with a power substation in the easterly portion of the UGB; an additional 2 acres in the easterly UGB area for power, and an additional 3 acres in the westerly UGB for additional storage for fire flow.

**Yamhill County**

- Currently, there is no formally adopted plan outlining space needs and plans for existing and future building/facility needs for the planning periods.
- The acreage per 1,000 population estimate is a reasonable method, first deducting the fairgrounds property before calculating the ratios. The Fairgrounds is approximately 36 acres of a 44-acre site.

- Current county-owned sites don't allow for much incremental on-site expansion, so additional capacity would likely require redevelopment or expansion onto additional land.
- Transit may have a need for expanded bus parking/storage area that doesn't require new structures
- Locational analysis: The County Parks Master Plan identifies potential lands for parks at key locations in proximity to McMinnville near confluence areas shown on vision map in the Master Plan)
- The County owns approximately 44 acres in the UGB, including the Fairgrounds. The 36-acre Fairgrounds site includes other uses including County Public Works, which occupies about 7 acres. Therefore, approximately 29 acres of County-owned land was deducted for the Fairgrounds before calculating the ratio of acres per 1,000 population, leaving 16 acres remaining, which is approximately 0.5 acre/1000 population.

### **Chemeketa Community College**

**No new land needs.** Chemeketa Community College sold the property they previously owned, the former campus site, on Hill Road. Their McMinnville campus on Norton Lane houses their facilities as well as commercial and office tenants. For planning purposes, Chemeketa doesn't anticipate new land needs beyond their current ownership, and doesn't anticipate displacement of tenants.

### **Linfield College**

**No new land needs.** Linfield College doesn't anticipate new land needs beyond their current ownership during the planning period. They recently sold a portion of the property to MV Advancements. For planning purposes, the City should not assume non-college use or sale of further property during the planning period.

### **McMinnville School District**

In addition to existing schools, the School District owns three reserve sites for future schools. Below is a summary of needs in addition to existing schools and reserve sites. In addition to these sites, the School District estimates it will need 40 additional acres for future school sites, with 10 of those additional acres needed between 2021 and 2041, and 30 of those acres needed between 2041 and 2067. *See Attachment 1.*

#### **2021-2041**

- The need is for one additional 10-acre early learning center site.

#### **2041-2067**

- The need includes one additional 12-acre elementary school site.

- The need includes an additional 18 acres for a new high school, in addition to the 42-acre site on Hill Road, whether that site could be added to for a total of 60 acres or whether that site would be sold and a new 60-acre site acquired.

### **Other Land Needs**

Other public and semi-public land needs presented in *Figure 1* which aren't part of the employment forecast were calculated using the ratios in *Figure 5*.

**Figure 5. Other Existing Ratios for McMinnville, 2019**

<b>Public/Semi-Public Use</b>	<b>Tax Lots</b>	<b>Acres</b>	<b>Acres/1000 persons</b>	<b>Percent of Acres</b>
<b>State</b>	<b>4</b>	<b>2.92</b>	<b>0.08</b>	<b>0%</b>
State	4	2.92	0.08	0%
<b>Federal</b>	<b>5</b>	<b>4.96</b>	<b>0.14</b>	<b>0%</b>
Federal	5	4.96	0.14	0%
<b>Religious/Cemetery</b>	<b>76</b>	<b>104.23</b>	<b>2.98</b>	<b>6%</b>
Church	64	100.53	2.88	6%

## Memo

Date: October 28, 2019

To: Public/Semi-Public Lands Work Group

From: Mark Davis

Subject: Park Land Needs

McMinnville is in the process of projecting its future land needs. These plans must have an adequate factual basis. The projections must be supported by evidence that establishes some likelihood that the projections will be realized and that the plans will be implemented.

At the last meeting I raised objections to the proposed addition of 392 acres of land for City parks over the next 20 years because there was no plan for funding or implementation. The acreage calculation is based on a recommendation in the outdated Parks Plan that the City should have 14 acres of parks per thousand residents, a number we failed to reach by 1999, so in addition to building parks for new residents we were supposed to have built additional parks over the last 20 years to erase this deficit. Due to the chaotic nature of the discussion that followed my comments and the fact that not all members of the Work Group were present, I would like to clarify the points I was trying to make at that time.

**The Parks Plan:** The McMinnville Parks, Recreation and Open Space Master Plan (commonly referred to as the Parks Plan) was adopted in 1999. It explicitly covered a 20-year period that ended in 2019 and therefore cannot be relied upon to justify land needs through either 2041 or 2067. At the public gathering that preceded its adoption, where citizens were asked to brainstorm their ideas for the Parks Plan and put dots next to the ones they liked, several persons asked, “How is this going to be paid for?” We were repeatedly told that we did not need to worry about cost because the City Council had the job of figuring out how to pay for it. As a result the so-called “plan” reads more like a “wish list.” It carried an estimated price tag in 1999 dollars of over \$52 million. The actual park funding over the past 20 years came from a \$9 million bond measure and a relatively small amount of SDC dollars.

**What Got Built:** Since 1999, the city added only about 50 acres of parks.<sup>1</sup> About 10,000 persons were added to the City’s population in the last 20 years. Per the Parks Plan 14 acres per

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<sup>1</sup> The 1999 Plan showed 273.66 acres of existing parks in Tables A-1 and A-2. The total acreage today as shown on the staff memo dated 10/10/19 is 348.57 acres, suggesting that we added about 75 acres in parks. However, it appears that some corrections were made to the 1999 data, as City Park then was 13 acres but today is shown as 16.79 acres, and Joe Dancer Park was formerly 85.38 acres but now counts as 107.62 acres. Correcting for these changes implies about 50 acres were added, and when we look at what was actually developed (Discovery Meadows, Riverside Dog Park, Chegwyn Farms, Heather Hollow, Jay Pearson, Thompson and West Hills), those new parks total about 45 acres, suggesting 50 acres is about right.

thousand standard, we should have added 140 acres of parks. We achieved only about one-third of the goal, to say nothing of making up the deficit because we were far under the 14 acres/1000 for the existing residents and were proposing to make up that deficit also. So, when we look at the 392 acres proposed this time, only about 180 acres is for the projected population increase. The balance is to make up a purported deficit that grows every year. Based on the evidence of what actually happened in the past 20 years, there is no reasonable basis to expect that the additional 392 acres the city proposes to urbanize will actually develop as parks over the planning period.

**How the Schools Fit In:** Table A-3 in the Parks Plan is a Facility Inventory: School Facilities. The Plan repeatedly calls for creating joint use agreements with the School District to share lands, thus reducing the need for the City to develop more park land. The School District representative at our meeting acknowledged that they do not lock their facilities and accept public use of the school grounds when school activities are not ongoing. This is not a complete solution to the clear need for more park land, but even without a formal joint use agreement (a high priority 20 years ago that never got done) it is obvious that some portion of school grounds will be used for park-type activities, much like it has for the past 50 years. This needs to be accounted for in the city's projection.

**The Comp Plan Policies:** All three of the Comprehensive Plan Policies cited in the 10/10/19 staff memo regarding the need for park land were adopted after I made similar objections to the unrealistic park land projections in the last UGB expansion attempt. At this point declaring a Parks Plan that has expired and was not implemented as the basis for an even bigger ask for park land makes no logical sense. Further, policy 163.05 excluding waterways that may flood from any community or neighborhood park would preclude including a creek in the park like we now have at City Park and Wortman Park. Is it really good park planning policy to keep all water features out of our bigger parks? Sure, we don't want our bathrooms and permanent park facilities to get flooded, but having a mixture of natural features surely makes a park more inviting.

**Financial Reality:** At present the City is considering building a new combined Aquatic/Community Center at a price tag that could exceed \$50 million based on a recent consultant's report to the City Council. The reason the Council is considering the new facility is that making repairs to the existing pool and community center buildings cost almost as much as a new facility. So, regardless of how this process works out over the next few years, the Parks and Recreation Department is looking at tens of millions of expenditures on facilities. Looking at the estimates in the Parks Plan and adjusting them for current costs suggests that adding 392 acres of parks is going to cost over \$100 million.

McMinnville voters are responsive to reasonable requests for public facilities and voted for a 20-year, \$9 million parks bond that has financed most of the improvements in park lands we have seen since 2000. Based on the Council conversation it appears that when the parks bond expires



in 2021 the City will be considering using that bonding capacity for the new Aquatic/Community Center. If so, where is the money going to come from to develop 392 acres of parks, to say nothing of paying for the ongoing maintenance of that much land?

**City Responsibility:** This park land figure is the one area in the upcoming UGB expansion proposal that the City actually controls. We can make our best estimate of how many housing units, commercial buildings and industrial sites we need over 20 years, but there is no way to know how the private sector will respond. On parks the people finally approving the UGB expansion (i.e. the City Council) are also the body that will authorize the development of all City parks, presumably after getting public approval of a bond measure. Our history with the expired Parks Plan does not suggest that passing the buck to the future will result in the parks getting built. We need a realistic plan for funding also.

**Conclusion:** I am not opposed to adding lands for parks. I support that goal. However, it takes more than simply increasing the number of acres of land inside the UGB or pointing to an aspirational standard. It takes a real plan that describes the types of parks to be built including their cost and the sources of funding to get that many acres of park land developed. I do oppose an unrealistic increase in overall land need based on a purely aspirational projection of park land that lacks any historical evidence.

I also want to make clear that my statements are not a criticism of Susan Muir, Jay Pearson or any of the hardworking park staff members. I am confident that were the financial resources made available to develop more parks that our Parks and Recreation Department would eagerly expand our inventory of parks.



# McMinnville School District No. 40

800 NE Lafayette Avenue McMinnville, Oregon 97128 Phone: (503) 565-4000 Fax: (503) 565-4030

## MEMO

DATE: November 14, 2019  
TO: City of McMinnville Public Lands Work Group  
From: Susan Escure, McMinnville School District Finance Director  
Subject: Land Needs Assessment - Public Schools

### Introduction

Currently the District does not have an adopted plan for school facility needs for the periods going out the 50 years needed by the urbanization study. The District is in the process of updating our Long-Range Facilities Plan which will not be formally adopted until next year. In 2017, The District contracted with Flo Analytics to prepare a 5 year and 10 year enrollment forecast with a more in depth study of enrollment within our elementary boundaries. This study provided information for our most recent boundary changes adopted for the 2019-20 school year. The following land needs assessment is based upon a combination of the demographer report, our internal enrollment projections and decisions made as part of our 2016 capital bond project.

### Flo Analytics Enrollment Forecast

Our demographer's forecast was limited to 10 years. However, it did take into account planned developments within the District. The District is projected to capture 84.4% of the District population of all school-age children. Overall average student yield factors applied to new housing development are 0.45 students/Single Family Unit and 0.20 students per Multi-family Unit. The following is a summary of their 5-year and 10-year forecast:

October 1	2017	2022	2027
Elementary	3,047	2,969	3,103
Middle School	1,541	1,587	1,550
High School	2,176	2,347	2,159
<b>Total</b>	<b>6,764</b>	<b>6,902</b>	<b>6,813</b>
% increase over 2017		2.0%	.7%

### Internal Projections

The District uses a 3 year or 8 year average cohort survival rate to forecast increases in enrollment for grades 1-12. The increase in these grades are due to in-migration and enrollment of students from private schools and home school as they age. This cohort survival rate across all grades = 2% increase in enrollment annually. Kindergarten enrollment is based on a historic average capture rate of 40% of the county births five years prior. For 2025 and after, the kindergarten enrollment increase is projected at 1%. Student enrollment counts are attendance-based not residence-based. Enrollment includes intra-district transfers from neighboring districts. Additionally, the enrollment projection includes attendance of all District students, not just those located within the City of McMinnville.

#### Land Needs Assessment - Public Schools (continued)

October 1 Enrollment Projection	2017	2019	2021	2041	2067
Elementary	3,047	2,885	2,883	3,281	4,252
Middle School	1,541	1,686	1,596	1,650	2,138
High School	2,176	2,130	2,251	2,263	2,934
<b>Total</b>	<b>6,764</b>	<b>6,701</b>	<b>6,730</b>	<b>7,194</b>	<b>9,324</b>
(Decrease) Increase over 2017		(63)	(34)	430	2,560
% (decrease) increase over 2017		(0.9%)	(0.5%)	6.4%	37.8%
Average Annual Growth Rate		(0.5%)	(0.1%)	0.3%	0.8%

#### Capacity

The following capacity estimates are based on current class size and programs. If future funding allows the District to substantially decrease class size or increase programs, these capacities would be less. Additionally, classroom modulars are used at some school sites and they are included in the calculation of our current capacity. The District foresees the need to add on to the current school sites to increase classroom space for additional programs and replacement of classroom modular before adding schools for enrollment growth, especially at the elementary level.

#### Property held for future school sites:

Hill Road & Cottonwood Drive	11 acres	Future Elementary Site
McDonald Lane, next to Grandhaven	26 acres	Future Middle School Site
Hill Road property	42 acres	Future High School Site

#### Elementary School Capacity

Elementary schools are configured for grades K through 5 with a capacity of 600 each. Currently there are six elementary schools which totals a maximum capacity of 3,600. For purposes of this land needs assessment, we are assuming a per school capacity ranging from 550 to 600 to account for pre-school and/or additional program needs.

Elementary school sites are on average 10 to 12 acres. The District currently holds property at Cottonwood and Hill Road for a future elementary site. The District would need to purchase one more 8-10 acre site by end of 2067 according to this projection.

#### Middle School Capacity

We currently have two middles schools with a maximum capacity of 900 each configured for grades 6-8 for a total capacity of 1,800. There is a wave of larger cohort classes in middle school currently, however, future cohorts entering middle school are expected to decrease and remain lower until 2041 – 2067.

The desired middle school is approximately 20 acres. The District currently holds 26 acres on McDonald Lane adjacent to Grandhaven Elementary for a future middle school site. No additional acreage is needed for a middle school site before 2067.

## Land Needs Assessment - Public Schools (continued)

### High School Capacity

Our current high school configuration after the 2019 Addition has a maximum capacity of 2,800 students. Approximately 160 students are served off site at the alternative program at Cook School and the online program at Adams Campus. Based on this projection, the high school would not reach maximum capacity until 2060-65.

In 2015, the Long Range Facilities Task Force recommended to the School Board to continue the High School Master Plan proposed in 2006 to the voters which included a plan to rebuild the high school at the current site over three phases. The first phase was completed in 2010, the second phase was just completed in 2019 with the addition of a Career Technical Center. Although many constituents desire two small high school versus one large high school, current school funding does not cover the cost of operating two high schools. (Operating costs include costs such as: utilities, maintenance, administration and support staff). The high school enrollment would need to grow to almost 3,000 in order for the District to afford the operation costs of two comprehensive high schools (1,500 each).

During this planning period, the committee also looked at building a new high school at the Hill Road location and repurposing the current high school property. The committee decided against this for several reasons: 1) the District would need to ask voters for a significant increase over the current school capital bond rate, 2) the Hill Road site is only large enough for a high school of 2,300-2,500, which could be outgrown before the District could afford a second high school, and 3) the Committee felt that the District should continue with the plan that the voters had already approved in 2006.

The District currently holds 42 acres on Hill Road as a future high school site. A larger site of closer to 60 acres may be more desirable in order to include additional space for career technical programs. In addition, satellite sites may be needed for increased professional technical classes such as home construction or HVAC certification.

### Summary

Based on our enrollment projections as described, the District projects the need for the following additional school buildings during the periods 2021-41 and 2041-2067.

Number of Schools	Current	2021-2041	2041-2067
Elementary & Early Learning Center	6	+1	+ 2
Middle School	2	0	+ 1
High School	1	0	+ 1
<b>Total</b>	<b>9</b>	<b>+1</b>	<b>+ 4</b>

After taking into account current property held for future use, the District projects the following land needs:

- **An additional site of 10 – 12 acres for an Elementary School.**
- **A larger 60 acre high school site for a second high school.**
- **An additional 8-10 acre site for an Early Learning Center.**



Vice President for Finance & Administration  
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January 16, 2020

To: Tom Schauer

Subject: Land Needs Summary Memorandum Dated November 13, 2019

As requested per your email January 16, 2020, this memo confirms the information below which summarizes Linfield College's response per the Land Needs Summary Memorandum dated November 13, 2019.

***No new land needs.*** Linfield College doesn't anticipate new land needs beyond their current ownership during the planning period. They recently sold a portion of the property to MV Advancements. For planning purposes, the City should not assume non-college use or sale of further property during the planning period.

*MA Rodriguez*

Mary Ann Rodriguez  
Vice President of Finance & Administration/CFO



**CITY OF MCMINNVILLE  
PLANNING DEPARTMENT**

231 NE FIFTH STREET  
MCMINNVILLE, OR 97128

503-434-7311

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

**DECISION, CONDITIONS OF APPROVAL, FINDINGS OF FACT AND CONCLUSIONARY FINDINGS FOR THE APPROVAL OF LEGISLATIVE AMENDMENTS TO THE MCMINNVILLE COMPREHENSIVE PLAN, VOLUME I, BY ADOPTING THE NOVEMBER 2023 “McMINNVILLE HOUSING NEEDS ANALYSIS” AND THE NOVEMBER 23 “McMINNVILLE ECONOMIC OPPORTUNITIES ANALYSIS”.**

**DOCKETS:** G 1-20 and G 3-20

**REQUEST:** The City of McMinnville is proposing amendments to the McMinnville Comprehensive Plan, Volume I, adopting the analysis and conclusion of a housing, economic development, public and institutional land needs analysis to serve a planning horizon of 2021-2041, and a future population of 47,498 people.

**LOCATION:** N/A

**ZONING:** N/A

**APPLICANT:** City of McMinnville

**STAFF:** Heather Richards, Community Development Director

**HEARINGS BODY:** McMinnville Planning Commission

**DATE & TIME:** May 20, 2021, 6:30 PM.  
May 18, 2023, 6:30 PM  
September 7, 2023 PM  
September 21, 2023 PM

**DECISION-MAKING  
BODY:** McMinnville City Council

**DATE & TIME:** October 10, 2023, 7:00 PM  
November 28, 2023, 7:00 PM  
February 27, 2024, 7:00 PM

**PROCEDURE:** The application is subject to the legislative land use procedures specified in Sections 17.72.120 - 17.72.160 of the McMinnville Municipal Code.

**CRITERIA:** Amendments to the McMinnville Comprehensive Plan to fulfill statutory requirements for growth planning, such as ORS 197.626, OAR 660 Division 8, OAR 660, Division 9 must be consistent with the applicable portions of OAR 660-046-0000 through 660-046-0235, Oregon State Land-Use Goals, the Goals and Policies in Volume II of the Comprehensive Plan and the Purpose of the Zoning Ordinance.

**APPEAL:**

The City Council's decision on a legislative amendment will be submitted to the Director of the Department of Land Conservation and Development for consideration. Comments objecting to the acknowledgement of the November 2023 Housing Needs Analysis and Economic Opportunities Analysis can be submitted to the Director of the Department of Land Conservation and Development within 21 days of the date written notice of the City Council's decision is mailed to parties who participated in the local proceedings and entitled to notice and as provided in ORS 197.620 and ORS 197.830, and Section 17.72.190 of the McMinnville Municipal Code. The Department of Land Conservation and Development Director's decision can be appealed to the Land Conservation and Development Commission.

## DECISION

Based on the findings and conclusions, the McMinnville City Council **APPROVES** the adoption of the November 2023 Housing Needs Analysis and Economic Opportunities Analysis as amendments to the McMinnville Comprehensive Plan, Volume I, per Docket G 1-20 and Docket G 3-20.

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**DECISION: APPROVAL**

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City Council: \_\_\_\_\_  
Remy Drabkin, Mayor of McMinnville

Date: \_\_\_\_\_

Planning Commission: \_\_\_\_\_  
Sidonie Winfield, Chair of the McMinnville Planning Commission

Date: \_\_\_\_\_

Planning Department: \_\_\_\_\_  
Heather Richards, Community Development Director

Date: \_\_\_\_\_



## **I. Application Summary:**

The City of McMinnville is proposing amendments to the McMinnville Comprehensive Plan, Volume I, by adopting the November 2023 Housing Needs Analysis and Economic Opportunities Analysis.

Oregon Administrative Rule 660-008-0045 requires the City of McMinnville to submit a new Housing Capacity Analysis (Housing Needs Analysis) to the Department of Land Conservation and Development by December 31, 2023. The City is choosing to submit both a Housing Needs Analysis and an Economic Opportunities Analysis

The planning horizon for this analysis is 2021-2041, for a projected population of 47,498 people.

The analysis identifies a land deficit of 422 gross buildable acres in the city's urban growth boundary to meet the residential (202 acres), employment (188 acres) and public (32 acres) land supply needs of the City of McMinnville for a planning horizon of 2021-2041.

## **II. GENERAL FINDINGS**

The City Council finds, that based on the findings of fact and the conclusory findings contained in this findings report, that the November 2023 Housing Needs Analysis and Economic Opportunities Analysis are consistent with all of the applicable state and local regulations.

Generally, these findings summarize the more detailed analysis found in the Housing Needs Analysis and the Economic Opportunities Analysis and their appendices in order to address the relevant legal standards.

This findings document provides conclusory findings regarding consistency with applicable provisions of state and local law. Supporting these is a factual basis upon which the conclusory findings rest.

## **III. FINDINGS OF FACT**

The fact base includes the data referenced in the Housing Needs Analysis, the Economic Opportunity Analysis and their appendices, as well as the information provided in the record.

1. The City of McMinnville must comply with Oregon Administrative Rule 660-008-0045, submitting a Housing Capacity Analysis (Housing Needs Analysis) to the Department of Land Conservation and Development by December 31, 2023.
2. The City established a Housing Project Advisory Committee that met 7 times in 2018 and 2019 with city staff and consultants to draft the McMinnville Housing Needs Analysis for a planning horizon of 2021-2041, population of 47,498 people.
3. The City established an Economic Opportunities Analysis and a Public Lands Subcommittee that met 8 times in 2019 and 2020 with city staff and consultants to draft the McMinnville Economic Opportunities Analysis for a planning horizon of 2021-2041, population of 47,498 people.
4. On May 14, 2020, the City notified the Department of Land Conservation and Development of their intent to adopt the draft Housing Needs Analysis and Economic Opportunities Analysis as amendments to the McMinnville Comprehensive Plan, Volume 1, with a first evidentiary public hearing scheduled for May 20, 2021. (File #: 001-20, and 003-20).

5. On May 20, 2021, the McMinnville Planning Commission opened the public hearing and continued it to May 18, 2023.
6. In 2023, the City appointed a Project Advisory Committee to update the Housing Needs Analysis and the Economic Opportunities Analysis incorporating the April 9, 2021 UGB expansion and the effects of HB 2001 (2019 Legislative Session). This committee met twice to consider the amendments.
7. On May 18, 2023, the City of McMinnville noticed that the public hearing was continued to September 7, 2023.
8. On July 11, 2023, the City Council held a work session on the proposed analysis.
9. On August 3, 2023, the Planning Commission held a work session on the proposed analysis.
10. On August 8, 2023, File # 001-20 and 003-20 at the Department of Land Conservation and Development were updated with the revised draft Housing Needs Analysis and Economic Opportunities Analysis.
11. On September 7, 2023, the McMinnville Planning Commission continued the public hearing and heard public testimony.
12. On September 21, 2023, the McMinnville Planning Commission continued the public hearing, heard public testimony, closed the public hearing and voted to recommend the Housing Needs Analysis and the Economic Opportunities Analysis to the McMinnville City Council.
13. On October 10, 2023, staff presented the Planning Commission's recommendation to the McMinnville City Council.
14. On November 28, 2023, the McMinnville City Council considered the public record and voted to approve the McMinnville Housing Needs Analysis and Economic Opportunities Analysis, dated November 2023, by approving Ordinance No. 5141 and conducting the first reading of the ordinance.
15. On February 27, 2024, the McMinnville City Council approved Ordinance No. 5141.

#### **IV. COMMENTS RECEIVED**

The following comments were received by the Planning Commission and provided at the Planning Commission public hearing and are on file with the City of McMinnville Planning Department.

- Letter from 1000 Friends of Oregon and Friends of Yamhill County dated August 30, 2023
- Letter from Mark Davis, dated September 5, 2023 with attachments
- Letter from Mark Davis, dated September 7, 2023
- Powerpoint presentation provided by Friends of Yamhill County at the September 7, 2023, Planning Commission public hearing
- Memorandum from City of McMinnville staff, Bateman Seidel, and ECONorthwest, dated September 18, 2023
- Letter from 1000 Friends of Oregon and Friends of Yamhill County dated September 20, 2023
- Powerpoint presentation provided by Friends of Yamhill County at the September 21, 2023 Planning Commission public hearing

## **V. CONCLUSIONARY FINDINGS:**

The Conclusionary Findings are the findings regarding consistency with the applicable criteria for the application.

These findings explain how the City finds that the adoption of the proposed Housing Needs Analysis and Economic Opportunities Analysis as amendments to the McMinnville Comprehensive Plan, Volume I satisfy applicable state and local land use regulations.

### **Alignment with Oregon's Statewide Planning Goals and Administrative Rules:**

The applicable state land use laws are those identified in either the Oregon Revised Statutes (ORS) or the Oregon Administrative Rules (OARs),

#### ***Oregon Land Use Goal #1 (Citizen Involvement)***

Goal 1 calls for the opportunity for citizens to be involved in all phases of the planning process. The public was provided the opportunity to be involved in the decision-making process for the Housing Needs Analysis report development in the following ways:

- ❖ Project Advisory Committee Meetings
  - July 17, 2018
  - November 14, 2018
  - December 18, 2018
  - January 16, 2019
  - March 7, 2019
  - May 21, 2019
  - June 13, 2019
  - May 8, 2023
  - June 22, 2023
- ❖ Focus Groups
  - January 22, 2019
- ❖ Public Open House:
  - February 5, 2019
- ❖ Work Sessions:
  - January 16, 2019, City Council Joint Work Session with Project Advisory Committee
  - August 21, 2019, Joint Work Session, City Council and Board of Yamhill County Commissioners
  - July 11, 2023, City Council Work Session
  - August 3, 2023, Planning Commission Work Session
- ❖ Public Hearings:
  - Planning Commission, May 20, 2021 (Noticed and continued to May 18, 2023)
  - Planning Commission, May 18, 2023 (Noticed and continued to September 7, 2023)
  - Planning Commission, September 7, 2023 (Heard public testimony and continued to September 21, 2023)
  - Planning Commission, September 21, 2023 (Heard public testimony)

- ❖ City Council Meetings
  - October 10, 2023
  - November 28, 2023
  - February 27, 2024

The public was provided the opportunity to be involved in the decision-making process for the Economic Opportunities Analysis report development in the following ways:

- ❖ Project Advisory Committee Meetings
  - July 16, 2019
  - September 5, 2019
  - October 10, 2019
  - November 13, 2019
  - January 21, 2020
  - February 27, 2020
  - March 19, 2020
  - May 11, 2020
  - May 8, 2023
  - June 22, 2023
- ❖ Work Sessions:
  - August 21, 2019, Joint Work Session, City Council and Board of Yamhill County Commissioners
  - July 11, 2023, City Council Work Session
  - August 3, 2023, Planning Commission Work Session
- ❖ Public Hearings:
  - Planning Commission, May 20, 2021 (Noticed and continued to May 18, 2023)
  - Planning Commission, May 18, 2023 (Noticed and continued to September 7, 2023)
  - Planning Commission, September 7, 2023 (Heard public testimony and continued to September 21, 2023)
  - Planning Commission, September 21, 2023 (Heard public testimony)
- ❖ City Council Meetings
  - October 10, 2023
  - November 28, 2023
  - February 27, 2024

**FINDING - SATISFIED:** The City finds the opportunities for involvement above satisfies Goal 1.

### ***Oregon Land Use Goal #2 (Land Use Planning)***

Goal 2 outlines the basic procedures of Oregon's statewide planning program, stating that land use decisions must be made in accordance with comprehensive plans and that effective implementation ordinances must be adopted. The following describes the factual basis for the legislative decisions of the City.

#### ***Housing Need Analysis***

In the process of developing the housing needs analysis, the City inventoried existing residential land uses, projected suitable land needs by land use classifications, and compared these needs with

potentially suitable land within the McMinnville urban growth boundary. The resolution of land need and supply is found in the HNA report, which will serve as the factual basis for the City to rely on for future planning efforts. The data in the analysis is from reputable sources such as the Census, City of McMinnville, and Yamhill County. This HNA, when adopted into the comprehensive plan, will provide an important source of information to use when considering land use efficiency measures to address unmet residential land need.

The findings for Goal 10 provide more detailed information about the background analyses and inventories and rely on specific data to establish findings that provide a technical basis for developing policy recommendations. The analysis and inventories include:

- Buildable Lands Inventory, which analyzes existing development patterns and intensity, land and development values, existing land use designations and zoning, and building constraints to determine where there is vacant land or partially vacant land, and compares the existing supply of land to emerging trends and indicators for future estimates of demand; and
- Housing Needs Analysis, which provides information about the factors that could affect housing development, including demographics, affordability trends, workforce housing availability, market health, and regulatory structure (see findings for Goal 10).

### *Economic Opportunities Analysis*

In the process of developing the economic opportunities analysis, the City inventoried existing commercial and industrial land uses, projected suitable land needs by land use classifications, and compared these needs with potentially suitable land within the McMinnville urban growth boundary. The resolution of land need and supply is found in the EOA report, which will serve as the factual basis for the City to rely on for future planning efforts. The data in the analysis is from reputable sources such as the Census, City of McMinnville, and Yamhill County. This EOA, when adopted into the comprehensive plan, will provide an important source of information to use when considering land use efficiency measures to address commercial and industrial land needs.

The findings for Goal 9 provide more detailed information about the background analyses and inventories and rely on specific data to establish findings that provide a technical basis for developing policy recommendations. The analysis and inventories include:

- Buildable Lands Inventory, which analyzes existing development patterns and intensity, land and development values, existing land use designations and zoning, site characteristics (such as site size, site location, or existing improvements), and building constraints to determine where there is vacant land or partially vacant land, and compares the existing supply of land to emerging trends and indicators for future estimates of demand; and
- Economic Opportunities Analysis, which provides information about the factors that could affect commercial and industrial development (see findings for Goal 9).

### *Public and Institutional Land Needs*

The public and institutional land needs are documented in Appendix E of the EOA report. Public and institutional land needs document need for:

- Government, based on plans for land needed for additional facilities for the City of McMinnville and Yamhill County, based on discussions with municipal staff. Land needed for state and federal facilities is based on existing acres per 1000 people of land for state and federal facilities in McMinnville.

- Parks, based on the City of McMinnville's Parks, Recreation, and Open Space Master Plan. See findings about Goal 8.
- Schools, based on discussions with the McMinnville School District, Chemeketa Community College, and Linfield College.
- Religious organizations, based on existing acres per 1000 people of land for religious organizations in McMinnville.
- Semi-public services, based on estimate of land need from McMinnville Water & Light.

**FINDING - SATISFIED:** All pertinent documentation has been made available to all interested parties. Goal 2 has been properly addressed. The HNA, EOA, and Public Land Needs, as referenced, are consistent with Statewide Planning Goal 2

### ***Oregon Land Use Goal #3 (Agricultural Lands)***

As stated in 660-024-0020(1)(b), Goal 3 is not applicable to the HNA, EOA, or Public Land Needs.

**FINDING – NOT APPLICABLE:** No further analysis is required.

### ***Oregon Land Use Goal #4 (Forest Lands)***

As stated in 660-024-0020(1)(b), Goal 4 is not applicable to the HNA, EOA, or Public Land Needs.

**FINDING – NOT APPLICABLE:** No further analysis is required.

### ***Oregon Land Use Goal #5 (Natural Resources, Scenic and Historic Areas, and Open Spaces)***

OAR 660-008-005 requires cities to exclude land subject to Goal 5 measures. No further analysis is required.

**FINDING – SATISFIED:** No further analysis is required.

### ***Oregon Land Use Goal #6 (Air, Water and Land Resources Quality)***

Goal 6 requires local comprehensive plans and implementing measures to be consistent with state and federal regulations. By complying with applicable air, water and land resource quality policies in the McMinnville Comprehensive Plan, Goal 6 will be properly addressed. No further analysis is required.

**FINDING – SATISFIED:** No further analysis is required.

### ***Oregon Land Use Goal #7 (Areas Subject to Natural Disasters and Hazards)***

Goal 7 requires that jurisdictions apply appropriate safeguards when planning development in areas that are subject to natural hazards such as flood hazards.

The identified natural hazards in McMinnville are flooding, steep slopes, wildfire, liquefaction and landslide soils. Per McMinnville's Comprehensive Plan and Zoning Ordinance, no building improvements are allowed in the FEMA acknowledged floodway. The HNA and EOA considered lands within the FEMA flood hazards to be unbuildable and attempted to avoid expanding into areas with identified flood hazards. The HNA also considers land within areas with steep slopes, high landslide, liquefaction and wildfire susceptibility as unbuildable as well. (Data provided by the Department of Geology and Minerals).

**FINDING – SATISFIED:** The City finds that this goal is met by the analysis provided in the HNA and EOA.

### ***Oregon Land Use Goal #8 (Recreational Needs)***

Goal 8 requires governmental organizations with responsibility for providing recreational facilities to plan for recreational facilities.

The City of McMinnville's Comprehensive Plan Policy #170.05 states that, "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." (Ordinance No. 4796, October 14, 2003) The current McMinnville Parks, Recreation and Open Space Plan identifies a level of service of 14 acres per 1000 people, per the following:

- Neighborhood Park = 2.00 Acres / 1000 People
- Community Park = 6.00 Acres / 1000 People
- Greenways and Open Spaces = 6.00 Acres / 1000 People

The Portland State University Population Research Center forecast for growth (June 30, 2017) shows the McMinnville UGB population growing from 36,238 people in 2021 to 47,498 people in 2041, a change of 11,260 people.

The analysis of Public Land Need (in Appendix E of the EOA) uses the 14 acres/1,000 people level of service to determine park land need for the forecast of 11,260 person growth in McMinnville over the 2021-2041 period.

**FINDING – SATISFIED:** The City finds that this goal is met by the analysis provided in the HNA and EOA.

### ***Oregon Land Use Goal #9 (Economy of the State)***

The purpose of Goal 9 is to provide adequate opportunities for economic growth and development opportunities for commercial and industrial development. Commercial and industrial development takes a variety of shapes and leads to economic activities that are vital to the health, welfare and prosperity of Oregon's citizens. To be ready for these opportunities, local governments perform Economic Opportunity Analyses (EOA) based on a 20-year forecast of population and job growth in accordance with the directives in statute and administrative rule.

#### ***Economic Opportunities Analysis***

The Economic Opportunities Analysis (EOA) accounts for commercial and industrial needs for the 2021-2041 planning period. The EOA provides an update to the previous 2013 EOA, and thus retains portions of the content and narrative throughout. Where necessary, this update uses updated data on employment trends and commercial and industrial land needs, as well as refined approaches to



methods for forecasting employment growth. In 2019, the City adopted the *MAC-Town 2032 Economic Development Strategic Plan*. This 2023 EOA updates the information included in the 2013 EOA to include the new information on competitive advantages and the target industries identified in the *Strategic Plan*, as well as updating information about the inventory of commercial and industrial lands and providing an updated employment forecast.

The EOA forecasts that McMinnville will add 6,885 jobs over the 2021-2041 period, requiring 697 gross acres of land, of which 384 gross acres will be for industrial uses and 313 gross acres for commercial uses. The EOA shows that McMinnville has 508 buildable acres of employment land. This includes 154 buildable acres of commercial land and 354 buildable acres of industrial land. The EOA concludes that McMinnville has a 29 acre deficit of industrial land and a 159 acre deficit of commercial land.

McMinnville has proposed to adopt is HNA and EOA prior to identifying land use efficiency measures or a UGB expansion to meet its land needs, based on ORS 197.626(3) and per Resolution NO. 2023-63, is submitting a Notice of Execution and Work Plan to the Department of Land Conservation and Development.

### *Buildable Lands Inventory*

OAR 660-024-0050 outlines the steps cities must follow when evaluating or amending a UGB. The following provisions apply to a UGB amendment that addresses needs for employment lands.

#### **OAR 660-024-0050**

*(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. 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.*

OAR 660-009-0015(3) outlines the requirements for the BLI for employment lands:

*(3) Inventory of Industrial and Other Employment Lands. Comprehensive plans for all areas within urban growth boundaries must include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use.*

*(a) For sites inventoried under this section, plans must provide the following information:*

*(A) The description, including site characteristics, of vacant or developed sites within each plan or zoning district;*

*(B) A description of any development constraints or infrastructure needs that affect the buildable area of sites in the inventory; and*

OAR 660-009-0005 includes the following definitions relevant to the buildable lands inventory:

*(1) "Developed Land" means non-vacant land that is likely to be redeveloped during the planning period.*

*(2) "Development Constraints" means factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, environmental*

*contamination, slope, topography, cultural and archeological resources, infrastructure deficiencies, parcel fragmentation, or natural hazard areas.*

(14) “*Vacant Land*” means a lot or parcel:

- (a) *Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or*
- (b) *Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.*

The EOA includes a buildable lands inventory that meets these requirements. It starts with all land in McMinnville where commercial and industrial development is allowed, including land in the following zones: Commercial zones C-1, C-2, C-3, O-R; Industrial zones M-1, M-2, and M-L; and land within the UGB in County zoning Commercial Plan Designation and Industrial Plan Designation.

The EOA classifies each tax lot in these zones into a set of mutually exclusive categories based on development status. All employment land in tax lots in the UGB are classified into one of the following categories:

- *Vacant land.* Vacant land is defined as tax lots either (a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or (b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements. This is consistent with OAR 660-009-005(14).
- *Vacant small lot.* The OAR 660-009-005(14) definition of vacant land does not include lots smaller than one half-acre. McMinnville has a meaningful number of developed sites with existing employment uses that are less than one half-acre. Remaining vacant lots (i.e., with no improvements) less than one half-acre are defined as vacant small lots.<sup>1</sup>
- *Partially vacant land.* Partially vacant land is defined as tax lots between one and five acres occupied by a use that could still be further developed based on the zoning. The final determination of partially vacant land was based on a visual assessment of aerial imagery and City staff verification.
- *Developed land.* OAR 660-009-0005(1) defines developed land as “Non-vacant land that is likely to be redeveloped during the planning period.” Lands not classified as vacant, partially-vacant, or public or exempt are considered developed.
- *Public or exempt land.* Lands in public or semi-public ownership are considered unavailable for commercial or industrial development. This includes lands in Federal, State, County, or City ownership as well as lands owned by churches, institutions, and other semi-public organizations, and properties with conservation easements. Public lands were identified using the Yamhill County Assessment property tax exemption codes and City staff verification.

The EOA deducted portions of residential tax lots that fall within certain constraints from the vacant and partially vacant lands (e.g., wetlands and steep slopes), consistent with OAR 660-009-0005(2): regulated wetlands, floodways, 100 Year Floodplain, steep slopes (over 15%), and in conservation easements.

After deducting constraints, vacant and partially vacant lands that have remaining development capacity are classified as buildable lands. Exhibit 1 shows buildable acres (i.e., acres in tax lots that

<sup>1</sup> This development status classifications was added to the buildable lands inventory based on PAC recommendation at the February 27, 2020 meeting.

have capacity after constraints are deducted) for vacant and partially vacant land by zone and plan designation.

**Exhibit 1. 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.

Zone/Plan Designation	Total Buildable Acres	Buildable Acres on Vacant Lots	Buildable Acres on Partially Vacant Lots
<b>Commercial</b>	<b>115</b>	<b>50</b>	<b>65</b>
Commercial C-1	-	-	-
Commercial C-2	4	4	-
Commercial C-3	79	43	36
Office/Residential O-R	3	3	-
Commercial Plan Des.	28	0	28
<b>Industrial</b>	<b>354</b>	<b>301</b>	<b>53</b>
Industrial M-1	15	13	2
Industrial M-2	215	200	15
Industrial M-L	88	88	-
Industrial Plan Des.	36	1	35
<b>Total</b>	<b>469</b>	<b>352</b>	<b>117</b>

When the City amended its UGB in 2020 with the adoption of Ordinance No. 5089, 39.30 acres of future neighborhood serving commercial land was designated Urban Holding that will be specifically located as the Urban Holding designated land is area planned per the provisions of the *McMinnville Growth Management and Urbanization Plan, Appendix G – Framework Plan*.

Exhibit 2 summarizes the land buildable employment land within current zoning from Exhibit 1 and the additional 39 acres of land in Urban Holding for neighborhood serving commercial. It shows that McMinnville has 154 acres of land for commercial uses and 354 acres of land for industrial uses.

In McMinnville, it is common that development applications include approvals for “Planned Developments” which may modify the underlying zoning regulations, and may include an associated master plan for a property. Permitted uses in zoning districts may be amended to include other uses on a portion of the property, or certain uses otherwise permitted in the underlying zoning may be precluded by the Planned Development overlay regulations. For example, while the Evergreen property is zoned C-3 General Commercial, it is subject to a Planned Development overlay that restricts uses to certain tourism-related uses.

**Exhibit 2. 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.

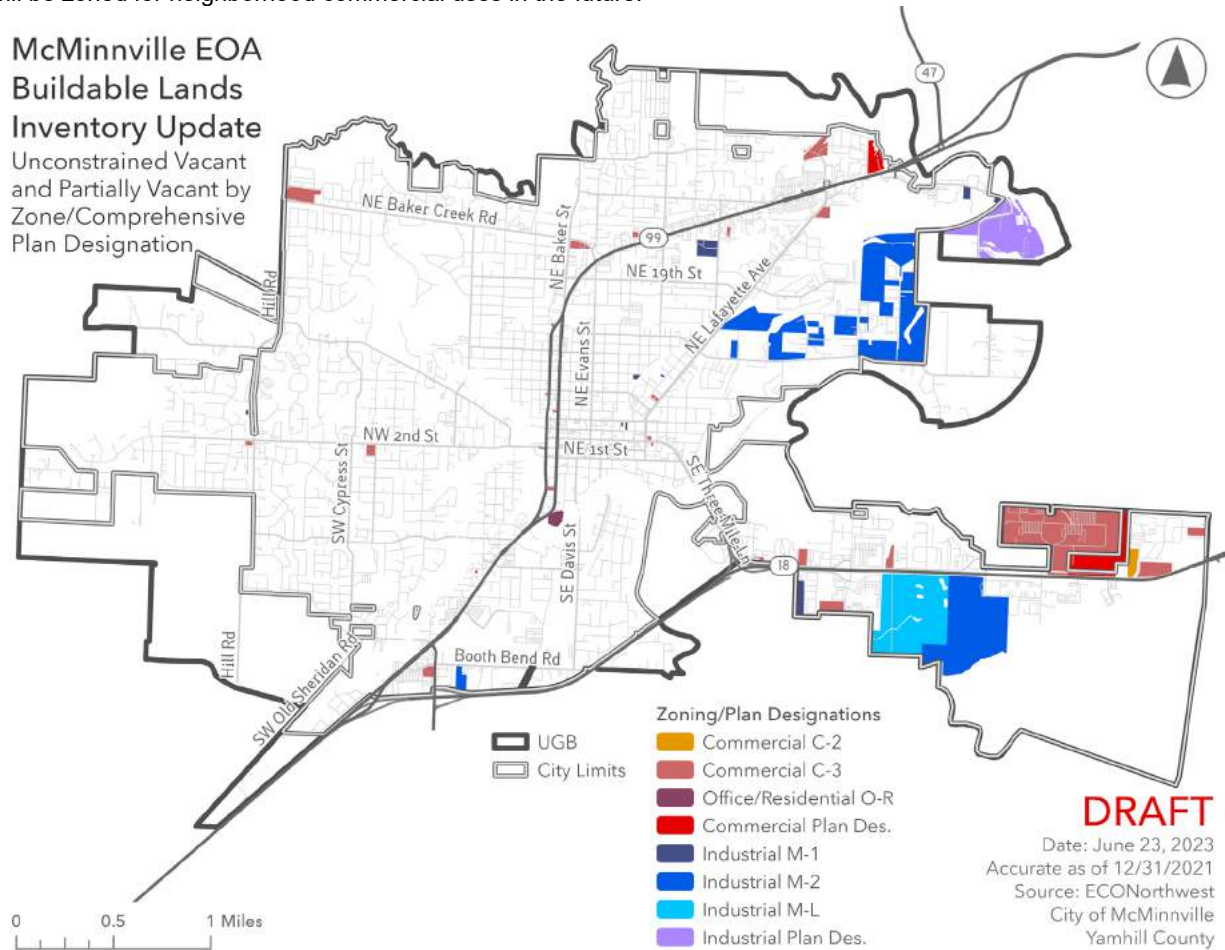
Plan Designation	Buildable Acres
<b>Commercial</b>	<b>154</b>
Commercial zones	115
Urban Holding Plan Des.	39
<b>Industrial</b>	<b>354</b>
<b>Total</b>	<b>508</b>

The newly added 39 acres of land for neighborhood commercial services in the Urban Holding Plan Designation is not shown in Exhibit 1 or Exhibit 2 because it has not yet been zoned for commercial uses and is still designated as part of the Urban Holding Plan Designation (which is mapped in the buildable lands inventory of the *McMinnville Housing Needs Analysis* report). The City will zone specific land within the Urban Holding Plan Designation for neighborhood serving commercial land as part of future planning processes.

Exhibit 3 shows buildable employment land by zone with development constraints in the McMinnville UGB.

### Exhibit 3. Buildable employment land by zone with development constraints, McMinnville UGB, 2023

Note: This exhibit does not show the 39 acres of land in Urban Holding for future neighborhood serving commercial uses. The McMinnville Housing Needs Analysis buildable lands inventory shows all land in Urban Holding, including the land that will be zoned for neighborhood commercial uses in the future.



**FINDING – SATISFIED:** The buildable lands inventory in the EOA meets the requirements of OAR 660-009 and OAR 660-024. The inclusion of vacant small lots in the McMinnville EOA BLI exceeds the definitions of vacant land in OAR 660-009 by including vacant land on tax lots smaller than one-half an acre.

#### Population Forecast

OAR 660-024-0040 requires that the 20-year population forecast is the basis of the UGB land determination. be based on the appropriate 20-year forecast in OAR 660-032.

#### 660-024-0040 Land Need

(1) The UGB must be based on the appropriate 20-year population forecast for the urban area as determined under rules in OAR chapter 660, division 32, 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. Local governments in Crook, Deschutes or Jefferson Counties may determine the need for Regional Large-Lot Industrial Land by following the provisions of OAR 660-024-0045 for areas subject to that rule.

OAR 660-032-0020 requires that, when a city uses population as a basis for forecasting employment, the city must use the most recent final forecast issued by the Portland State University Population Research Center (PRC):

**660-032-0020 Population Forecasts for Land Use Planning**

*(1) A local government with land use jurisdiction over land that is outside the Metro boundary shall apply the most recent final forecast issued by the PRC under OAR 577-050-0030 through 577-050-0060, when changing a comprehensive plan or land use regulation that concerns such land, when the change is based on or requires the use of a population forecast, except that a local government may apply an interim forecast as provided in 660-032-0040.*

McMinnville started the process for developing the HNA and EOA in 2018, completing a draft of the HNA in 2019 and the EOA in 2020. McMinnville used the 20-year planning period of 2021-2041, with the anticipation of adopting the HNA and EOA in 2021. McMinnville noticed the intention to adopt the HNA and EOA to the Department of Land Conservation and Development on May 14, 2020 and held its first evidentiary hearing on May 20, 2021. These actions are consistent with ORS 197.296(2).

Exhibit 4 shows that McMinnville used the PRC forecast for June 30, 2017, which was the most recently completed forecast at the time of development of the HNA. The next forecast was finalized on June 30, 2020, after the HNA and EOA had been drafted and McMinnville’s notice to the Department of Land Conservation and Development was provided.

Exhibit 4 shows that McMinnville was forecast to grow by 11,260 people over the 2021-2041 period.

**Exhibit 4. 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.

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

**FINDING - SATISFIED.** The City used the most recent population forecast from the PRC, with the 20-year period commencing in the year the City scheduled for review and adoption of the EOA. The City noticed the Department of Land Conservation and Development of its intent to amend the comprehensive plan and adopt the EOA on May 14, 2020 with a first evidentiary hearing on May 20, 2021.

*Employment Trends*

OAR 660-009-015(1) requires that the EOA review national, state, regional, county and local trends that may affect economic development. And OAR 660-009-015(4) assess the community’s economic development potential.

**OAR 660-009-0015**

*(1) Review of National, State, Regional, County and Local Trends. The economic opportunities analysis must identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends. This review of trends is the principal basis for estimating future industrial and other employment uses as described in section (4) of this rule. A use or category of use could reasonably be expected to expand or locate in the planning*

*area if the area possesses the appropriate locational factors for the use or category of use. Cities and counties are strongly encouraged to analyze trends and establish employment projections in a geographic area larger than the planning area and to determine the percentage of employment growth reasonably expected to be captured for the planning area based on the assessment of community economic development potential pursuant to section (4) of this rule.*

*(4) Assessment of Community Economic Development Potential. The economic opportunities analysis must estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. The estimate must be based on information generated in response to sections (1) to (3) of this rule and must consider the planning area's economic advantages and disadvantages. Relevant economic advantages and disadvantages to be considered may include but are not limited to:*

- (a) Location, size and buying power of markets;*
- (b) Availability of transportation facilities for access and freight mobility;*
- (c) Public facilities and public services;*
- (d) Labor market factors;*
- (e) Access to suppliers and utilities;*
- (f) Necessary support services;*
- (g) Limits on development due to federal and state environmental protection laws; and*
- (h) Educational and technical training programs.*

Chapter 3 of the EOA provides an extensive review of national, state, regional, and local trends that may affect economic development in McMinnville. Key among these trends are national and state economic growth, long-term and large-scale changes in the broader economy, such as increases in labor productivity, growth of entrepreneurship and small businesses, increases in automation, rising energy prices). The EOA documents changes more directly impacting economic growth in McMinnville, such as growing population, aging of the baby boomers, entry of Millennials and younger generations into the job market, changes in income, educational attainment, labor forecast participation, commuting patterns, and tourism.

Chapter 4 of the EOA provides information about McMinnville's community economic development potential. Chief among McMinnville's advantages for economic growth are its location in the Willamette Valley, access to Highway 99W, relatively young and diverse workforce, workforce availability across the region, existing diverse mix of businesses and industries, existing local business entrepreneurship, buying power of markets, comparatively low public utility rates and property tax rates, access to clean water, access to internet services, educational opportunities at Linfield College and Chemeketa Community College, and high quality of life.

McMinnville's disadvantage for economic development including: poor connections to I-5, on-going retail leakage (people traveling out of McMinnville to make retail purchases), comparatively smaller share of college graduates, tentative integration of Latino population into community & business leadership, inadequacy of commercial and industrial buildable lands, environmental constraints on land (such as steep slopes, floodplains, and wetlands), need for additional value-added opportunities for visitors, and relatively slow population growth resulting from a constrained land supply.

**FINDING - SATISFIED.** The City's EOA meets the requirements of OAR 660-009-015(1) and OAR 660-009-015(4).

### *Employment Forecast*

OAR 660-024-0040(5) provides:

### **660-024-0040 Land Need**



*(5) Except for a metropolitan service district described in ORS 197.015(13), the determination of 20-year employment land need for an urban area must comply with applicable requirements of Goal 9 and OAR chapter 660, division 9, and must include a determination of the need for a short-term supply of land for employment uses consistent with OAR 660-009-0025. Employment land need may be based on an estimate of job growth over the planning period; local government must provide a reasonable justification for the job growth estimate but Goal 14 does not require that job growth estimates necessarily be proportional to population growth.*

OAR 660-0024-0040(9) provides safe harbors for forecasting employment growth, as follows:

**OAR 660-0024-0040(9)**

*(9) The following safe harbors may be applied by a local government to determine its employment needs for purposes of a UGB amendment under this rule, Goal 9, OAR chapter 660, division 9, Goal 14 and, if applicable, ORS 197.296.*

*(a) A local government may estimate that the current number of jobs in the urban area will grow during the 20-year planning period at a rate equal to either:*

*(A) The county or regional job growth rate provided in the most recent forecast published by the Oregon Employment Department; or*

*(B) The population growth rate for the urban area in the appropriate 20-year coordinated population forecast determined under rules in OAR chapter 660, division 32.*

The EOA describes the steps used to develop the employment in Exhibit 48 of the EOA. Those steps include:

- **Set Forecast Time Period and Employment Base.** The time period for the forecast was the 2021-2041 period.

The base estimated employment was estimated using estimated covered employment in the McMinnville UGB from confidential Quarterly Census of Employment and Wages (QCEW) data provided by the Oregon Employment Department. Based on this information, McMinnville had about 14,964 covered employees in 2017.

Covered employment, however, does not include all workers in an economy. Most notably, covered employment does not include sole proprietors. Analysis of data shows that *covered* employment reported by the Oregon Employment Department for Yamhill County is only about 76% of *total* employment reported by the U.S. Department of Commerce.<sup>2</sup> The EOA estimates that McMinnville had an estimated 20,990 *total* employees within its UGB in 2017 based on Yamhill County's ratios of covered to total employment. (See Exhibit 49 in the EOA).

- **Evaluate UGB Employment Trends.** The prior section of this document describes the employment trends and the site needs.
- **Develop a forecast of employment growth.** The forecast of employment starts with the base of 20,990 total employees in the McMinnville UGB in 2017. The EOA considered a range of employment growth assumptions and settled on the "medium-growth option," using the safe

<sup>2</sup> **Covered** employment includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as "1099 employees"), or some railroad workers. Covered employment data is from the Oregon Employment Department.

Total employment includes all workers based on data from the U.S. Department of Commerce. Total employment includes all covered employees, plus sole proprietors and other non-covered workers.

harbor assumption from 660-024-0040(9)(a)(B) that employment in McMinnville will grow at the same rate as population (1.36% an average annual growth rate of 1.36% between 2021 to 2041). This projects that McMinnville will add 6,885 new employees between 2021 and 2041. (See Exhibit 50 in the EOA)

- **Allocate Job Growth by Land Use Type Scenarios.** This step allocated the forecast of 6,885 new employees to five broad proposed categories of land use based on North American Industrial Classification System (NAICS): industrial, retail commercial, office and commercial services, tourism services, and government. These land-use categories helped align the forecast of employment with the City's economic development direction in the *MAC-Town 2032 Economic Development Strategic Plan*. The allocation of job growth by land use types started with the existing percentage of each land use type in McMinnville in 2017 and adjusted the percentages slightly to better align with the Oregon Employment Department's forecast of employment growth for the Mid-Willamette Valley region, as well as economic development goals and policies as stated in the *MAC-Town 2032 Economic Development Strategic Plan* and Three Mile Lane Area Plan. (See Exhibit 51 in the EOA)
- **Allocate Job Growth by Land Development Status.** This step made deductions for employment that will not require vacant land. The City excluded employment growth for government employment, as land needs for government are addressed in the Public and Institutional Land Needs analysis.

The EOA assumes that 5% of new employment would be accommodated on sites that don't require new vacant land, through infill, redevelopment, and locations that do not require new employment land. This assumption is based on analysis of redevelopment information presented to the Project Advisory Committee at their October 10, 2019 meeting, which concluded that little redevelopment occurred in McMinnville between 2000 and 2019.<sup>3</sup> Based on discussion among the Project Advisory Committee about this information, the EOA assumes that 5% of new employment growth (332 new jobs) will be accommodated through infill and redevelopment. This leaves growth of 6,333 jobs over the 20-year period requiring vacant employment land. (See Exhibit 53 in the EOA)

- **Apply Job Density Factors.** The assumptions about employment density, expressed as employees per acre (EPA), were based on empirical analysis of employment density in McMinnville in 2017 and assumptions in the *2013 McMinnville EOA*, as discussed in detail in Appendix B of the EOA. Based on discussion among the Project Advisory Committee about this information, the EOA assumed that future industrial employment growth would occur at an average density of 11 EPA and commercial employment growth would occur at an average of 23 EPA.

These densities are consistent with the guidelines in DLCD's *Industrial and Other Employment Lands Analysis—Basic Guidebook*, which states: "Typical employment densities per net acre range from 8 - 12 jobs for industrial; 14 - 20 jobs for commercial; and 6 - 10 jobs for institutional/other jobs."

- **Estimate 20-Year Employment Land Demand.** This step combines the assumptions about employment growth to estimate land demand over the 2021-2041 period. The EOA shows that the 6,333 new jobs will require 351 net acres of land at the density assumptions describe in the prior step, shown in Exhibit 5 (Exhibit 55 in the EOA).

The EOA uses assumptions about land needs for rights-of-way. Empirical analysis of development in McMinnville show that 6% of industrial land is used for rights-of-way and 18% of commercial land is used for rights of way. This results in a land demand for 405 gross acres of land for commercial and industrial land, shown in Exhibit 5 (Exhibit 55 in the EOA).

**Exhibit 5. Demand for vacant land to accommodate employment growth, McMinnville UGB, 2021–2041**

Land Use Type	New Emp. on Vacant Land	Employees per		Land Demand (Net Acres)	Land Demand (Gross Acres)
		Acre			
		(Net Acres)			
Industrial	1,584	11		144	153
Commercial	4,749	23		206	252
Total	6,333			351	405

Source: ECONorthwest

**FINDING - SATISFIED.** The City met the requirements of 660-024-0040(5) in estimating land need. The City used the safe harbor in 660-024-0040(9)(a)(B) to forecast employment growth, using the most recent population forecast from the PRC, with the 20-year period commencing in the year the City scheduled for review and adoption of the EOA. The City noticed the Department of Land Conservation and Development is intent to amend the comprehensive plan and adopt the EOA on May 14, 2020 with a first evidentiary hearing on May 20, 2021 (DLCD File #: 001-20)

*Special Land Needs*

OAR 660-009-0020 requires that the City articulate the community's economic development objectives and identify employment uses desired by the community.

**OAR 660-009-0020**

*(1) Comprehensive plans subject to this division must include policies stating the economic development objectives for the planning area. These policies must be based on the community economic opportunities analysis prepared pursuant to OAR 660-009-0015 and must provide the following:*

*(a) Community Economic Development Objectives. The plan must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Policy objectives may identify the level of short-term supply of land the planning area needs. Cities and counties are strongly encouraged to select a competitive short-term supply of land as a policy objective.*

The EOA includes a forecast for additional land needed to address retail leakage and other site needs not accounted for in the forecast of employment growth and land needs. The land needs in this section are beyond those identified in the employment forecast described in the prior section of this report. They are consistent with the *MAC-Town 2032 Economic Development Strategic Plan* (adopted by Resolution No. 2019-16, March 12, 2019). This plan, developed with the aide of data, evaluation, public engagement and adopted city policies, identifies the city's economic development vision, goals, strategies and implementable actions to achieve that vision, 2018 – 2032.

*Retail Leakage*

In 2018, the city of McMinnville initiated development of a plan for the Three Mile Lane Area Plan (3MLAP) (adopted by Ordinance No. 5126, November 8, 2022), which included a retail leakage analysis for the McMinnville area (see Exhibit 7 in the EOA). The purpose of the retail leakage

analysis was to quantify the amount of retail sales for households within the McMinnville area that occur outside of McMinnville, in areas such as Salem, Portland, and I-5 corridor markets.

The 2018 analysis characterizes retail leakage as follows:

“Retail sectors in which household spending is not fully captured are called “leakage” categories, while retail categories in which sales are higher than estimated household demand generated by existing residents are called “surplus” categories. A retail sales surplus indicates that a community pulls consumers and retail dollars in from outside the trade area, thereby serving as a regional market. Conversely, when local demand for a specific product is not being met within a trade area, consumers are going elsewhere to shop, creating retail leakage.”<sup>4</sup>

The 3MLAP report shows overall demand for 529,000 square feet of retail space in the study area for a 10-year period (Table ES-3, pg 4). The study also shows a breakdown of the 10-year demand broken out by demand from household growth, leakage recapture, and replacement space (Figure 38, pg 51). Data provided by this analysis shows that the leakage recapture component of the 10-year demand is 131,808 square feet. This is an element of retail land need that is not reflected in the employment forecast.

The EOA builds from the 3MLAP report and estimates that McMinnville needs an additional 12.2 acres of land to accommodate recapture of retail leakage. This estimate of land need is not accounted for in the EOA report. (See Exhibit 57 of the EOA)

#### *Other Site Needs*

The City’s *MAC Town 2032 Economic Development Strategic Plan* provides the City’s economic development opportunities, vision, and strategy. The City need not be bound by history and past trends, but can rather seek to achieve the community’s economic vision, supported by data, and realistically achievable given competitive advantage, as supported by data and emerging trends. Statewide Planning Goal 9 states that comprehensive plans for urban areas shall: “Provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies.” This indicates that cities have some degree of flexibility in determining land needs as long as (1) they are consistent with plan policies, and (2) are justifiable.

The land needs described in this section of the EOA are all identified in existing city plans, but are not considered in the employment forecast. For example, when McMinnville’s UGB was established in the early 1980s, it was not anticipated that there would be a need for a large site for the Evergreen Museum or water park. These facilities occupy approximately 70 acres of their sites. These have substantial economic benefits to the McMinnville economy. In 2018, they had over 88,000 visitors. They also require large sites, differ from traditional employment uses, don’t fit neatly within an employment density assumptions, and they consume a significant amount of the land supply in the UGB.

The EOA includes an estimate for land need of 49 acres for the following special site needs that are not accounted for in the employment forecast. (See Exhibit 58 in the EOA)

1. Community Center/Recreation Facility
2. Outdoor Stage/ Amphitheater
3. Arts and culture focused event center
4. Evergreen Aviation and Space Museum

<sup>4</sup> McMinnville Three Mile Lane Area Plan: Market Analysis, Leland Consulting Group, April 2019.

5. Wings and Waves
6. Conference Center:
7. Food hub and public market
8. Makerspace/innovation hub/ fabrication center

#### *Site Needs, Required Site Types, and Site Characteristics for Required Sites*

OAR 660-009-0005 includes the following definition of site characteristics:

##### **OAR 660-009-0005**

*(11) "Site Characteristics" means the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes.*

OAR 660-009-0015 requires that cities identify required site types:

##### **OAR 660-009-0015**

*(2) Identification of Required Site Types. The economic opportunities analysis must identify the number of sites by type reasonably expected to be needed to accommodate the expected employment growth based on the site characteristics typical of expected uses. Cities and counties are encouraged to examine existing firms in the planning area to identify the types of sites that may be needed for expansion. Industrial or other employment uses with compatible site characteristics may be grouped together into common site categories.*

OAR 660-009-0015 requires that cities identify the number, acreage, and characteristics of sites needed to accommodate employment uses:

##### **OAR 660-009-0025**

*(1) Identification of Needed Sites. The plan must identify the approximate number, acreage and site characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies. Plans do not need to provide a different type of site for each industrial or other employment use. Compatible uses with similar site characteristics may be combined into broad site categories. Several broad site categories will provide for industrial and other employment uses likely to occur in most planning areas. Cities and counties may also designate mixed-use zones to meet multiple needs in a given location.*

Understanding needs for specific types and characteristics of sites requires an understanding of the types of businesses expected to locate in McMinnville over the planning period. The EOA and *MAC-Town 2032 Economic Development Strategic Plan*. The types of industries expected to growth in McMinnville are: advanced manufacturing (such as metals manufacturing, aerospace manufacturing, or agricultural product manufacturing), healthcare services, traded-sector services (such as higher education or insurance), high-tech companies, entrepreneurs, food and beverage processors (such as wineries, agri-tourism, or food processors), and tourism industries (such as hotels, restaurants, locally produced goods).

The employment forecast and employment density factors identified a need for 153 industrial acres. This forecast does not adequately account for the site needs for industrial growth in McMinnville. The EOA identifies needed sites based for the industries above and other employment growth in McMinnville based on existing distribution of employment in McMinnville (Exhibit 60 in the EOA) and site characteristics identified as necessary and typical by Business Oregon (Exhibit 62 in the EOA).

The results of this analysis are identification of needed sites, shown in Exhibit 6. If these sites are appropriately located, would provide for at least an adequate supply of sites of suitable sizes for a variety of industrial uses consistent with plan policies, as required by Goal 9. To be competitive, this would assure there would be a supply of available of sites with a variety of sizes and characteristics to meet a variety of needs at any given time during the planning period.

**Exhibit 6. Needed sites, competitive supply and choice consistent with IFA criteria**

Site Size Class	Needed Sites By Class	Ac Range for Needed Sites	Needed Sites By Target Size	Ac for Needed Sites
<0.5	23	0-12	23@0.48 ac	11.0
0.5-0.99 ac	10	5-10	5@0.5 ac 5@ 1ac	2.5 5.0
1.00-1.99	12	12-24	6@1 ac 6@2 ac	6.0 12.0
2.00-4.99	4	8-20	2@2 ac 2@4 ac	4.0 8.0
5.00-9.99	3	15-30	3@5 ac	15.0
10.00-19.99	10	100-200	5@10 ac 5@15 ac	50.0 75.0
20.00-25.00	7	140-175	4@20 ac 3@25 ac	80.0 75.0
25.01-49.99	1	25-50	1@40ac	40.0
50.00+	0	0	0	0
Total	70 sites	305-521 ac	70 sites	384 ac

**FINDING - SATISFIED.** The City met the requirements of 660-0009 in identifying site needs as described above.

*Land Sufficiency*

Exhibit 7 shows commercial and industrial land sufficiency within the McMinnville UGB. It shows:

- **Vacant or partially vacant unconstrained land** from within the UGB. Exhibit 7 shows that McMinnville has 354 gross acres of industrial land, and 154 gross acres of commercial land (see Exhibit 2).
- **Demand for commercial and industrial land** from Exhibit 5, which shows McMinnville will need a total of 153 gross acres for industrial uses and 252 gross acres for commercial uses over the 2021-2041 period based on portion of demand determined through the forecast.
- **Retail Leakage** Additional needs, addressed previously in this Chapter, include retail leakage that is current demand that predates the employment forecast associated with new population growth (12-acre demand over the 20-year period)
- **Demand for commercial land needs with other needed sites** not adequately accounted for in the average employment density calculations. Forecast commercial land includes land use types of retail commercial, office and commercial services, and tourism services. These uses for other needed sites for target sectors are identified in the Economic Development Strategic Plan (56-acre demand over the 20-year period), a net difference of 49 additional acres after adjusting for associated employment.

- **Needed site sizes** from Exhibit 6 shows that McMinnville has an overall need for 384 acres of industrial land in site sizes between less than 0.5 acres and up to 50 acres in size.

Based on all of the above, the EOA, Exhibit 7 shows that McMinnville has:

- A 29-acre deficit of industrial land in 2041
- A 159-acre deficit of commercial land in 2041

**Exhibit 7. Comparison of the capacity of unconstrained vacant land with employment land demand by land use type, McMinnville UGB, 2021-2041**

Land Use Type	Land Supply (Suitable Gross Acres)	Demand (Gross Acres)	Land Sufficiency (Deficit)
Industrial	354	384	(29)
Commercial	154	313	(159)
Forecast		252	
Retail leakage		12	
Other needed sites		49	
<b>Total</b>	<b>508</b>	<b>697</b>	<b>(189)</b>

Source: ECONorthwest

**Oregon Land Use Goal #10 (Housing)**

Goal 10 requires local jurisdictions to provide for the housing needs of its citizens and provide for the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas developed or undergoing development or redevelopment.

This Housing Needs Analysis (HNA) was initially drafted in 2019/2020, at which time the City of McMinnville notified the Department of Land Conservation and Development of its intent to amend the comprehensive plan to adopt the HNA on May 14, 2020, with a first evidentiary hearing planned for May 20, 2021. The city elected to wait until May 20, 2021, for its first evidentiary public hearing as the state was in the midst of adopting a missing middle housing law and rulemaking to support that initiative which could potentially impact the HNA. At the same time, the McMinnville City Council directed city staff to respond to the court of appeals remand from the 2003 HNA, EOA and UGB expansion effort, which was adopted by the City on December 8, 2020 and approved by the Department of Land Conservation and Development on April 9, 2021. The 2003 analysis was for a planning horizon of 2003 – 2023.

At the same time, the Land Conservation and Development Commission adopted OAR 660-008-0045 on November 12, 2020 (Updated November 23, 2020), directing cities to adopt updated Housing Capacity Analysis (HNA) by December 31<sup>st</sup> of designated years. McMinnville was directed to adopt an updated HNA by December 31, 2023. Due to the fact that the City already had a draft HNA that had been noticed to the Department of Land Conservation and Development for adoption, the City chose to update that document with the recent UGB amendment and the missing middle housing laws that the state had passed, resulting in this November 2023 McMinnville Housing Needs Analysis.

This proposed Housing Needs Analysis (HNA) accounts for housing needs for the 2021-2041 planning period. The HNA forecasts that McMinnville is planning for 4,657 dwelling units to accommodate an increase of 11,260 people over the 20-year period. McMinnville's housing needs are



for more diverse housing types, with more attached and multifamily dwellings than in the City's current housing stock. In addition, McMinnville needs more housing that is affordable to households with income below 120% of median family income, accounting for 59% of future housing needs.

McMinnville assumes that 8% of the 4,657 dwelling units will be accommodated through infill and redevelopment (8% of new housing). That leaves need for 4,284 new units that require buildable land. McMinnville's vacant and partially vacant buildable residential land has capacity for 3,183 dwelling units. The result is a deficit of land for 1,101 dwelling units.

McMinnville has proposed to adopt its HNA and EOA prior to identifying land use efficiency measures or a UGB expansion to meet its land needs, based on ORS 197.626(3) and per Resolution NO. 2023-63, is submitting a Notice of Execution and Work Plan to the Department of Land Conservation and Development.

**FINDING – SATISFIED:** The City finds that Goal 10 has been addressed, based on the discussion above as well as the findings below.

### *Buildable Lands Inventory*

ORS 197.296(2) requires the City to “demonstrate that its comprehensive plan . . . provides sufficient buildable lands within the urban growth boundary . . . to accommodate estimated housing needs for 20 years.” The statutory requirement for a buildable lands inventory, along with direction concerning what lands are to be inventoried as “buildable,” is contained in ORS 197.296(3), ORS 197.296(4) and in OAR Division 660-008:

#### **ORS 197.296**

*(3) In performing the duties under subsection (2) of this section, a local government shall:*

*(a) Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands;*

*(4)(a) For the purpose of the inventory described in subsection (3)(a) of this section, “buildable lands” includes:*

*(A) Vacant lands planned or zoned for residential use;*

*(B) Partially vacant lands planned or zoned for residential use;*

*(C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and*

*(D) Lands that may be used for residential infill or redevelopment.*

#### **OAR 660-008-0005**

*(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, 6, 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.*

*(12) “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 660-024-0050**

*(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.*

The HNA includes a buildable lands inventory that meets these requirements. It starts with all land in McMinnville where housing is allowed outright, including land in the following zones: Residential zones R-1, R-2, R-3, and R-4; Commercial zones O-R and C-3; and land within the UGB in County zoning EF-80, VLDR-1, Residential Plan Designation, and Urban Holding Plan Designation. The HNA classifies each tax lot in these zones into a set of mutually exclusive categories based on development status. All residential tax lots in the UGB are classified into one of the following categories:

- *Vacant land.* Tax lots that have no structures or have buildings with very little improvement value are considered vacant. For the purpose of this inventory, lands with improvement values under \$10,000 are considered vacant (not including lands that are identified as having mobile homes), unless aerial imagery or City staff determined that the tax lot is no longer vacant in the verification step.
- *Partially vacant land.* Partially vacant tax lots are those occupied by a use, but which contain enough land to be developed further. Generally, these are lots that have more than a half-acre of buildable land after removing constraints and developed land from the total acreage. This was refined through visual inspection of recent aerial photos.
- *Developed land.* Developed land is developed at densities consistent with zoning and has improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant or partially vacant are considered developed.
- *Public or exempt land.* Except as noted below, lands in public or semipublic ownership are considered unavailable for development. This includes lands in Federal, State, County, or City ownership. Public lands were identified using the Yamhill County Assessment property tax exemption codes and ownership field. Exempt lands owned by a nonprofit housing developer which are vacant or partially vacant are considered available for development and are inventoried accordingly.

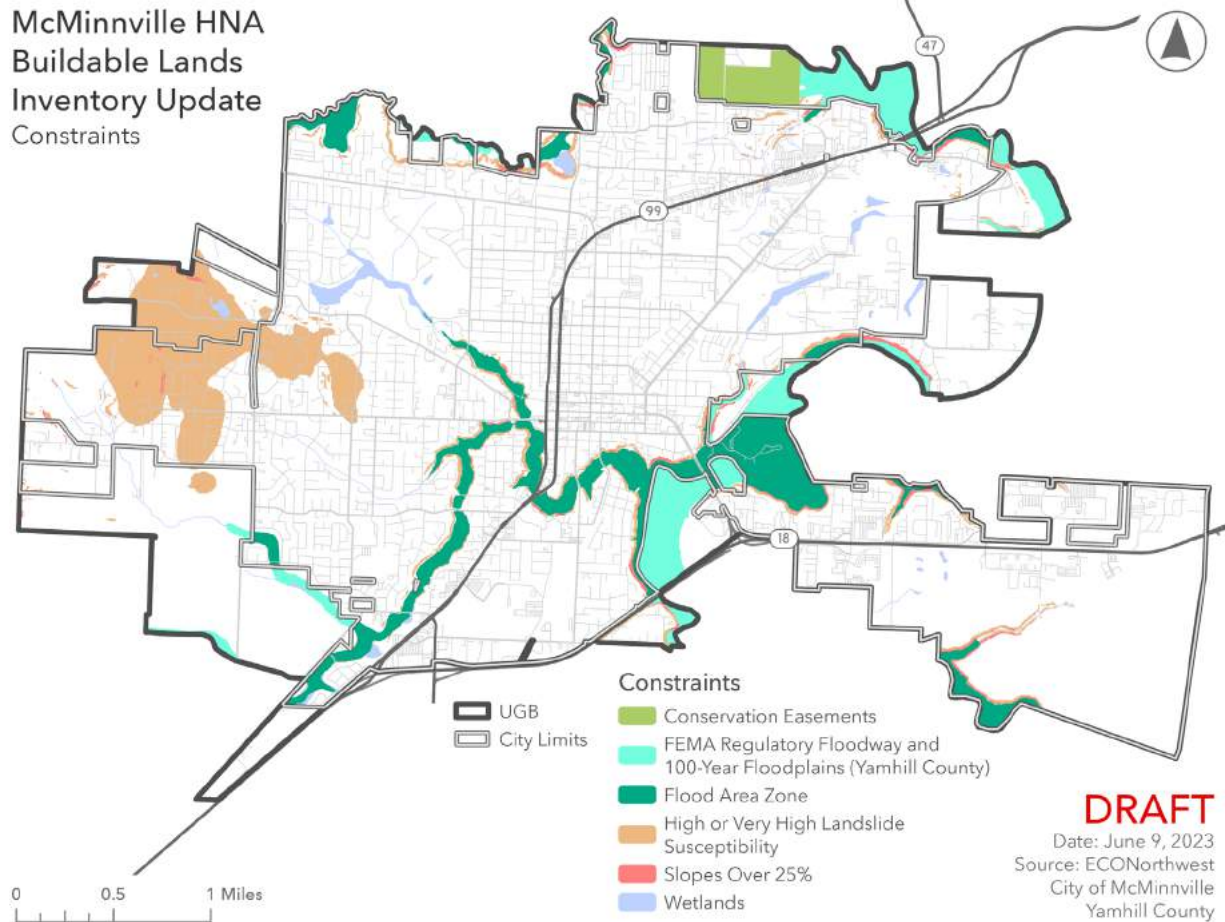
The HNA deducted portions of residential tax lots that fall within certain constraints from the vacant and partially vacant lands (e.g., wetlands and steep slopes), consistent with OAR 660-008-0005(2), shown in Exhibit 8:

- *Lands within floodplains and floodways.* Flood insurance rate maps from the Federal Emergency Management Agency (FEMA), as well as land in McMinnville's floodplain zone and plan designation, were used to identify lands in floodways and 100-year floodplains.
- *Land within natural resource protection areas.* The National Wetlands Inventory was used to identify areas within wetlands.
- *Land within landslide hazards.* The DOGAMI SLIDO database and landslide susceptibility datasets were used to identify lands with landslide hazards. ECONorthwest included lands

with high or very high susceptibility to landslides in the constrained area. The City is proposing a policy interpreting the mapped DOGAMI hazards for purposes of the BLI, which can be reviewed upon further study if necessary.

- *Land with slopes over 25%.* Lands with slopes over 25% are considered unsuitable for residential development.
- *Land with conservation easements.* Lands within conservation easements, as identified by City staff, were included in the constrained area.

#### Exhibit 8. Residential Development Constraints, McMinnville UGB, 2023



After deducting constraints, vacant and partially vacant lands that have remaining development capacity are classified as buildable lands.

Exhibit 9 shows buildable acres (i.e., acres in tax lots that have capacity after constraints are deducted) for vacant and partially vacant land by zone and plan designation.

## Exhibit 9. Buildable (Gross) Acres in Vacant and Partially Vacant Tax Lots by Zone, McMinnville UGB, 2023

Source: City of McMinnville, Yamhill Co., ECONorthwest. Note: The numbers in the table may not add up to the total as a result of rounding.

Zone/Plan Designation	Total Buildable acres			Buildable acres on vacant lots			Buildable acres on partially vacant lots		
	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total
<b>City Limits, by Zone</b>									
Residential R-1	75	33	108	49	32	80	26	2	28
Residential R-2	68	45	113	57	45	102	11	-	11
Residential R-3	11	-	11	10	-	10	1	-	1
Residential R-4	34	-	34	33	-	33	1	-	1
Office/Residential O-R	3	-	3	3	-	3	-	-	-
Commercial C-3	47	-	47	44	-	44	2	-	2
<b>UGB, by County Zone or Plan Des.</b>	-	-	-						
EF-80 (County Zone)	2	-	2	2	-	2	-	-	-
VLDR-1 (County Zone)	2	-	2	-	-	-	2	-	2
Residential Plan Des.	75	-	75	8	-	8	67	-	67
Urban Holding Plan Des.	739	53	792	506	5	511	232	49	281
<b>Total</b>	<b>1,053</b>	<b>131</b>	<b>1,185</b>	<b>712</b>	<b>81</b>	<b>792</b>	<b>342</b>	<b>51</b>	<b>392</b>

Note: Per Ordinance No. 5098, the McMinnville Growth Management and Urbanization Plan, Appendix G, 383 gross buildable acres in the Urban Holding Plan Designation are to serve public and institutional land needs, and 39 gross buildable acres of the Urban Holding Plan Designation is a set aside of neighborhood serving commercial land need.

Exhibit 10 includes 383 acres of land in the Urban Holding plan designation that was brought into the UGB in 2020 for public and semi-public uses, such as parks and schools, and 39 acres for neighborhood serving commercial land uses. This accounts for about 422 acres of land in the Urban Holding plan designation.

Exhibit 10 excludes the land in the Urban Holding plan designation for public and semi-public uses, and 39 acres of land for neighborhood-serving commercial land uses. It shows that McMinnville has 763 gross acres within its UGB for residential uses.

# **Exhibit 10. Buildable (Gross) Acres in Vacant and Partially Vacant Tax Lots by Zone for Residential Uses, McMinnville UGB, 2023**

Source: City of McMinnville, Yamhill Co., ECONorthwest. Note: The numbers in the table may not add up to the total as a result of rounding.

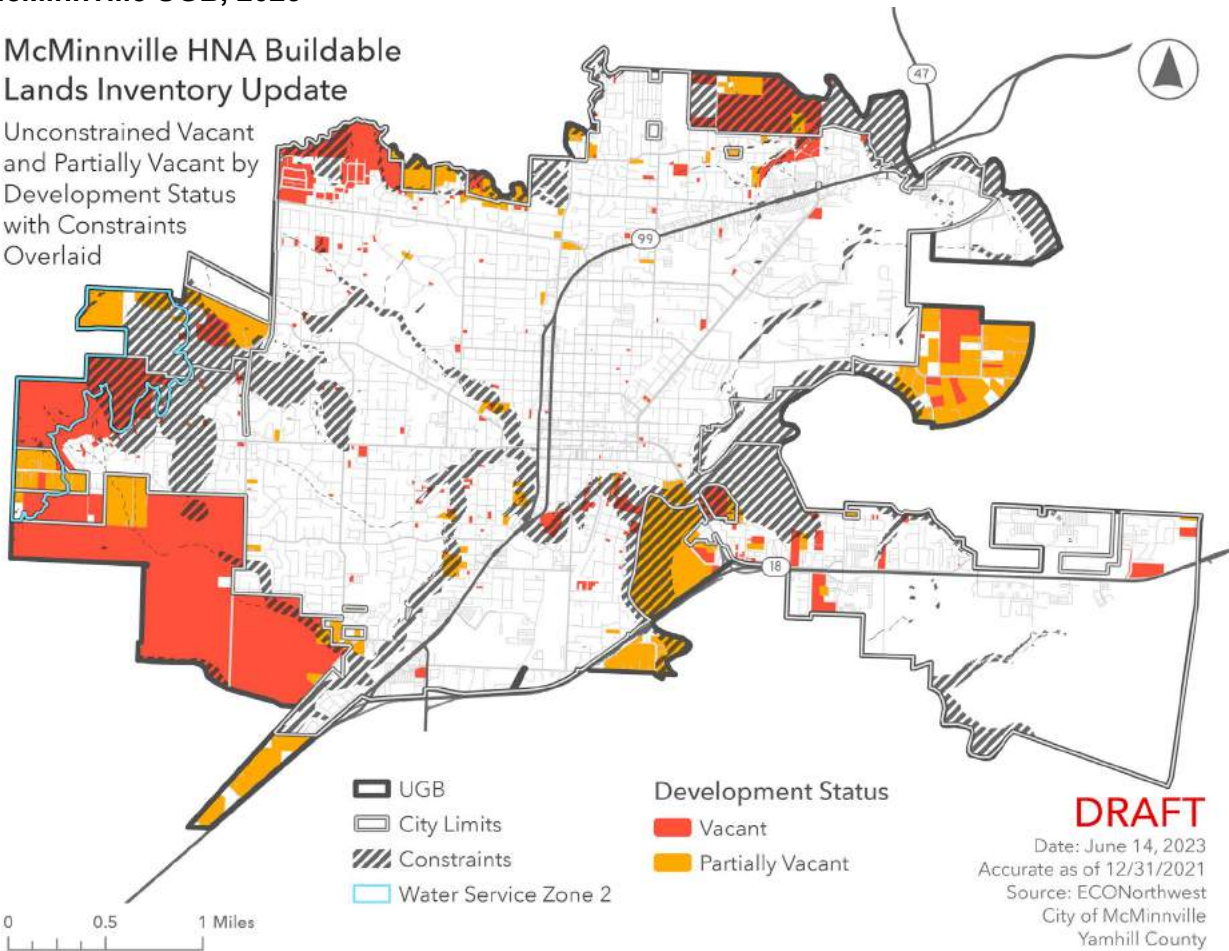
Zone/ Plan Designation	Buildable Acres for Residential Uses
<b>City Limits, by Zone</b>	
Residential R-1	108
Residential R-2	113
Residential R-3	11
Residential R-4	34
Office/Residential O-R	3
Commercial C-3	47
<b>UGB, by County Zone or Plan Des.</b>	
EF-80 (County Zone)	2
VLDR-1 (County Zone)	2
Residential Plan Des.	75
Urban Holding Plan Des.	792
Land for housing	370
Land for public and semi-public uses	383
Land for neighborhood commercial uses	39
<b>Total Land for Housing</b>	<b>7 63</b>

The exhibits on the following pages map McMinnville’s buildable vacant and partially vacant residential land and resulting buildable lands after deducting constraints. Exhibit 11 shows vacant and partially vacant lots with constraints overlaid Exhibit 12 shows the unconstrained buildable acres on those buildable parcels.

**Exhibit 11. Vacant and Partially Vacant Residential Lots with Constraints Overlaid,  
McMinnville UGB, 2023**

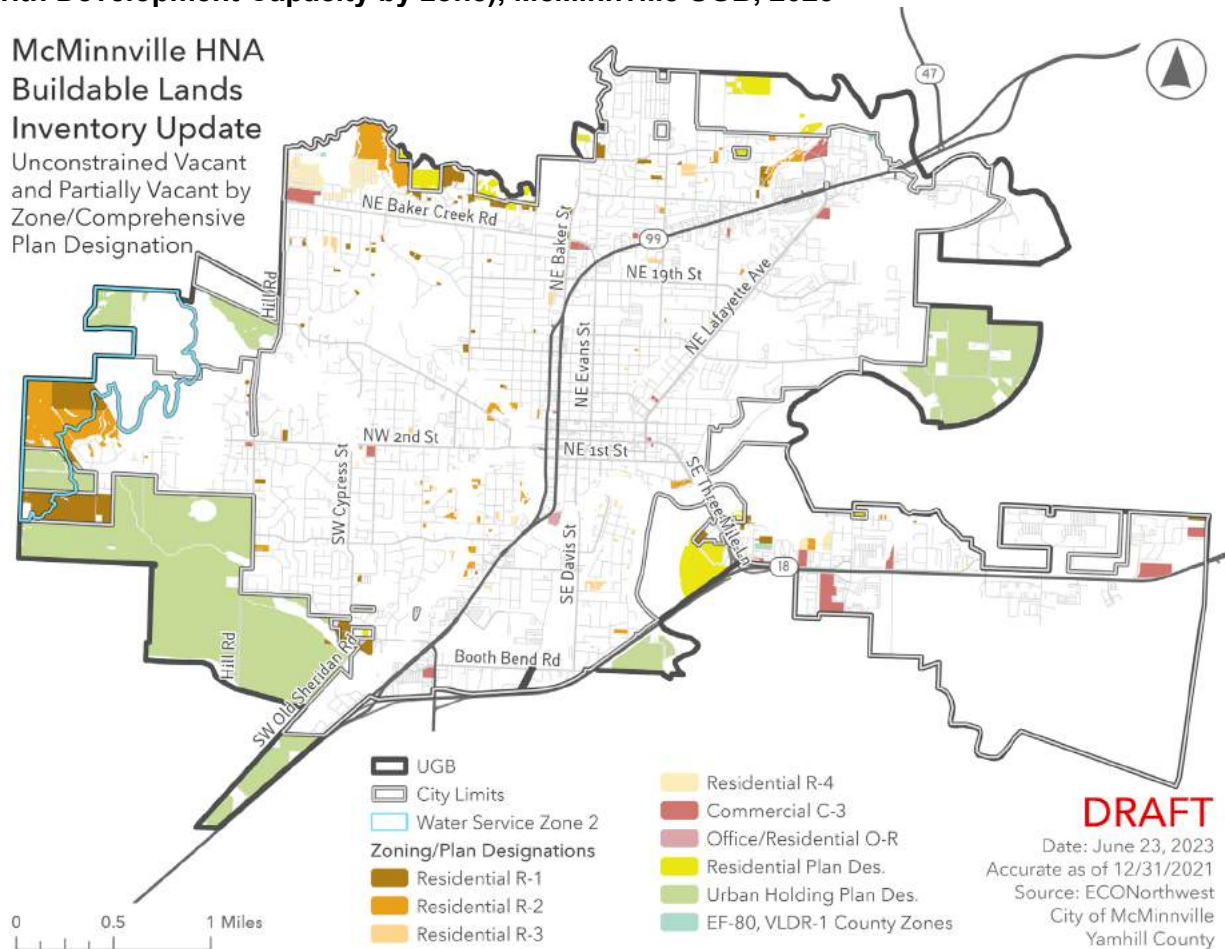
**McMinnville HNA Buildable  
Lands Inventory Update**

Unconstrained Vacant  
and Partially Vacant by  
Development Status  
with Constraints  
Overlaid





**Exhibit 12. Buildable Acres (Unconstrained Portions of Vacant and Partially Vacant Parcels with Development Capacity by zone), McMinnville UGB, 2023**



To account for redevelopment, the HNA assumes that 8% of new dwelling units during the planning period will be accommodated on lands classified as “developed” through infill, redevelopment, or both. This assumption is discussed in more depth later in this analysis.

**FINDING – SATISFIED:** The buildable lands inventory in the HNA meets the requirements of ORS 197.296, OAR 660-008, and OAR 660-024.

*Planning Horizon and Population Forecast*

ORS 197.296 establishes the context for planning to provide sufficient buildable lands within the UGB to accommodate estimated housing needs for 20 years. ORS 197.296(2) provides:

*(2)(a) A local government shall demonstrate that its comprehensive plan or regional framework plan provides sufficient buildable lands within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years:*

*(A) At periodic review under ORS 197.628 to 197.651;*

*(B) As scheduled by the commission:*

*(i) At least once each eight years for local governments that are not within a metropolitan service district; or*

*(ii) At least once each six years for a metropolitan service district; or*



- (C) *At any other legislative review of the comprehensive plan or regional framework plan that concerns the urban growth boundary and requires the application of a statewide planning goal relating to buildable lands for residential use.*
- (b) *The 20-year period shall commence on the date initially scheduled for completion of the review under paragraph (a) of this subsection.*

In addition, OAR 660-024-0040 requires that the 20-year population forecast be based on the appropriate 20-year forecast in OAR 660-032.

**660-024-0040 Land Need**

*(4) The determination of 20-year residential land needs for an urban area must be consistent with the appropriate 20-year coordinated population forecast for the urban area determined under rules in OAR chapter 660, division 32, and with the requirements for determining housing needs in Goals 10 and 14, OAR chapter 660, division 7 or 8, and applicable provisions of ORS 197.295 to 197.314 and 197.475 to 197.490.*

OAR 660-032-0020 requires that a city use the most recent final forecast issued by the Portland State University Population Research Center (PRC):

**660-032-0020 Population Forecasts for Land Use Planning**

*(1) A local government with land use jurisdiction over land that is outside the Metro boundary shall apply the most recent final forecast issued by the PRC under OAR 577-050-0030 through 577-050-0060, when changing a comprehensive plan or land use regulation that concerns such land, when the change is based on or requires the use of a population forecast, except that a local government may apply an interim forecast as provided in 660-032-0040.*

McMinnville started the process for developing the HNA in 2018, completing a draft of the HNA in early 2020. McMinnville used the 20-year planning period of 2021-2041, with the anticipation of adopting the HNA in 2021. McMinnville notified the Department of Land Conservation and Development the intention to amend the comprehensive plan by adopting the HNA on May 14, 2020 with the first evidentiary hearing on May 20, 2021 (DLCD File #: 001-20). These actions are consistent with ORS 197.296(2).

Exhibit 13 shows that McMinnville used the PRC forecast for June 30, 2017, which was the most recently completed forecast at the time of development of the HNA. The next forecast was finalized on June 30, 2020, after McMinnville had completed its draft HNA and after it had noticed the Department of Land Conservation and Development. Exhibit 13 shows that McMinnville was forecast to grow by 11,260 people over the 2021-2041 period.

**Exhibit 13. 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.

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

**FINDING - SATISFIED.** The City used the most recent population forecast from the PRC, with the 20-year period commencing in the year the City scheduled for review and adoption of the HNA.

## *Residential Land Need*

The McMinnville Housing Needs Analysis (HNA), updated in June 2023, presents McMinnville's land need for housing. The HNA is the factual basis for the information presented in this section.

The City of McMinnville has one Residential Land Comprehensive Plan Map Designation and four residential zone classifications (R1, R2, R3 and R4). This is deliberate as the City of McMinnville has a Comprehensive Plan policy and long tradition of encouraging the integration of different housing types throughout its neighborhoods through a planned development land-use process. McMinnville added a fifth residential zone classification (R-5) as an exclusive high-density residential zone to help achieve the city's affordable housing need. McMinnville has no land zoned R-5, as shown in the June 2023 HNA.

## *Housing Unit Projection*

OAR 660-024-0040 provides the following guidance on housing unit projection:

### **660-024-0040 Land Need**

*(4) The determination of 20-year residential land needs for an urban area must be consistent with the appropriate 20-year coordinated population forecast for the urban area determined under rules in OAR chapter 660, division 32, and with the requirements for determining housing needs in Goals 10 and 14, OAR chapter 660, division 7 or 8, and applicable provisions of ORS 197.295 to 197.314 and 197.475 to 197.490.*

*(8) The following safe harbors may be applied by a local government to determine housing need under this division:*

*(a) A local government may estimate persons per household for the 20-year planning period using the persons per household for the urban area indicated in the most current data for the urban area published by the U.S. Census Bureau.*

*(e) A local government outside of the Metro boundary may estimate its housing vacancy rate for the 20-year planning period using the vacancy rate in the most current data published by the U.S. Census Bureau for that urban area that includes the local government.*

Exhibit 14 presents for the forecast for new housing for McMinnville for the 2021-2041 period, based on:

- **Population growth.** The first step in the HNA process is to forecast the number of housing units that will be needed to house the projected population growth over the planning period. McMinnville's urban area is forecast to grow from 36,238 persons in 2021 to 47,498 persons in 2041, an increase of 11,260 people.
- **Household size.** OAR 660-024-0040(8)(a) established a safe harbor assumption for average household size—which is the figure from the current Decennial Census at the time of the analysis. According to the 2013–2017 American Community Survey, the average household size in McMinnville was 2.55 people.<sup>5</sup>
- **Vacancy rate.** OAR 660-024-0040(8)(e) established a safe harbor assumption for vacancy rate—which is the figure from the current Census. According to the 2013–2017 American Community Survey, McMinnville's vacancy rate was 5.4%.<sup>6</sup>

<sup>5</sup> The 2014-2018 American Community Survey data was released on December 19, 2019, which was six months after the HNA was completed in June 2019.

<sup>6</sup> The 2014-2018 American Community Survey data was released on December 19, 2019, which was six months after the HNA was completed in June 2019.

## Exhibit 14. Forecast of Demand for New Dwelling Units, McMinnville UGB, 2021 to 2041

Source: Calculations by ECONorthwest

Variable	New Dwelling Units (2021-2041)
Change in persons	11,260
Average household size	2.55
New occupied DU	4,416
times Aggregate vacancy rate	5.4%
equals Vacant dwelling units	241
Total new dwelling units (2021-2041)	4,657
Annual average of new dwelling units	233

**FINDING - SATISFIED.** The City used the most recent population forecast from the PRC as the basis for the forecast of housing demand and the most recently available data from the American Community Survey for the household size and vacancy rate.

### Needed Housing Types

ORS 197.303 defines “needed housing” as follows:

*197.303 “Needed housing” defined. (1) As used in ORS 197.286 to 197.314, “needed housing” means all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes, as those terms are defined by the United States Department of Housing and Urban Development under 42 U.S.C. 1437a. “Needed housing” includes the following housing types:*

- (a) 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;*
- (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; and*
- (e) Housing for farmworkers.*

OAR 660-024-0040(8) provides the following safe harbors for determination of some needed housing types:

- (b) If a local government does not regulate government-assisted housing differently than other housing types, it is not required to estimate the need for government-assisted housing as a separate housing type.*
- (c) If a local government allows manufactured homes on individual lots as a permitted use in all residential zones that allow 10 or fewer dwelling units per net buildable acre, it is not necessary to provide an estimate of the need for manufactured dwellings on individual lots.*
- (d) If a local government allows manufactured dwelling parks required by ORS 197.475 to 197.490 in all areas planned and zoned for a residential density of six to 12 units per acre, a separate estimate of the need for manufactured dwelling parks is not required.*

The City uses the following housing types in its forecast of future housing need:

- **Single-family detached** includes single-family detached units (including multiple single-family detached units on a single parcel), manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or town houses.
- **Multifamily** is all attached structures (e.g., duplexes, triplexes, quadplexes, and structures with five or more units) other than single-family detached units, manufactured units, or single-family attached units.

In McMinnville, government-assisted housing and housing for farmworkers (ORS 197.303[e]) can be any of the housing types listed above. McMinnville allows manufactured homes on lots in the R-1 and R-2 zones, which are the zones where single-family detached housing is allowed. Manufactured home park development is an allowed use in the R-3 and R-4 zone, which are the zones that allow six to 12 dwelling units per acre.

The HNA forecasts housing types for single-family detached, single-family attached, and multifamily housing, as defined above (see Exhibits 85 and 91).

**FINDING - SATISFIED.** The City's forecast addresses the requirements of ORS 197.303 and OAR 660-024-0040(8).

#### *Needed Housing Mix*

ORS 197.303 requires the City to consider the following factors when projecting future housing needs:

*(2) For the purpose of estimating housing needs, as described in ORS 197.296 (3)(b), a local government shall use the population projections prescribed by ORS 195.033 or 195.036 and shall consider and adopt findings related to changes in each of the following factors since the last review under ORS 197.296 (2)(a)(B) and the projected future changes in these factors over a 20-year planning period:*

- (a) Household sizes;*
- (b) Household demographics;*
- (c) Household incomes;*
- (d) Vacancy rates; and*
- (e) Housing costs.*

The HNA presents information on these factors, based on the best available sources of data at the time of development of the HNA, making comparisons to data from 2000 when possible.

- McMinnville's average household size was 2.55 in 2013-2017. average household size is shrinking and the share of 1-person households in McMinnville has increased since 2000. (See Exhibits 48 to 53 in the HNA)
- McMinnville's city limits had 33,665 people in 2017, up from 26,499 people in 2000. (See Exhibits 34 to 47 in the HNA)
  - Population in McMinnville is growing faster than the State and national average since 1990.
  - Population in McMinnville is aging, and the cohort aged 60+ in Yamhill County will increase by about 56% by 2041.

- The share of the population that is Hispanic and Latino is growing faster than County and State averages since 2000. Per the most recent Decennial Census, Latino and Hispanic households were on average 1.5 persons larger.
- McMinnville's median household income was \$50,299 in 2013-2017. (See Exhibits 54 to 56 in the HNA)
  - Median household income and median family income is below County and State median incomes.
  - While 41% of McMinnville households earn more than 120% of McMinnville's median household income, about 50% of McMinnville households earn less than \$50,000 per year, compared to 43% of Yamhill County households.
- McMinnville's median household income was \$50,299 in 2013-2017. (See Exhibits 54 to 56 in the HNA)
- About 5.4% of housing units were vacant in McMinnville in 2013-2017, compared with 4.7% vacancy in 2000. (See Exhibit 27 in the HNA)
- The median housing sales price in McMinnville in February 2019 was \$315,000, an increase of \$196,000 since February 2012. The median gross rent in McMinnville was \$941 in 2012-2016. (See Exhibits 63 to 67 in the HNA)

In addition, ORS 197.296(3)(b) requires the City to:

*(b) Conduct an analysis of existing and projected housing need by type and density range, in accordance with all factors under ORS 197.303 and statewide planning goals and rules relating to housing, to determine the number of units and amount of land needed for each needed housing type for the next 20 years.*

The HNA presents information about historical housing development mix:

- McMinnville's total housing stock grew by about 33% between 2000 and the 2013–2017 period. McMinnville added 3,257 new dwelling units during this 17-year period.
- McMinnville's housing stock is majority single-family detached housing units. According to 2013–2017 ACS data, 68% of McMinnville's housing stock was single-family detached, 23% was multifamily, and 9% was single-family attached (e.g., town houses). McMinnville's housing mix has not changed substantially since 2000, when 67% of housing was single-family detached, 24% was multifamily, and 8% was single-family attached. (See Exhibits 16 and 17 in the HNA)
- According to McMinnville's permit database, single-family detached housing accounted for the majority of new housing growth between 2000 and 2017. Sixty-two percent of new housing permitted between 2000 and 2017 was single-family detached housing, 8% single-family housing, and 31% multifamily housing. (See Exhibit 20 in the HNA)

Taken together, these trends suggest that McMinnville's needed housing mix is for a broader range of housing types than are currently available in McMinnville's housing stock, both for ownership and rent, as well as across the affordability spectrum. McMinnville will need to provide development opportunities over the next twenty years for traditional single-family detached housing, smaller single-family detached housing (e.g., cottages or small-lot single-family detached units), manufactured housing, accessory dwelling units, town houses, duplexes, triplexes, quadplexes, and apartment

buildings. McMinnville needs housing across the affordability spectrum from affordable housing (including government-assisted housing) to high-amenity housing.

**Exhibit 15. Forecast of Demand for New Dwelling Units by Type, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest. Note: DU is dwelling unit.

Variable	Needed Mix
<b>Needed new dwelling units (2021-2041)</b>	<b>4,657</b>
Dwelling units by structure type	
Single-family detached	
Percent single-family detached DU	55%
<i>equals</i> Total new single-family detached DU	2,561
Single-family attached	
Percent single-family attached DU	12%
<i>equals</i> Total new single-family attached DU	559
Multifamily	
Percent multifamily	33%
<i>equals</i> total new multifamily	1,537
<b>Total new dwelling units (2021-2041)</b>	<b>4,657</b>

**FINDING – SATISFIED:** The City’s forecast addresses the requirements of ORS 197.303(2) and ORS 197.296(3)(b).

*Housing Accommodated through Infill and Redevelopment*

The HNA estimates housing that will be accommodated through infill and redevelopment, then subtracts that housing from the forecast of new housing. Multifamily is a reasonable assumption for redevelopment, as it matches historical redevelopment trends in McMinnville. Redevelopment has historically not occurred as single-family attached housing in McMinnville. Infill (which includes accessory dwelling units [ADUs]) may be attached or detached, but they have characteristics of multifamily housing. ADUs do not have separate fee simple ownership—ownership is not separate from the primary dwelling unit—similar to a duplex or other multifamily housing product. Single-family detached infill is likely to entail small partitions of small lots classified as developed with limited remaining capacity based on zoning.

The HNA forecasts that 373 units of new housing (mostly multifamily housing) will be accommodated through infill and redevelopment. Of these units, 37 are forecast to be single-family detached and 335 multifamily. The result is a forecast for need for 4,284 dwelling units on vacant or partially vacant unconstrained land, of which 2,524 will be single-family detached, 559 single-family attached, and 1,202 multifamily. (See Exhibit 91 in the HNA)

*Needed Housing Density*

ORS 197.296(3)(b) requires the City to:

*(b) Conduct an analysis of existing and projected housing need by type and density range, in accordance with all factors under ORS 197.303 and statewide planning goals and rules relating to housing, to determine the number of units and amount of land needed for each needed housing type for the next 20 years.*

ORS 197.296(7) also requires cities to “determine the overall average density and overall mix of housing types at which residential development of needed housing types must occur in order to meet housing needs over the next 20 years.”

*(7) Using the housing need analysis conducted under subsection (3)(b) of this section, the local government shall determine the overall average density and overall mix of housing types at which residential development of needed housing types must occur in order to meet housing needs over the next 20 years. If that density is greater than the actual density of development determined under subsection (5)(a)(A) of this section, or if that mix is different from the actual mix of housing types determined under subsection (5)(a)(A) of this section, the local government, as part of its periodic review, shall adopt measures that demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years.*

The preceding section presents the results of the analysis that satisfies the requirements of ORS 197.296(3)(b). In response to ORS 197.296(7), the HNA presents information about historical housing development density:

- Exhibit 16 shows the average housing mix of units by type for each zone and net density by type for each zone, and overall by zone and type. Single-family detached housing developed at an average of 4.8 units per net acre. Single-family attached housing developed at an average of 12.3 units per net acre. Multifamily housing developed at an average of 18.2 units per net acre (of which duplexes developed at an average of 7.0 units per net acre and all other multifamily units developed at 19.7 units per net acre).
- The HNA shows that density of housing development varied annually since 2000, with years that had larger numbers of multifamily permitted having higher densities (such as 2001 and 2015). (See Exhibit 84 in the HNA)

#### **Exhibit 16. Historical Average Density and Mix, McMinnville, 2000 through July 2018**

Source: City of McMinnville Permit Database.

Plan Designation and Zone	Single-Family Detached		Single-Family Attached		Multifamily		TOTAL	
	Mix of Units	Net Density	Mix of Units	Net Density	Mix of Units	Net Density	Mix of Units	Net Density
Commercial	0%	-	0%	-	33%	31.2	10%	31.2
C-3	0%	-	0%	-	33%	31.2	10%	31.2
Residential	100%	4.8	100%	12.3	67%	16.5	90%	6.0
O-R	0%	-	0%	-	6%	7.6	2%	7.6
R-1	21%	4.0	12%	9.5	0%	-	14%	4.1
R-2	47%	4.8	45%	12.3	23%	18.6	39%	5.8
R-3	5%	5.9	19%	10.6	1%	-	5%	6.8
R-4	27%	5.4	24%	17.6	37%	19.1	30%	7.9
<b>Total</b>	<b>62%</b>	<b>4.8</b>	<b>8%</b>	<b>12.3</b>	<b>31%</b>	<b>18.2</b>	<b>100%</b>	<b>6.6</b>

The HNA converts the historical net densities into gross densities, to account for need for land for future rights-of-ways. The assumptions about land in rights-of-ways is based on empirical analysis development in McMinnville, where an average of 25% of land is used for rights-of-way. The overall average density for McMinnville’s future development is 6.6 dwelling units per net acre or 4.9 dwelling units per gross acre.

The HNA adjusted the forecast of needed densities to add 3% to the Historical Densities in Exhibit 16, consistent with the density changes allowed for complying with HB 2001 (2019).<sup>7</sup> This change in needed densities is shown in Exhibit 17.

<sup>7</sup> The City of McMinnville complied with the requirements of HB 2001 (2019) by adopting middle housing regulations in April 2022.



## Exhibit 17. Needed Densities for Housing Built in the McMinnville UGB

Source: Calculations by ECONorthwest. Note 1: DU is dwelling unit.

Zoning Districts	Average Gross Density (DU/Gross Acre)
R-1 Single Family Residential	3.19
R-2 Single Family Residential	4.43
R-3 Two Family Residential	4.94
R-4 Multiple-Family Residential	6.28
O-R Office/Residential	6.49
C-3 General Commercial	22.56
County Zoning	5.05
<b>Average</b>	<b>5.05</b>

The starting point for the discussion of needed future densities is the historical development densities (Exhibit 16), with the additional 3% increase in density as a result of complying with HB 2001 (2019) (Exhibit 17). The HNA concludes that increases in housing density will be achieved predominantly through the change in needed housing mix, with 55% of new housing to be single-family detached (compared to the average of 68% of McMinnville's housing stock), 12% single-family attached (9% of existing housing stock), and 33% multifamily (23% of existing stock). Taken together, this shift of future housing need will result in overall higher average development densities. This assessment is based on the analysis of factors in ORS 197.303(2), ORS 197.296(3)(b), and ORS 197.296(7). If housing develops at densities consistent with those in Exhibit 17 (5.05 dwelling units per gross acre), McMinnville's overall residential density will increase to 5.46 dwelling units per gross acre over the twenty-year planning period—an 11% increase in gross residential density.

After adoption of the HNA, the City expects to evaluate land use efficiency measures to further increase residential densities, consistent with ORS 197.296(6). After applying land use efficiency measures, if the City still has an identified deficit of land and must expand its UGB, it is highly probable that the density assumed for the UGB expansion will be higher than 5.46 dwelling units per gross acre.

**FINDING – SATISFIED:** The City's forecast of needed densities addresses the requirements of S 197.303(2), ORS 197.296(3)(b), and ORS 197.296(7).

### Capacity Analysis

Prior sections of the findings document the City's compliance with ORS 197.296 and OAR 660-008 in developing the buildable lands inventory and future needed density. This section applies those densities to vacant and partially vacant unconstrained buildable land to forecast capacity of that land, per the requirements of ORS 197.296(5):

#### **ORS 197.296(5)**

*(5)(a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity pursuant to subsection (3)(a) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last review under subsection (2)(a)(B) of this section. The data shall include:*

- (A) The number, density and average mix of housing types of urban residential development that have actually occurred;*
- (B) Trends in density and average mix of housing types of urban residential development;*
- (C) Market factors that may substantially impact future urban residential development; and*

*(D) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.*

The capacity analysis in the HNA estimates the development potential of vacant and partially vacant residential land to accommodate new housing based on the following assumptions:

- **Buildable residential land.** The capacity estimates start with the number of buildable acres in the residential plan designations and residential zones. Buildable residential land includes land within the UGB intended for residential development, Exhibit 10. It excludes land brought into the UGB in 2020 for commercial, industrial, or public/semi-public uses that is currently in County zoning.
- **Water Zone 1 and Water Zone 2 land.** Land in Water Zone 1 is available to be serviced with water now. Based on discussions with McMinnville Water & Light, land in Water Zone 2 will likely not be serviced with water for approximately ten years.
- **Capacity in C-3.** Previous findings in McMinnville's 2013 Economic Opportunities Analysis suggests a deficit of land in C-3 areas needed for commercial uses. For this reason, this analysis assumed no residential capacity on current C-3 areas after 2021. The average historic density calculations of 5.05 dwelling units per gross acre include the densities achieved in the C-3 zone, which could be achieved by rezoning county land to achieve average needed densities.
- **Residential demand in unincorporated areas with city residential plan designation and county rural zoning.** These lands are not available to develop at urban densities until they annex. For this reason, some of the analysis provides subtotals for city and county zoned lands separately in the calculations. This method allows ECONorthwest to calculate overall land needs (surpluses and deficits) under the assumption that these lands will be available once annexed over during the planning period.
- **Small lots in county rural residential zoning.** OAR 660-024-0067(6) allows McMinnville to assume reduced development capacity on lots smaller than two acres for land that was brought into the UGB 14 years after the land was added to the UGB. The analysis in Exhibit 19 provides more detail about these small lots.

Excluding the 54 acres of land in the tax lots smaller than two acres, McMinnville has 816 gross buildable acres in County zoning.

- **Needed densities.** The rationale and factual basis for the density assumptions is ORS 197.262(5), described in the previous section. In essence, the population is growing, and households are increasingly housing insecure due to rising housing costs and increased competition from wealthier households migrating into the jurisdiction. Since 2000, a majority of new housing developed in McMinnville has been single-family detached housing at prices that are unaffordable to many households in the region. In addition to these factors, as residents in McMinnville age, there will be more demand for smaller units. McMinnville will need a larger share of single-family attached and multifamily housing than the community had in the past, which will result in higher densities. The needed densities are those shown in Exhibit 17 and include a 3% increase over historic densities to account for complying with HB 2001 (2019).

## Exhibit 18. Unconstrained Vacant and Partially Vacant Buildable Land (Water Zone 1 and 2) with Baseline Capacity, McMinnville UGB, 2018

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit. Note2: The density of county zoned land is the historic average density achieved (5.05 du/gross acre). Note 3: As stated above, no capacity was allocated to the C-3 zone.

\*The 54 acres of land for the small lots in rural zoning with reduced capacity was removed from the acres of land for "All other land in County zoning"

Zoning Districts	Total Unconstrained Buildable Acres (Water Zone 1 & 2)	Density Assumption (DU/Gross Acre)	Capacity (Dwelling Units)
R-1 Single Family Residential	108	3.19	345
R-2 Single Family Residential	113	4.43	499
R-3 Two Family Residential	11	4.94	53
R-4 Multiple-Family Residential	34	6.28	212
O-R Office/Residential	3	6.49	16
C-3 General Commercial	47	22.56	-
County Zoning			
Small lots in rural residential zoning with reduced capacity*			72
All other land in County zoning	394	5.05	1,986
<b>TOTAL</b>	<b>708</b>	<b>4.49</b>	<b>3,183</b>

Exhibit 18 shows that McMinnville has 708 acres of unconstrained buildable lands (excluding the 54 acres in small lots in rural zoning in Exhibit 19), (approx. 662 acres in residential zones are assigned residential capacity), with capacity for 3,183 dwelling units using densities in Exhibit 17 by zoning district.

Exhibit 19 shows capacity of small tax lots in selected unincorporated areas. OAR 660-024-0067(6) allows McMinnville to assume reduced development capacity on lots smaller than two acres for land that was brought into the UGB 14 years after the land was added to the UGB. The three areas shown in Exhibit 19 are Fox Ridge Road, Redmond Hill Road, and Riverside South and where brought into the UGB in 2003, about 18 years before 2021.

These three areas include 47 tax lots with 54 acres. Consistent with OAR 660-024-0067(6), Exhibit 19 estimates 1 dwelling unit of capacity for tax lots 1 acre and smaller and 2 dwelling units of capacity for tax lots between 1 and 2 acres in size. acre

## Exhibit 19. Capacity of Small Tax Lots in Selected Unincorporated Areas, McMinnville UGB, 2021

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit.

Area	Tax lots less than 1 acre			Tax lots between 1 and 2 acres			Total Capacity (DU)
	Total Tax Lots	Capacity per tax lot (DU)	Capacity of Tax lots	Total Tax Lots	Capacity per tax lot (DU)	Capacity of Tax lots	
Fox Ridge Road	5	1.0	5	6	2.0	12	17
Redmond Hill Road	1	1.0	1	-	2.0	-	1
Riverside South	16	1.0	16	19	2.0	38	54
<b>Total</b>	<b>22</b>		<b>22</b>	<b>25</b>		<b>50</b>	<b>72</b>

**FINDING – SATISFIED:** The City’s capacity analysis addresses the requirements of ORS 197.296(3) and ORS 197.296(5).

*Residential Land Need*

The HNA concludes that McMinnville has a deficit of capacity for 1,101 dwelling units for the 2021-2041 period, resulting in a land deficit of 218 gross acres (at a density of 5.05 du/gross acre) or 202 gross acres (at a density of 5.46 du/gross acre).

**Exhibit 20. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, McMinnville UGB, for the periods through 2026, 2031, 2041, and 2067**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit. Note 2: The 3,183 DU capacity total includes 1,125 DUs in City Limits and 2,058 DUs in the county.

	Planning Period			
	5-Year (2021 to 2026)	10-Year (2021 to 2031)	20-Year (2021 to 2041)	46-Year (2021 to 2067)
<b>2021 Capacity (DUs)</b>				
Water Zone 1	2,608	2,608	2,608	2,608
Water Zone 2	NA	NA	575	575
<b>Total</b>	<b>2,608</b>	<b>2,608</b>	<b>3,183</b>	<b>3,183</b>
<b>Post-2021 Demand (DUs on buildable land)</b>	<b>1,045</b>	<b>2,121</b>	<b>4,284</b>	<b>10,107</b>
<b>Surplus/Deficit at Horizon Year (Dus)</b>	<b>1,563</b>	<b>487</b>	<b>(1,101)</b>	<b>(6,924)</b>
<i>Capacity Based on Land in Water Zone:</i>	<i>1</i>	<i>1</i>	<i>1&amp;2</i>	<i>1&amp;2</i>
<b>Surplus/Deficit @ 5.05 du/ac (hist +3%), gross acres</b>	<b>310</b>	<b>97</b>	<b>(218)</b>	<b>(1,372)</b>
<b>Surplus/Deficit @ 5.46 du/ac (need + 3%), gross acres</b>	<b>286</b>	<b>89</b>	<b>(202)</b>	<b>(1,268)</b>
<b>Difference, gross acres</b>	<b>23</b>	<b>7</b>	<b>(16)</b>	<b>(104)</b>

**Oregon Land Use Goal #11 (Public Facilities and Services)**

Goal 11 requires cities 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.

Housing and employment growth are reliant on utilities and infrastructure to adequately serve residents within the community.

- **Wastewater.** The City’s current Wastewater Facilities Master Plan was completed in 2009. The City started updating its Wastewater Facilities Master Plan in September 2022 and expects to complete the update by the end of 2024. The update of the Wastewater Facilities Master Plan will account for service needs to accommodate land brought into the UGB in 2020.
- **Stormwater.** The City’s Stormwater Drainage Master Plan was completed in 2009 as a draft plan but never adopted. The City started updating the draft Stormwater Drainage Master Plan May 2023 and expects to adopt the plan by the end of 2025. The adopted Stormwater Drainage Master Plan will account for service needs to accommodate land brought into the UGB in 2020.
- **Water.** McMinnville Water and Light provides municipal water service (including water treatment) to the community of McMinnville. McMinnville Water and Light has water rights in the Yamhill and Nestucca River basins, with sufficient water rights to accommodate expected

growth through 2075. The Scott Water Treatment Plan was upgraded and expanded in 2010 and provides enough treatment capacity to accommodate growth through 2045. McMinnville Water and Light is updating the Water Master Plan to account for service needs to accommodate land brought into the UGB in 2020.

The HNA and EOA do not propose new Goal 11 programs. The development of additional housing and employment uses within McMinnville relies on adequate infrastructure. The City is working on updating and studying its existing and needed infrastructure to accommodate growth.

**FINDING – SATISFIED.** The City finds that Goal #11 is satisfied.

### ***Oregon Land Use Goal #12 (Transportation)***

Goal 12 encourages the provision of a safe, convenient and economic transportation system. This goal also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in coordination with urban and rural development (OAR 660-012-0000(1)).

McMinnville updated its Transportation System Plan in 2010. The plan assumes need to serve 46,220 people and 19,600 employees. As part of its ongoing public facility master planning updates, the City of McMinnville will initiate an update to the Transportation System Plan in 2024, with a goal to adopt an updated plan by the end of 2026 to account for service needs to accommodate land brought into the UGB in 2020.

**FINDING – SATISFIED.** The City finds that since the adoption of the HNA and EOA are not comprehensive plan map or zoning map updates, Goal #12 is satisfied.

### ***Oregon Land Use Goal #13 (Energy Conservation)***

Goal 13 requires land and uses developed on the land to be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. Energy consequences will be further evaluated after the City has adopted land use efficiency measures to accommodate unmet residential, commercial, and industrial land needs, if the City requires a UGB expansion. For the HNA and EOA, Goal 13 does not apply.

**FINDING – NOT APPLICABLE.**

### ***Oregon Land Use Goal #14 (Urbanization)***

Goal 14 requires the orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Housing and employment growth are directly related to land need in the McMinnville UGB and coincides with the transition of rural lands to urban lands. The City's 2020 expansion of its UGB, which added lands for residential, commercial, industrial, and public land to the UGB, is accounted for in the HNA and EOA. The buildable lands inventories of both studies include land newly added to the UGB.

The HNA identified a deficit of 202 acres to accommodate housing growth over the 2021-2041 period.

The EOA identified a deficit of 29 acres of industrial land and 159 acres of commercial land to accommodate housing growth over the 2021-2041 period. The Public and Institutional Land analysis identified a deficit of 94 acres of land for public or institutional land over the 2021-2041 period.

McMinnville has proposed to adopt its HNA and EOA prior to identifying land use efficiency measures or a UGB expansion to meet its land needs, based on ORS 197.626(3) and per Resolution NO. 2023-63, is submitting a Notice of Execution and Work Plan to the Department of Land Conservation and Development.

**FINDING – SATISFIED:** The City finds the requirements of Goal 14 satisfied.

### **McMinnville Comprehensive Plan**

As described in the Comprehensive Plan, the Goals and Policies of the Comprehensive Plan serve as criteria for land use decisions. The following Goals and Policies from Volume II of the McMinnville Comprehensive Plan are applicable to this request:

## **CHAPTER II. NATURAL RESOURCES**

GOAL II 1 TO PRESERVE THE QUALITY OF THE AIR, WATER, AND LAND RESOURCES WITHIN THE PLANNING AREA.

*2.00. The City of McMinnville shall continue to enforce appropriate development controls on lands with identified building constraints, including, but not limited to, excessive slope, limiting soil characteristics, and natural hazards.*

*9.00 The City of McMinnville shall continue to designate appropriate lands within its corporate limits as "floodplain" to prevent flood induced property damages and to retain and protect natural drainage ways from encroachment by inappropriate uses.*

**FINDING: SATISFIED.** Goal II 1 and policies 2.00 and 9.00 are satisfied by this proposal because the buildable lands inventory removed those lands in the floodplain and with excessive slopes, limiting soil characteristics and natural hazards.

## **CHAPTER III. CULTURAL, HISTORICAL AND EDUCATIONAL RESOURCES**

GOAL III 7 TO PROVIDE FOR THE EDUCATIONAL NEEDS OF MCMINNVILLE THROUGH THE PROPER PLANNING, LOCATION, AND ACQUISITION OF SCHOOL SITES AND FACILITIES.

*18.00 The City of McMinnville shall cooperate with the McMinnville School District in the planning for future schools.*

**FINDING: SATISFIED.** Goal III 7 and policy 18.00 is satisfied by this proposal since the future land needs of the school district was incorporated into the EOA as part of Appendix E, Public and Institutional Land.

## CHAPTER IV. ECONOMY OF MCMINNVILLE

GOAL IV 1: TO ENCOURAGE THE CONTINUED GROWTH AND DIVERSIFICATION OF MCMINNVILLE'S ECONOMY IN ORDER TO ENHANCE THE GENERAL WELL-BEING OF THE COMMUNITY AND PROVIDE EMPLOYMENT OPPORTUNITIES FOR ITS CITIZENS.

GOAL IV 2: TO ENCOURAGE THE CONTINUED GROWTH OF MCMINNVILLE AS THE COMMERCIAL CENTER OF YAMHILL COUNTY IN ORDER TO PROVIDE EMPLOYMENT OPPORTUNITIES, GOODS, AND SERVICES FOR THE CITY AND COUNTY RESIDENTS..

*21.00 Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the City. Such uses shall locate according to the goals and policies in the comprehensive plan.*

*21.01 The City shall periodically update its economic opportunities analysis to ensure that it has within its urban growth boundary (UGB) a 20-year supply of lands designated for commercial and industrial uses. The City shall provide an adequate number of suitable, serviceable sites in appropriate locations within its UGB. If it should find that it does not have an adequate supply of lands designated for commercial or industrial use it shall take corrective actions which may include, but are not limited to, redesignation of lands for such purposes, or amending the UGB to include lands appropriate for industrial or commercial use. (Ord.4796, October 14, 2003)*

*21.02 The City shall encourage and support the start up, expansion or relocation of high-wage businesses to McMinnville.*

- 1. The City shall coordinate economic efforts with the Greater McMinnville Area Chamber of Commerce, McMinnville Industrial Promotions, McMinnville Downtown Association, Yamhill County, Oregon Economic and Community Development Department, and other appropriate groups.*
- 2. Economic development efforts shall identify specific high-wage target industries and ensure that adequately sized, serviced, and located sites exist within the McMinnville urban area for such industries. (Ord.4796, October 14, 2003)*

*21.05 Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the city. Such uses shall locate according to the goals and policies in the comprehensive plan. (Ord.4796, October 14, 2003)*

**FINDING: SATISFIED.** Goal IV, 1 and 2, and policies 21.00, 21.01, 21.02, and 21.05 are satisfied by the adoption of the EOA to ensure adequate land supply and sites to support the community's economic development efforts. Policy 21.05 is satisfied through the retail leakage analysis and incorporation of the acreage needed to reduce the retail leakage in the commercial land need analysis.

GOAL IV 3: TO ENSURE COMMERCIAL DEVELOPMENT THAT MAXIMIZES EFFICIENCY OF LAND USE THROUGH UTILIZATION OF EXISTING COMMERCIALLY DESIGNATED LANDS, THROUGH APPROPRIATELY LOCATING FUTURE NEIGHBORHOOD-SERVING AND OTHER COMMERCIAL LANDS, AND DISCOURAGING STRIP DEVELOPMENT.

*23.00 Areas which could in the future serve as commercial sites shall be protected from encroachment by incompatible uses.*



*24.50 The location, type, and amount of commercial activity within the urban growth boundary shall be based on community needs as identified in the Economic Opportunities Analysis. (Ord.4796, October 14, 2003)*

**FINDING: SATISFIED.** Goal IV 3, and policies 23.00 and 24.50 are satisfied by the policy decision to not assign housing to the commercially zones sites in the buildable lands inventory in order to protect commercial sites from encroachment by incompatible uses, and that the location, type and amount of commercial activity within the UGB shall be based on the Economic Opportunity Analysis.

GOAL IV 5: *TO CONTINUE THE GROWTH AND DIVERSIFICATION OF McMINNVILLE'S INDUSTRIAL BASE THROUGH THE PROVISION OF AN ADEQUATE AMOUNT OF PROPERLY DESIGNATED LANDS.*

GOAL IV 6: *TO INSURE INDUSTRIAL DEVELOPMENT THAT MAXIMIZES EFFICIENCY OF LAND USES, THAT IS APPROPRIATELY LOCATED IN RELATION TO SURROUNDING LAND USES, AND THAT MEETS NECESSARY ENVIRONMENTAL STANDARDS.*

*49.01 The City shall designate an adequate supply of suitable sites to meet identified needs for a variety of different parcel sizes at locations which have direct access to an arterial or collector street without having to pass through residential neighborhoods. (Ord. 4961, January 8, 2013)*

*49.02 The location, type, and amount of industrial activity within the Urban Growth Boundary shall be based on community needs as identified in the Economic Opportunities Analysis. (Ord. 4961, January 8, 2013)*

**FINDING: SATISFIED.** Goal IV 4 and 5, and policies 49.01 and 49.02 are satisfied by the adoption of the EOA.

## **CHAPTER V. HOUSING AND RESIDENTIAL DEVELOPMENT**

GOAL V 1 *TO PROMOTE DEVELOPMENT OF AFFORDABLE, QUALITY HOUSING FOR ALL CITY RESIDENTS.*

*General Housing Policies:*

*58.00 City land development ordinances shall provide opportunities for development of a variety of housing types and densities.*

*59.00 Opportunities for multiple-family and mobile home developments shall be provided in McMinnville to encourage lower-cost renter and owner-occupied housing. Such housing shall be located and developed according to the residential policies in this plan and the land development regulations of the City.*

*60.00 Attached single-family dwellings and common property ownership arrangements (condominiums) shall be allowed in McMinnville to encourage land-intensive, cost-effective, owner-occupied dwellings.*

**FINDING: SATISFIED.** Goal V 1 and the policies 58.00, 59.00 and 60.00 are satisfied with the intention identified in the Housing Needs Analysis to increase the proportional amount of single-family attached housing in the HNA, as well as the proportional increase of multi-family housing in the HNA.

## **CHAPTER VII. COMMUNITY FACILITIES AND SERVICES**

GOAL VII 3: TO PROVIDE PARKS AND RECREATION FACILITIES, OPEN SPACES, AND SCENIC AREAS FOR THE USE AND ENJOYMENT OF ALL CITIZENS OF THE COMMUNITY.

*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)*

**FINDING: SATISFIED.** Goal VII 3 and policy 170.05 is satisfied since the City of McMinnville's Parks, Recreation and Open Space Master Plan was utilized to project future park and open space needs.

## **CHAPTER X. CITIZEN INVOLVEMENT AND PLAN AMENDMENT**

GOAL X 1 TO PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN THE LAND USE DECISION MAKING PROCESS ESTABLISHED BY THE CITY OF McMINNVILLE.

**FINDING: SATISFIED.** The following activities were provided for citizen involvement. The public was provided the opportunity to be involved in the decision-making process for the Housing Needs Analysis report development in the following ways:

- ❖ Project Advisory Committee Meetings
  - July 17, 2018
  - November 14, 2018
  - December 18, 2018
  - January 16, 2019
  - March 7, 2019
  - May 21, 2019
  - June 13, 2019
  - May 8, 2023
  - June 22, 2023
- ❖ Focus Groups
  - January 22, 2019
- ❖ Public Open House:
  - February 5, 2019
- ❖ Work Sessions:
  - January 16, 2019, City Council Joint Work Session with Project Advisory Committee
  - August 21, 2019, Joint Work Session, City Council and Board of Yamhill County Commissioners
  - July 11, 2023, City Council Work Session
  - August 3, 2023, Planning Commission Work Session

- ❖ Public Hearings:
  - Planning Commission, May 20, 2021 (Noticed and continued to May 18, 2023)
  - Planning Commission, May 18, 2023 (Noticed and continued to September 7, 2023)
  - Planning Commission, September 7, 2023 (Heard public testimony and continued to September 21, 2023)
  - Planning Commission, September 21, 2023 (Heard public testimony)
- ❖ City Council Meetings
  - October 10, 2023
  - November 28, 2023
  - February 27, 2024

The public was provided the opportunity to be involved in the decision-making process for the Economic Opportunities Analysis report development in the following ways:

- ❖ Project Advisory Committee Meetings
  - July 16, 2019
  - September 5, 2019
  - October 10, 2019
  - November 13, 2019
  - January 21, 2020
  - February 27, 2020
  - March 19, 2020
  - May 11, 2020
  - May 8, 2023
  - June 22, 2023
- ❖ Work Sessions:
  - August 21, 2019, Joint Work Session, City Council and Board of Yamhill County Commissioners
  - July 11, 2023, City Council Work Session
  - August 3, 2023, Planning Commission Work Session
- ❖ Public Hearings:
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  - Planning Commission, September 21, 2023 (Heard public testimony)
- ❖ City Council Meetings
  - October 10, 2023
  - November 28, 2023
  - February 27, 2024

# STAFF REPORT

**DATE:** February 27, 2024  
**TO:** Mayor and City Councilors  
**FROM:** Tom Schauer, Senior Planner  
**SUBJECT:** Ordinance 5142: Fox Ridge Road Area Plan (Docket G 1-22)

## STRATEGIC PRIORITY & GOAL:



### GROWTH & DEVELOPMENT CHARACTER

Guide growth & development strategically, responsively & responsibly to enhance our unique character.

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

---

## Report in Brief:

This action is consideration of Ordinance No. 5142, a legislative comprehensive plan amendment adopting the Fox Ridge Road Area Plan and Appendices as a supplemental document to the McMinnville Comprehensive Plan.

Consistent with the recommendation of the Planning Commission, staff recommends adoption of Ordinance No. 5142.

## Background:

### *Context*

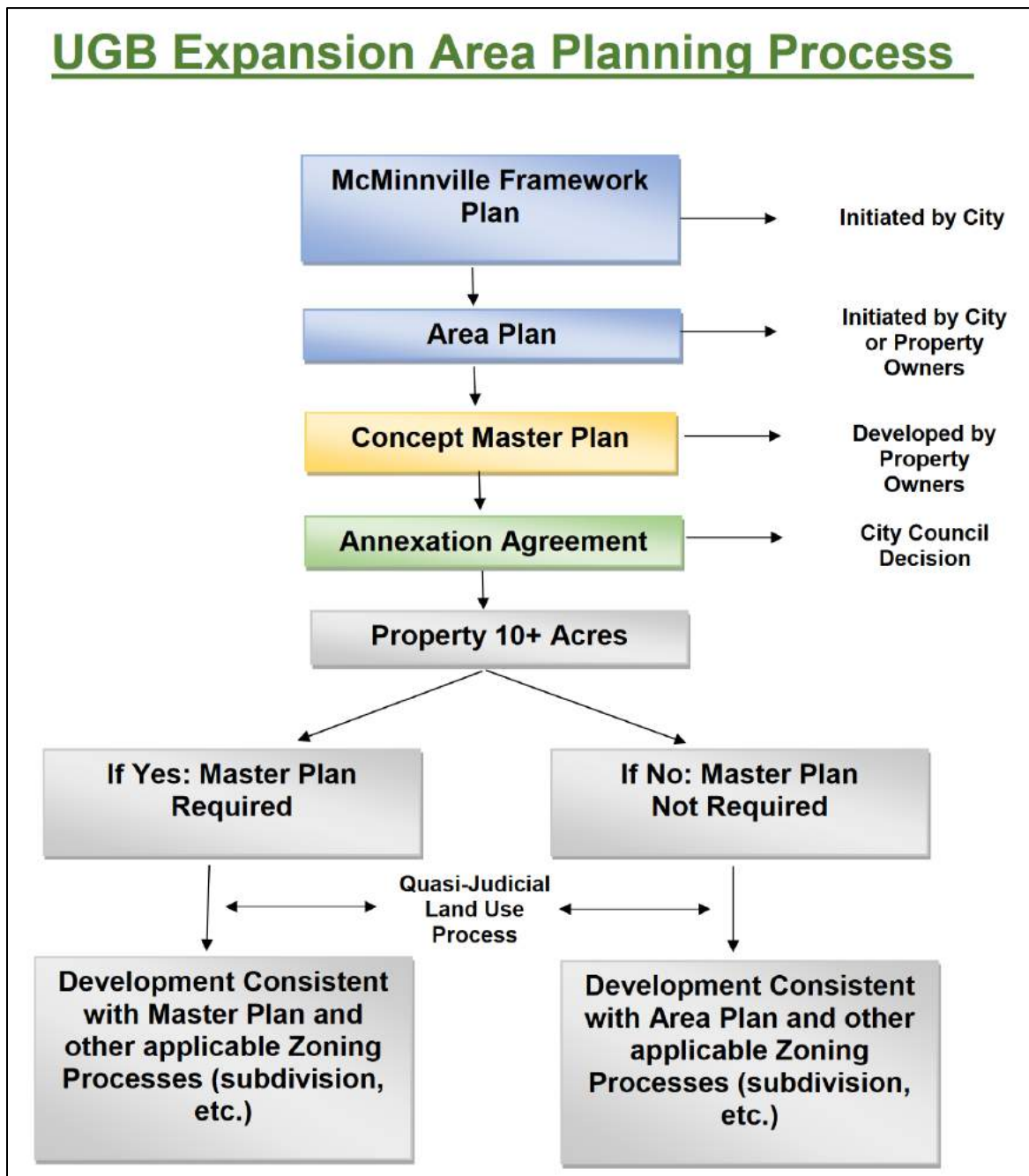
In December 2020, the City and County adopted the McMinnville Growth Management and Urbanization Plan (MGMUP). The plan was acknowledged by DLCD in April 2021.

The Plan included an amendment to the Urban Growth Boundary and amendments to the Comprehensive Plan and Zoning Ordinance. The plan included new policies and regulations guiding the process for planning for future urbanization of the unincorporated areas of the UGB.

Appendix G of the MGMUP includes the Framework Plan and outlines the Area Planning process.

[https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/19961/appendix\\_g\\_-\\_framework\\_plan\\_final\\_12.8.2020.pdf](https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/19961/appendix_g_-_framework_plan_final_12.8.2020.pdf)

The Framework Plan provides an overview of, and high level concept plan of, how the overall future land needs would be met among the different UGB expansion areas. The section outlining the Area Planning Process describes the three successive levels of planning for the UGB areas:





The updated policies in Chapter IX (Urbanization) of the Comprehensive Plan outline three successive levels of planning for the UGB expansion areas: Section 187.60. UGB Expansion Area Planning Process, Section 187.70. Framework Plans, Section 187.80. Area Planning, and Section 187.90. Master Planning.

Chapter 17.10 of the Zoning Ordinance was also adopted as part of the MGMUP, establishing the provisions for the Area and Master Planning Process.

The City has already completed the following Proposals in the Urbanization Element of the Comprehensive Plan:

- *48.30 “Urban Holding” (UH) Zoning Map Designation. The City shall establish an “Urban Holding” (UH) zone, which may be applied to lands within the UH Comprehensive Plan Map designation. Lands within the UH Comprehensive Plan map designation may be annexed and rezoned to UH as an interim designation before urban zoning is applied, subject to completion of the master planning process consistent with an approved annexation agreement. (Ord. 5098, December 8, 2020)*

Concurrent with and as part of the adoption of the MGMUP, the Urban Holding (UH) designation was established and applied to UGB expansion areas planned for more than one type of land use, including the Fox Ridge Road Area.

- *48.90 Annexation Process. The City shall update its annexation ordinance (Ordinance No. 4357) to reflect new statutory requirements and a process consisting of an annexation agreement with the City Council that includes a conceptual master plan but is not a land-use process. (Ord. 5098, December 8, 2020)*

Title 16 of the Municipal Code was amended in 2021, aligning the annexation process with the applicable Area Planning and Master Planning process.

With the Fox Ridge Road Area Plan, the City is in the process of completing the first of the Area Plans for the UGB expansion areas, consistent with Comprehensive Plan Urbanization Proposal 48.10:

- *48.10 The City shall complete and adopt Area Plans for the following areas as described in the McMinnville Growth Management and Urbanization Plan:*
  - 1. Southwest Area – Potentially with subareas:*
    - a. West Hills South, Southwest 2, and West of Old Sheridan Road (potentially also including Redmond Hill Road)*
    - b. Southwest 06 and Old Sheridan Road*



2. Fox Ridge Road, NW-EX1b-R1, and High School Site
3. Riverside South
4. Redmond Hill Road (potentially include with the Southwest Area Plan)
5. Booth Bend Road
6. Riverside North (Ord. 5098, December 8, 2020)

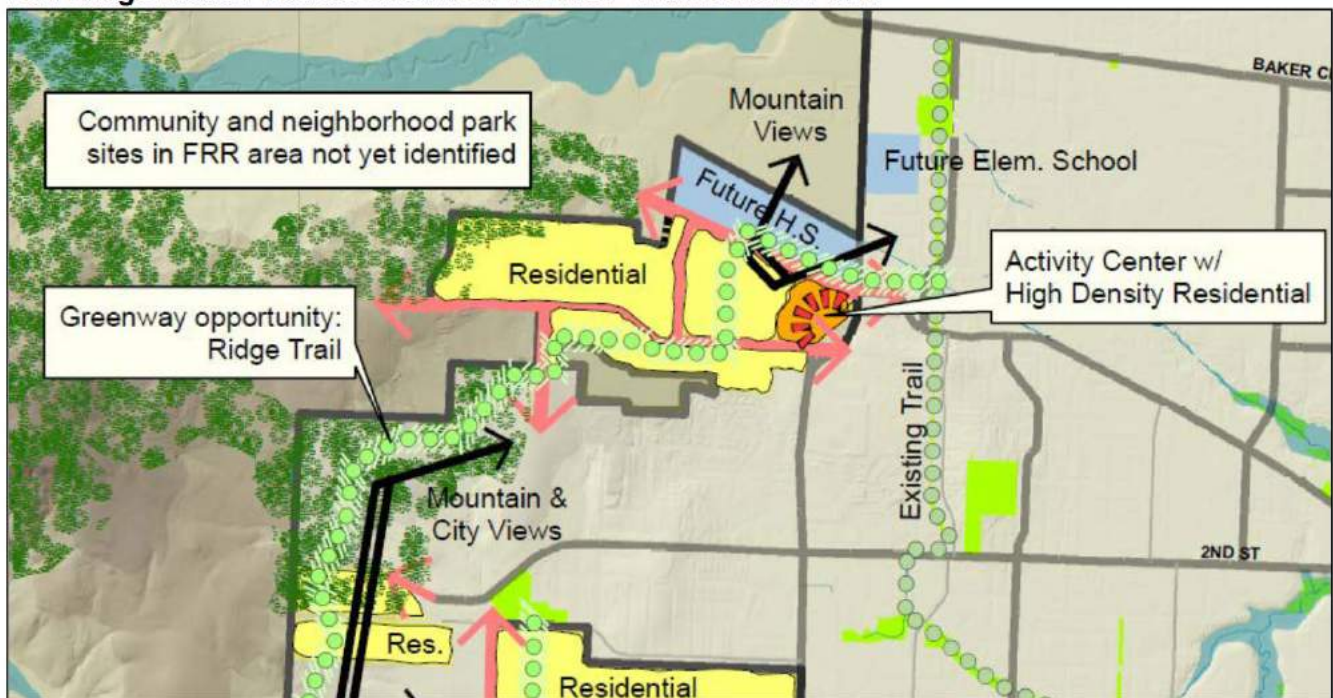
### ***The Fox Ridge Road Area and Framework Plan***

Area Plans are to be consistent with the Framework Plan, with the Area Plan for each area providing a higher level of detail than the conceptual Framework Plan.

The Fox Ridge Road Area is an area of approximately 230 acres located in the western portion of the UGB west of Hill Road including the areas north and south of Fox Ridge Road and contiguous properties fronting Hill Road in the vicinity of the roundabout at Wallace Road. The area has a Comprehensive Plan designation of Urban Holding (UH). With the exception of a site of approximately 42 acres owned by the School District, which is already within City limits, the remainder of the area is unincorporated.

The following illustrative map from the Framework Plan provides a high-level concept of key elements for the planning of the Fox Ridge Road Area.

**Fox Ridge Road Area as shown in MGMUP Framework Plan:**



The Framework Plan also summarizes the potential assignment of land needs among the different UGB areas, as shown below:



## Potential Assignment of Land Need:

Land Need		Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road	Riverside North
Residential							
R-5	36 acres						
Parks							
Neighborhood Park	88.11 acres						
Community Park	58.84 acres						
Greenways/Natural Areas	106.81 acres						
Schools	43 acres						
Commercial	39.3 acres						
Industrial	Surplus						

The Framework Plan further provides this summary for the Fox Ridge Road Area:

The Fox Ridge Road Area Plan should include the three study areas in this area due to their close proximity and future relationship between uses. These areas include the Fox Ridge Road study area (included in the UGB during MGMUP Phase I), the NW-EX1b-R3 study area, and the future High School site owned by the McMinnville School District (included in the UGB through previous UGB expansion).

The Fox Ridge Road Area Plan will primarily be housing. However the Fox Ridge Road Area Plan will include a significant land use within the site that is owned by the McMinnville School District and identified for the development of a future high school. The high school site will be within the northern portion of the Fox Ridge Road Area Plan. The Fox Ridge Road Area Plan should also provide an opportunity for a partial or half of a Neighborhood Activity Center (NAC) along the area's Hill Road frontage between the Wallace Road roundabout and the intersection of Fox Ridge Road. This modified and reduced NAC should be approximately 5 – 10 acres, with approximately 1 - 2 acres of neighborhood serving commercial and office development, approximately 2 acres of high density residential development (R-5), and approximately 2 – 5 acres of medium density residential housing. The remainder of the residential land within Fox Ridge Road Area Plan will likely be suitable for lower density residential housing, where the lands begin to exhibit steeper slopes within the southern and western portions of the Fox Ridge Road area.

To further provide services to support this residential area and to accommodate the park land need identified in the MGMUP, the Fox Ridge Road Area Plan should incorporate one neighborhood park of approximately 3 - 5 acres in size. The neighborhood park should be placed to ensure that every residence is within a ½ mile of a neighborhood park, and due to slopes should likely be placed in the northern portion of the area. The Fox Ridge Road

Area also includes a several natural and geographic features that provide an excellent opportunity for a natural resource community park. Natural greenspaces or greenways should be considered that could connect the Fox Ridge Road Area to the West Hills and Redmond Hill Road area, potentially in the form of a ridgeline greenway/greenspace. A greenway/greenspace could also serve to preserve the tree stands in the Fox Ridge Road and West Hills areas that currently provide habitat for protected avian species.

Connectivity and coordination with the development of the high school site will be important in the Fox Ridge Road Area Plan. Land uses should anticipate the development of this major community feature, and land uses should transition appropriately to surrounding areas. Any trail networks considered should incorporate connectivity to the high school site. Bike and pedestrian connectivity should also be considered in the Area Plan, with consideration of connecting to the existing trails and linear parks (BPA and Westside trail systems) that are located just east within the existing UGB and may be able to be linked via Wallace Road.

### ***Fox Ridge Road Area Planning Process***

The City initiated work on the Fox Ridge Road Area Plan in 2022, issuing an RFP and entering into a contract for planning services with a multi-disciplinary team led by HHPR. The work plan and public engagement program were established.

The City advertised for members to serve on a Project Advisory Committee (PAC), and members were appointed by the City Council, including all property owners and residents within the Fox Ridge Road Area that applied, in addition to other members. The City also established a Technical Advisory Committee (TAC). The PAC met six times between December 2022 and November 2023, and also debriefed following the community design workshops.

The broader public engagement process included a community survey, stakeholder/topical interviews, two community design workshops, social media outreach, and information provided at a booth at the Community Fair.

Work sessions were also held with the Planning Commission, City Council and School Board, including a joint City Council/School Board Work Session and a joint City Council/Planning Commission Work Session.

At its November 29, 2023 meeting, the Project Advisory Committee recommended approval of the Fox Ridge Road Area Plan, incorporating revisions to the draft based on input provided at the October 18, 2023 joint work session of the Planning Commission and City Council.

Additional background information and more detailed information regarding the planning process is provided in the attached Fox Ridge Road Area Plan.

Following the recommendation of the Project Advisory Committee, notice of the proposal and the January 4, 2024 Planning Commission public hearing was submitted to DLCD in accordance with the requirements for a "Notice of Proposed Amendment" for a Post-Acknowledgement Plan Amendment. Notice was also mailed to property owners with the Fox Ridge Road Area. Notice with a request for comments was also provided to agency partners.

The Planning Commission held a legislative public hearing on January 4, 2024 public hearing and deliberated on the proposal. The Planning Commission recommended approval of the Fox Ridge Road Area Plan, incorporating minor revisions. The Planning Commission recommendation was consistent with the recommendation of the Project Advisory Committee.

On February 8, 2024, staff also met with the Diversity, Equity, and Inclusion Advisory Committee (DEIAC). Staff shared information regarding the plan and key aspects of the guiding policies, including those encompassed in the Great Neighborhood Principles, Neighborhood Activity Center concept, and the planning framework for the UGB areas.

On February 12, 2024, staff also met with residents of the Fox Ridge Road area to address questions regarding the Fox Ridge Road Area Plan.

### **Discussion:**

The Fox Ridge Road Area Plan, attached as Attachment 1, Exhibit A, includes an Executive Summary followed by five major parts, plus appendices. The major elements are: 1. Introduction, 2. Existing Conditions, 3. Community Engagement and Plan Development, 4. The Fox Ridge Road Area Plan, and 5. Implementation. The substantive provisions of the plan are provided in Part 4 and include the Plan Narrative, the Vision, Goals, and Policies, and the Area Plan Map.

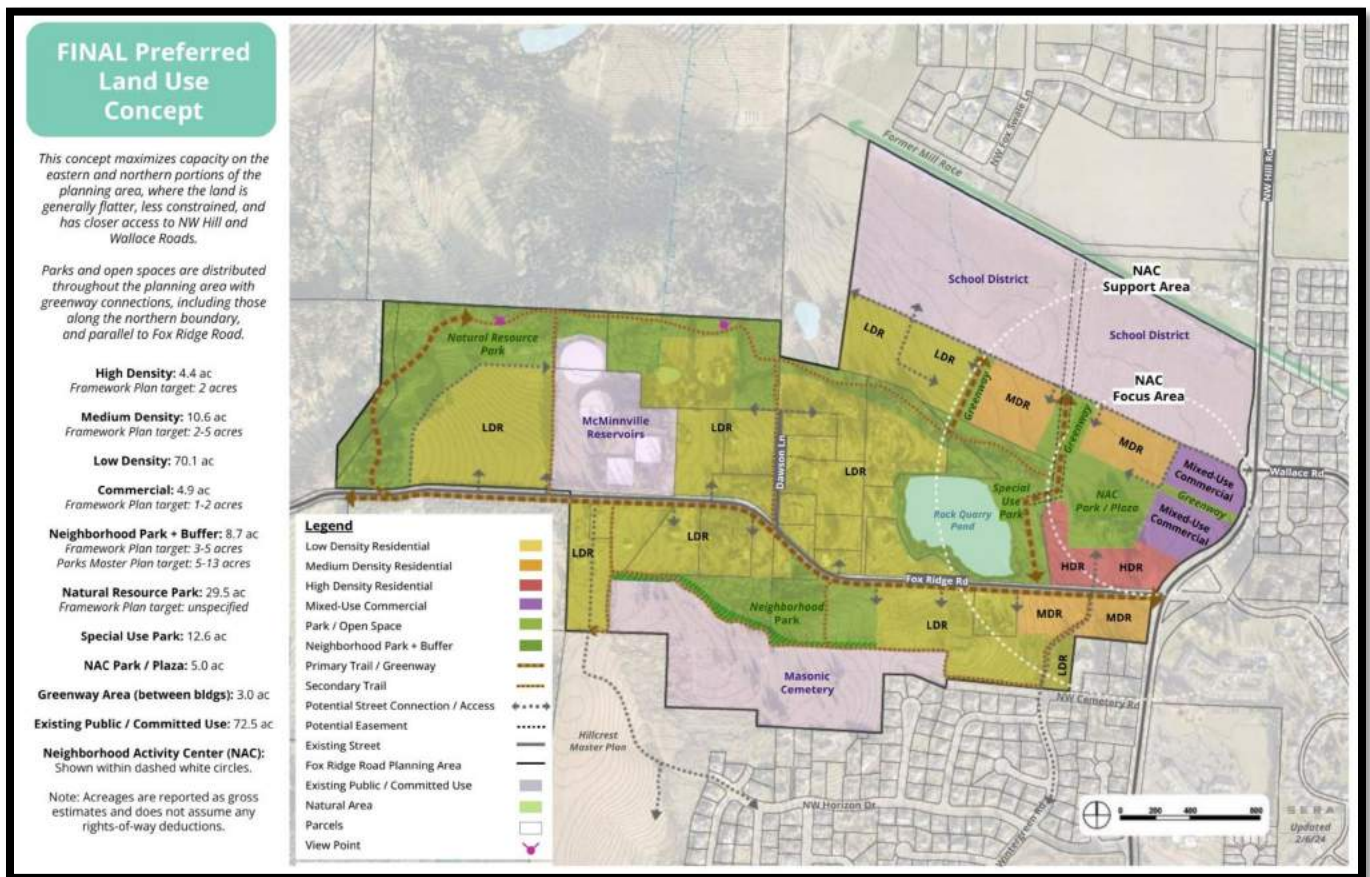
The narrative is a key element of the plan, providing key information regarding the future development and the application of the Vision, Goals, and Policies and the Plan Map.

The Vision, Goals, and Policies are organized in the context of the City's adopted Great Neighborhood Principles, to be used as evaluation criteria for future land use and development decisions.

The plan map summarizes the land use elements of the plan, and demonstrates consistency with the Framework Plan. The plan includes a partial Neighborhood Activity Center (NAC) with planned land uses including commercial/mixed-use, high-density and medium density residential, and an NAC park/plaza within the Focus Area and Support Area of the NAC, with Low-Density Residential extending outward from the NAC Focus and Support Areas.

The plan also identifies planned park, open space, greenway, and trail elements, interconnected with green spaces which also correspond with natural features and scenic views. A centrally-located neighborhood park site is identified which is located within one-half mile of the properties in the Fox Ridge Road Area, with buffering of more active recreation areas from the cemetery. A special use park is identified around the existing quarry pond, and a natural resource park is identified at the west end of the area, corresponding with identified natural features and views.

The plan map and land use summary calculations demonstrate the plan meets or exceeds the minimum requirements for identified land needs and applicable levels of service consistent with the City's adopted planning documents. ***See enlarged copy in plan document.***



Adoption of the plan doesn't rezone the properties in the Fox Ridge Road Area. Property owners within the area can continue to use their properties in accordance with the applicable county zoning and land use regulations that currently apply, unless/until such time as they request annexation and are annexed into the City consistent the updated annexation process, at which time they will need to comply with City land use regulations if they choose to further develop.

In conjunction with future requests for annexation and development, property owners would need to obtain rezoning and comply with the master planning process, as outlined in the updated annexation procedures, to demonstrate the proposal for their property/ies would be consistent with the Area Plan and other adopted policies. Those applications would be subject to applicable requirements for post-acknowledgement plan amendments, and would need to include applicable findings.

### **Attachments:**

#### **Attachment 1: Ordinance No. 5142**

- Exhibit A. Fox Ridge Road Area Plan, February 2024
  - Appendix A. Document Review and Existing Conditions Report
  - Appendix B. Online Survey Results Summary
  - Appendix C. Community Design Workshop Summaries
  - Appendix D. Project Advisory Committee Meeting Summaries
  - Appendix E. Market Analysis
  - Appendix F. Transportation Analysis
- Exhibit B. Decision Document with Findings of Fact and Conclusionary Findings

The Spanish language copy of the plan is available on the project website at <https://www.mcminnvilleoregon.gov/cd/page/fox-ridge-road-area-plan-project-g-1-22>

### **Fiscal Impact:**

Adoption of Ordinance No. 5142 would complete the funded work on the Fox Ridge Road Area Plan. The contract for the consultant team was \$175,000 plus estimated staff support and legal fees combined at \$60,000. This includes meetings and public hearing support and findings development.

**City Council Options:** 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).*
1. **ADOPT ORDINANCE NO. 5142** approving Docket G 1-22, adopting the Fox Ridge Road Area Plan and Its Appendices as a Supplemental Document to the McMinnville Comprehensive Plan per the Planning Commission's recommendation.
2. **ADOPT ORDINANCE NO. 5142 in an amended form**, approving Docket G 1-22, adopting the Fox Ridge Road Area Plan and Its Appendices as a Supplemental Document to the McMinnville Comprehensive Plan per the Planning Commission's recommendation, **with revisions**.
3. **CALL FOR A PUBLIC HEARING**, date-specific to a future City Council meeting.
4. **REFUSE TO ADOPT THE ORDINANCE**

## **ORDINANCE NO. 5142**

### **AN ORDINANCE ADOPTING THE FOX RIDGE ROAD AREA PLAN AND ITS APPENDICES AS A SUPPLEMENTAL DOCUMENT TO THE MCMINNVILLE COMPREHENSIVE PLAN.**

#### **RECITALS:**

**WHEREAS**, in 2022, the City of McMinnville initiated work on the Fox Ridge Road Area Plan, contracted with a consultant, appointed a Project Advisory Committee, and established a public engagement program; and

**WHEREAS**, on November 29, 2023, after following the public engagement program and planning process described in more detail in the Fox Ridge Road Area Plan, the Project Advisory Committee made a recommendation on the Fox Ridge Road Area Plan; and

**WHEREAS**, on December 1, 2023, the City of McMinnville submitted "Notice of Proposed Amendment" to the Oregon Department of Land Conservation and Development to initiate the Post Acknowledgement Plan Amendment process; and

**WHEREAS**, on January 4, 2024, the Planning Commission held a duly noticed public hearing and voted to recommend adoption of the Fox Ridge Road Area Plan as a supplemental document to the McMinnville Comprehensive Plan; and

**WHEREAS**, on February 27, 2024, the City Council considered the Fox Ridge Road Area Plan and the recommendation of the Planning Commission, and deliberated about the Fox Ridge Road Area Plan and the Planning Commission recommendation.

#### **NOW, THEREFORE, THE COMMON COUNCIL FOR THE CITY OF MCMINNVILLE ORDAINS AS FOLLOWS:**

1. The Fox Ridge Road Area Plan and Appendices are adopted as a supplemental document to the McMinnville Comprehensive Plan as provided in Exhibit A; and
2. The Council adopts the Decision Document with the Findings of Fact and Conclusionary Findings as provided in Exhibit B; and
3. This Ordinance will take effect 30 days after passage by the City Council.

Passed by the McMinnville City Council this 27th day of February, 2024 by the following votes:

Ayes: \_\_\_\_\_

Nays: \_\_\_\_\_

\_\_\_\_\_  
City Council President

Approved as to form:

Attest:

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
City Recorder

EXHIBITS:

- A. Fox Ridge Road Area Plan, February 2024, and Appendices
- B. Decision Document with the Findings of Fact and Conclusionary Findings for the Fox Ridge Road Area Plan (Docket G 1-22)





City of  
McMinnville

# FOX RIDGE ROAD AREA PLAN

FEBRUARY 2024

## ACKNOWLEDGEMENTS

### City Council

**Remy Drabkin** – Mayor, City of McMinnville  
**Adam Garvin** – Council President, Ward 3  
**Chris Chenoweth** – Councilor, Ward 1  
**Sal Peralta** – Councilor, Ward 1  
**Kellie Menke** – Councilor, Ward 2 (PAC Liaison)  
**Zack Geary** – Councilor, Ward 2  
**Jessica Payne** – Councilor, Ward 3

### Planning Commission

**Sidonie Winfield** – Chair  
**Gary Langenwalter** – Vice Chair (PAC Liaison)  
**Brian Randall**  
**Megan Murray**  
**Beth Rankin**  
**Dan Tucholsky**  
**Rachel Flores**  
**Sylla McClellan** (PAC Liaison)  
**Matthew Deppe**

### Project Advisory Committee

**Sara Tucholsky** – Chair  
**Sid Friedman** – Vice Chair  
**Jim Culbert**  
**Malcolm Greenlees**  
**Sam Justice**  
**Ellen Kersting**  
**Allan Larsen**  
**Stephen Leonard**  
**Denise Murphy**  
**Miriam Peterson**  
**Sean Rauch**  
**Brian Ruden**  
**Steve Ryan**  
**Peter Van Patten**

### Project Management Team

**Heather Richards** – Community Development Director  
**Tom Schauer, AICP** – Senior Planner  
**Amanda Winter** – Management Support Analyst  
**Noelle Amaya** – Communications Manager  
**Susan Muir** – Parks and Recreation Director  
**Matt Bernards** – Engineering Technician  
**Joe Rinkes** – Wastewater Services Supervisor

### Consultant Team

**Harper Houf Peterson Righellis, Inc.**  
**SERA Architects, Inc.**  
**DKS Associates**  
**Johnson Economics**

# EXECUTIVE SUMMARY

The Fox Ridge Road Area Plan is intended to recognize the unique attributes of the Fox Ridge Road Area and guide future development through a vision and plan for a cohesive neighborhood within the study area. The Area Plan is a guiding land use document adopted as a supplement to the Comprehensive Plan.

The plan is organized into the following chapters:

**Part 1. Introduction.** This chapter summarizes the framework, basis, and requirements for conducting the area plan. This includes a summary of the area planning process and background information on the area.

**Plan Purpose and Requirements.** Comprehensive Plan Policies 187.60.00 – 187.90.40 outline the planning process UGB expansion areas, with the three successive steps of a Framework Plan, Area Planning, and Master Planning. This planning process guides the transition from unincorporated rural lands through annexation and urban development. Further detail is provided in the McMinnville Growth Management and Urbanization Plan (MGMUP) and the Zoning Ordinance.

The land uses in the Area Plan must be consistent with the Framework Plan and the identified land need for the UGB expansion area. Area Plans more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses.

**Part 2. Existing Conditions.** This chapter includes data that informs the planning of the Fox Ridge Road area. It includes a summary of plans, policies, and regulations applicable to the area plan; a summary of existing physical features, attributes, and assets in, or affecting, the planning area; information regarding public facilities and services; and synthesis and analysis of this data to provide context regarding potential issues, and opportunities and constraints that informed development of the area plan. This information was supplemented with information obtained through the community engagement work described in Part 3.

Traffic analysis and market analysis are provided in Part 3. While these assess and analyze existing conditions, they also address future forecast conditions that inform the plan, and also provide guidance used to evaluate the plan and identify potential issues associated with the different alternatives.

**Part 3. Community Engagement and Plan Development.** This chapter summarizes the community engagement process and plan development. The project is guided by a Project Advisory Committee appointed by City Council. At key stages of the project, information was shared with the community and input was obtained to identify issues, develop goals and policies, develop and evaluate alternatives, and select and refine a preferred alternative. Work sessions were also conducted with the Planning Commission and City Council, including a joint work session with the School Board. The results of those broader outreach efforts were part of an iterative process with the Project Advisory Committee obtaining input and guidance at key decision-making points in the process.

**Part 4. Fox Ridge Road Area Plan.** This chapter presents the final plan that was developed through the community engagement and plan development process.

**The Plan Narrative.** The plan narrative provides context for the plan and provides additional information to help understand the Vision, Goals, and Policies and the Area Plan Map, their relationship, and the context of the Area Plan to other planning documents and efforts.

**The Vision, Goals, and Policies.** The goals and policies were developed based on input received through the public process. These goals and policies refine and apply the Goals and Policies of the Comprehensive Plan and its supporting documents, to address the unique geographic area and characteristics of the Fox Ridge Road area. This Chapter includes goals and policies for the Fox Ridge Road area in the context of the Great Neighborhood Principles adopted as Policies 187.10-187.50 of the Comprehensive Plan.

This component of the plan addresses the vision for the area, relationships between land uses as part of a cohesive neighborhood, and Urban Design objectives to be achieved through the Area Plan and future Master Plans and development.

**The Area Plan Map.** The Area Plan Map addresses the Framework Plan in detail, more specifically identifying land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. In addition to the map, the elements and attributes of the map and their relationships are also discussed in this chapter.

**Part 5. Implementation.** The plan will predominantly be implemented by following existing adopted procedures and standards. As individual property owners within the area choose to seek annexation to the City and development of their properties, they will follow the adopted procedures in Title 16 of the McMinnville Municipal Code and Chapter 17.10 of the Zoning Ordinance as applicable.

That process specifies the process for a property owner to apply for annexation, enter into an annexation agreement, prepare a master plan for the property, which is consistent with the area plan, obtain land use approvals for proposed development, and complete the annexation process.

Development will need to meet adopted City standards for development and land divisions, so it isn't necessary to create an entirely new set of development standards for the area, but unique issues applicable to the Fox Ridge Road area are identified in this plan that provide special guidelines and standards desired for the Fox Ridge Road area.

In addition, the implementation element identifies issues that may need to be addressed and coordinated through broader planning processes, such as the updates to the Transportation System Plan, and public facility plans.

**Appendices.** The appendices provide more detailed information regarding the information provided in the chapters of the plan. They are referenced at key points in this plan. They include more detailed existing conditions information, technical information, and summaries of the public engagement activities.



# FOX RIDGE ROAD AREA PLAN

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- Appendix A:** Document Review and Existing Conditions Report
- Appendix B:** Online Survey Results Summary
- Appendix C:** Community Design Workshop Summaries
- Appendix D:** Project Advisory Committee Meeting Summaries
- Appendix E:** Market Analysis for High Density Residential and Commercial Uses
- Appendix F:** Transportation Analysis: Existing and Future Conditions

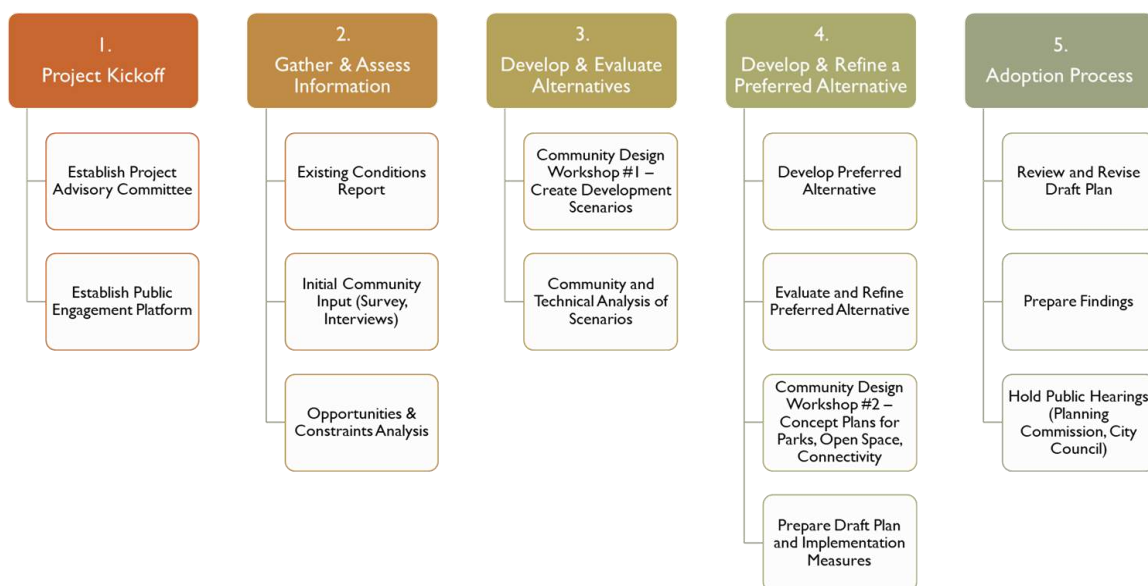
# Part 1: Introduction

## Purpose

The purpose of this Area Plan is to guide and support the annexation and future urbanization of the Fox Ridge Road Area. As specified in the McMinnville's Comprehensive Plan and Framework Plan, the Fox Ridge Road Area Plan will provide a mix of residential, commercial, and civic or institutional uses while emphasizing parks, trails, and connectivity for a well-designed and connected neighborhood consistent with the Traditional Neighborhood model and Great Neighborhood Principles.

## Planning Process

The Fox Ridge Road area planning process began in December 2022 with the establishment of the Project Advisory Committee (PAC) and the development of a plan for public engagement. The City advertised the opportunity to serve on the PAC, and the PAC was then appointed by the City Council. The process has since been guided by the Project Advisory Committee, with 14 members of the public, a City Council Liaison, and two Planning Commission Liaisons. The Project Advisory Committee includes a variety of interested parties which also includes representatives from the Fox Ridge Road area including residents, property owners, developers, and local neighboring residents. In addition to the Project Advisory Committee, key stakeholders were interviewed including the potential developer of the Neighborhood Activity Center, representatives from various public utilities, the Oregon Department of Fish and Wildlife, and the McMinnville School District.

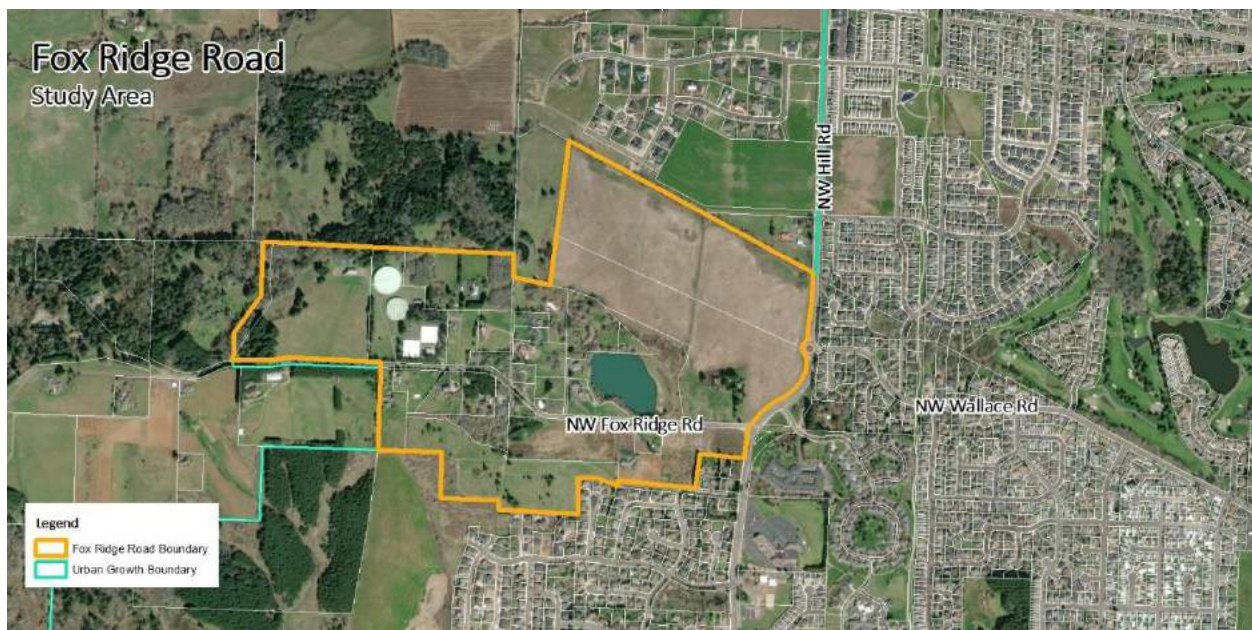


The area planning process also included a variety of community engagement and outreach activities to gather feedback. These opportunities for community members to provide their input included public participation at Project Advisory Committee meetings, in-person community design workshops, and an online survey. The City of McMinnville promoted these engagement opportunities through social media and newspaper ads, on the City website, and a City outreach booth, and provided updates for further involvement at each of these meetings. The City has worked closely with key stakeholders, property owners, local service providers, and the community to continuously gather valuable feedback through the area planning process.



## Background

In 2020, the City of McMinnville adopted the McMinnville Growth Management and Urbanization Plan (MGMUP) on December 8<sup>th</sup> as part of the Comprehensive Plan and amended its urban growth boundary (UGB). The MGMUP amended McMinnville's UGB by 924 gross buildable acres, with most of this acreage placed into an Urban Holding (UH) comprehensive plan designation. All land within a UH comprehensive plan designation must undergo an area planning process prior to annexation into the city limits, rezoning, or urban development. The City of McMinnville has committed to investing and processing one area plan each year. The first area plan initiated by the City is the Fox Ridge Road Area Plan. The Fox Ridge Road Area is known as the area around Fox Ridge Road, and includes the potential future high school site owned by the McMinnville School District (see Figure 2). Collectively, the Fox Ridge Road study area is comprised of approximately 230 acres.



**Figure 1. Study Area Context**

The Fox Ridge Road Area Plan is expected to be primarily zoned for housing. However, the Area Plan includes a significant land use within the site that is owned by the McMinnville School District, located within the northern portion of the study area. This school district site is currently identified for the development of a future high school. The area planning process accounts for the connectivity and coordination with the future development of the high school site. Per the MGMUP Framework Plan, the Fox Ridge Road Area Plan will also provide an opportunity for a small Neighborhood Activity Center (NAC) along the area's NW Hill Road frontage between the Wallace Road roundabout and the intersection of Fox Ridge Road. This partial NAC aims to provide neighborhood serving commercial and office development, high-density residential development, and medium-density residential housing. The remaining residential land of the Fox Ridge Road study area is suitable for low-density residential housing, specifically within the southern and western portions where the topography exhibits steeper slopes. In order to support this newly developed residential area and provide further services, the Fox Ridge Road Area Plan will incorporate one neighborhood park located within a ½ mile distance from all residences in the study area. The plan will also include a natural resource park to preserve existing natural features, along with a greenway system for bike and pedestrian connectivity throughout the study area and with connectivity of the Fox Ridge Road area to other areas.

## Part 2: Existing Conditions

### Regulatory Context and Planning Framework

The Fox Ridge Road Area Plan will be adopted as a supplement to the McMinnville Comprehensive Plan and adopted by the City Council as a guiding land use document. The Area Plan document, along with the final land use concept, embodies the development principles of the Comprehensive Plan, including the MGMUP, MGMUP Framework Plan, McMinnville Comprehensive Plan Goals and Policies, and other applicable City land use policies and standards. The MGMUP provides guidance for the planning and development of fully integrated, mixed-use, pedestrian-oriented neighborhoods. The final land use concept will help guide future development patterns and is expected to be consistent with the:

- 1) **McMinnville Growth Management and Urbanization Plan:** The guidelines of the Traditional Neighborhood model, as described in the McMinnville Growth Management and Urbanization Plan.
- 2) **MGMUP Framework Plan:** Neighborhood Activity Centers (NACs) to meet neighborhood commercial land needs as identified in the MGMUP Framework Plan, supports surrounding residential development, and provides opportunities for open space, parks, and trails.
- 3) **McMinnville Comprehensive Plan:** Including the City's adopted Great Neighborhood Principles, as described in Comprehensive Plan Policies 187.10 through 187.50.
- 4) **Parks, Recreation and Open Space Master Plan:** The City's Parks and Recreation vision and facility guidelines.

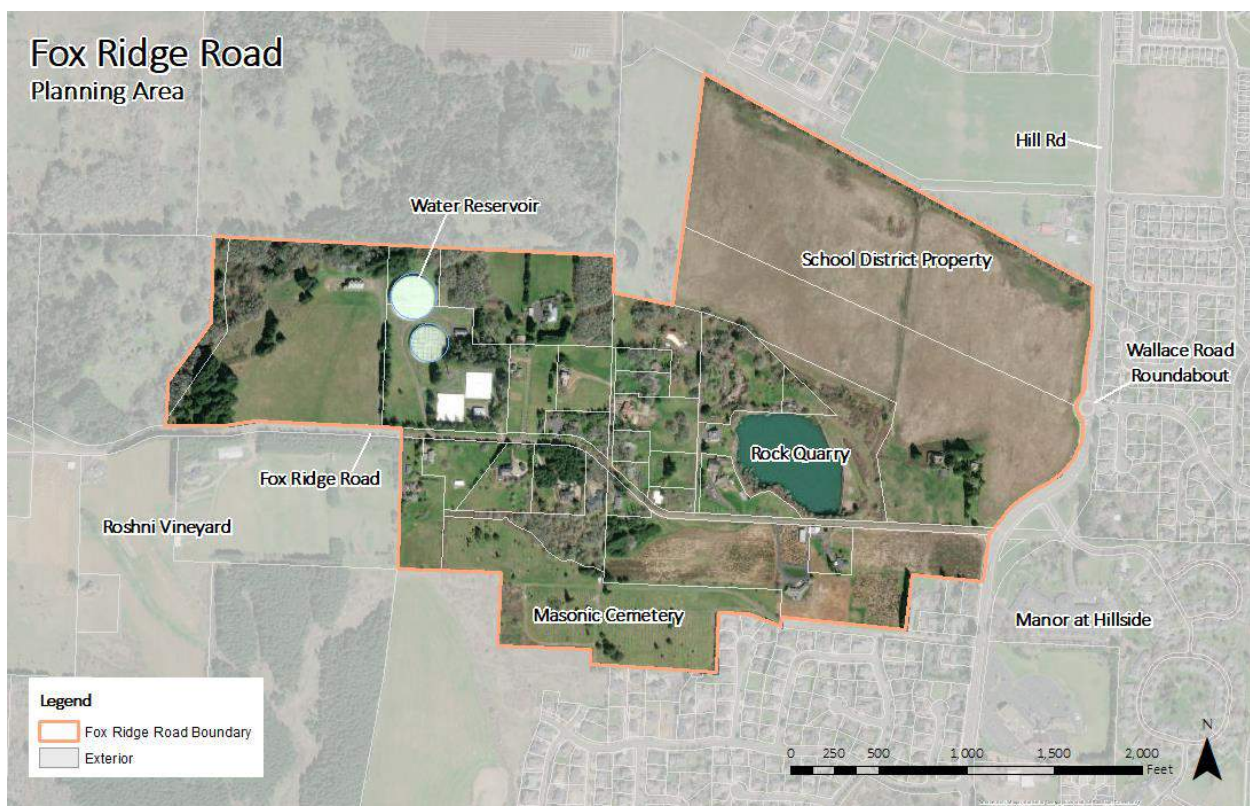


Figure 2. Fox Ridge Road Area Map

## McMinnville Growth Management and Urbanization Plan

### *Traditional Neighborhood Model Guidelines*

As highlighted in the MGMUP, McMinnville’s plan for urbanization is modeled around the planning and development of a “traditional neighborhood,” designed to be fully integrated, mixed-use, and pedestrian oriented. This type of development includes narrower streets that emphasize pedestrian orientation and scale, highly connected street patterns with small blocks or grids, streets lined with trees and sidewalks on both sides, and diverse housing types and lot sizes that are intermixed throughout the neighborhood. Uses and housing types are mixed and in close proximity to one another, with public spaces such as neighborhood parks or plazas serving as focal points for community interaction. As an essential feature, the McMinnville model for a traditional neighborhood calls for a neighborhood activity center at the heart of the neighborhood to provide opportunities for social interactions, structure to surrounding land uses, and neighborhood identity. The concept of a traditional neighborhood aims to minimize traffic congestion, suburban sprawl, infrastructure costs, and environmental degradation.

To be consistent with the MGMUP, the Fox Ridge Road Area Plan follows the guidelines set forth for the development of a traditional neighborhood model. Key considerations for the study area include mixed-use planning that integrates diverse commercial and residential developments, pedestrian oriented and connected streets, and public green spaces as social gathering opportunities. A neighborhood activity center is expected to be a focal point of the study area. The McMinnville Zoning Ordinance defines a Neighborhood Activity Center as, “a physically and aesthetically unified area, that serves as the center of a larger surrounding neighborhood, where all elements and land uses are designed to function as an integrated whole (rather than as a series of unconnected, unrelated developments). Neighborhood Activity Centers consist of a Focus Area with commercial, institutional, office uses, and other mixed-use activities needed to support a specified geographic area. These centers also may include a Support Area with high- and medium-density residential uses that supports the non-residential uses in the center.”

## MGMUP Framework Plan

### *Neighborhood Activity Centers (NACs)*

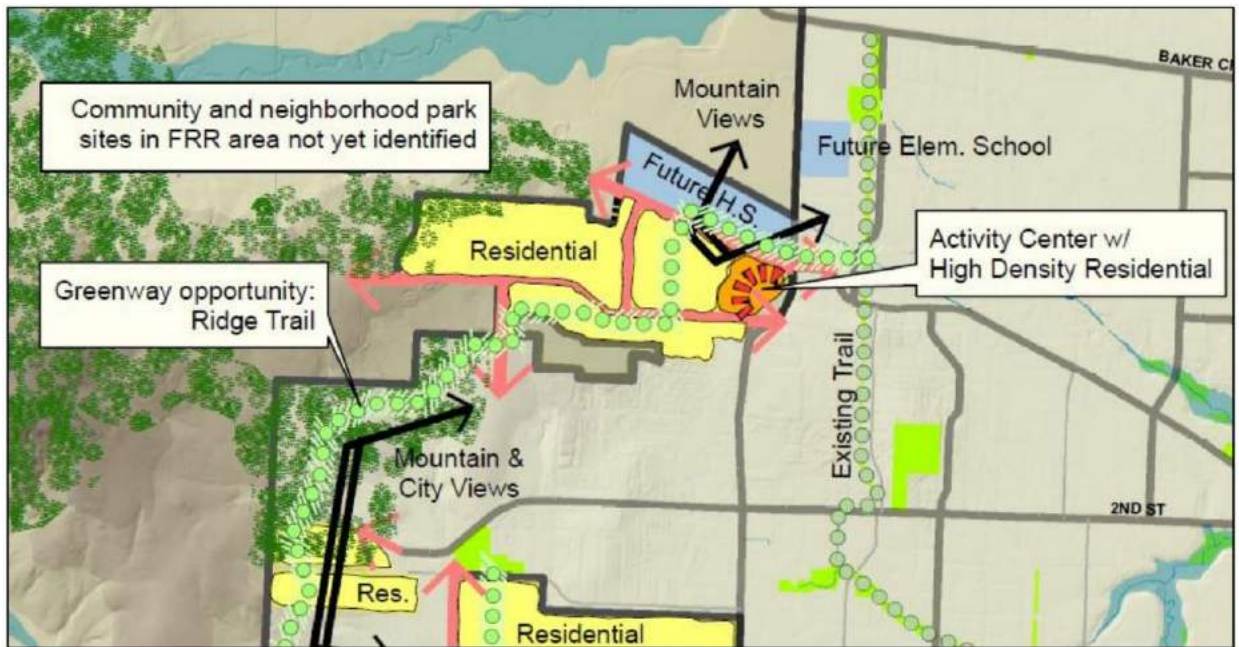
The MGMUP emphasizes Neighborhood Activity Centers as the most critical element of the City’s growth management and land use plan. Surrounding the neighborhood activity center are residential uses with the highest-density housing developments that progressively decrease in density outward from the activity center. According to the MGMUP Framework Plan, the Neighborhood Activity Center should:

- provide local context with the ability to foster the development of a traditional neighborhood;
- have the ability to accommodate higher intensity development and be strategically located based on the proximity to vacant buildable land;
- be located at major street intersections with their service areas extending to a group of neighborhoods ranging from a one to three-mile radius.

**Focus Area** of the activity center should contain facilities necessary for day-to-day activity (such as personal services, grocery and convenience shopping, schools, places of worship, limited office space, public plazas or parks) and ideally be located within close proximity to one another in the focus area so that all essential services for the subarea are easily accessible in a single stop.

**Support Areas** that surround the activity center’s focus area should contain the neighborhood’s high- to medium-density housing options and enables the highest concentration of population to easily access the focus area within walking distance (reducing the number of automotive trips for daily needs or services and allows for a single transit stop to serve the shops, services, and adjacent higher-density housing in the area).





**Figure 3. MGMUP Framework Plan Map**

Shown in the MGMUP Framework Plan, the Fox Ridge Road Area Plan provides an opportunity for a partial Neighborhood Activity Center. The modified and reduced activity center will be approximately 5 – 10 acres, with approximately 1 – 2 acres of commercial and office development to serve the neighborhood, approximately 2 acres of high-density residential development (R-5), and approximately 2 – 5 acres of medium density residential housing. This mixed-use center is proposed to be located along the study area's NW Hill Road frontage between the Wallace Road roundabout and the intersection of Fox Ridge Road (see Figure 3). The remaining residential land of the Fox Ridge Road study area is suitable for lower density residential housing, specifically within the southern and western portions where the topography exhibits steeper slopes. The Fox Ridge Road Area Plan will incorporate one neighborhood park of approximately 3 – 5 acres in size located within a ½ mile from all residences in the study area. The plan will also include a natural resource park to preserve existing natural features, along with a greenway system for bike and pedestrian connectivity throughout the study area. The location, uses, and accessibility of the neighborhood activity center ensures the Area Plan's consistency with the City's adopted Great Neighborhood Principles described in the MGMUP Comprehensive Plan.

## **McMinnville Comprehensive Plan**

### *Great Neighborhood Principles*

Adopted in 2019, the Great Neighborhood Principles are described by Comprehensive Plan Policy 187.10 as a means to guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. These principles ensure the livability, accessibility, safety and beauty of all new development or redevelopment. In order for the Fox Ridge Road Area Plan to be consistent with these principles, Comprehensive Plan Policy 187.50 describes specific directions on how to achieve each principle as it refers to design, location and orientation of these necessary neighborhood resources. By following the model of a traditional neighborhood and planning around the centralization of a partial neighborhood activity center, the overall development of the area plan will likely achieve each individual principle.

*(Please refer to Part 3: Community Engagement for the list of Great Neighborhood Principles.)*

## Parks, Recreation, and Open Space Master Plan

The City of McMinnville created and published its Parks, Recreation, and Open Space Master Plan in 1999 to meet the parks and recreational needs of the community, while ensuring natural resources crucial to the character of the City are protected and enhanced. The Park and Recreation Department holds a central role in shaping the changing character of the City, as recreational opportunities continue to build community and help encourage residents to achieve active, healthy lifestyles. As with the Parks Master Plan, the Fox Ridge Road Area Plan must plan for the City's population growth and increasing diversity. The Fox Ridge Road study area has its own existing unique natural features and opportunities for new parks and recreation services. The Fox Ridge Road Area Plan addresses the minimum Level of Service Standards of the Parks Master Plan as well as the minimum requirements in the MGMUP Framework Plan. The City is in the process of updating the Parks, Recreation, and Open Space Master Plan, and the work is proceeding in coordination among planning efforts, including the Fox Ridge Road Area Plan.

## Local Context

The Fox Ridge Road study area is located west of NW Hill Road surrounding Fox Ridge Road and consists of approximately 230 acres, with about 30 existing parcels ranging in size from less than an acre to over 40 acres. The study area is characterized by its moderate to steeply sloping terrain, dense stands of mature trees, and the expansive views of the surrounding lands. The study area primarily consists of land zoned for agricultural and rural-residential use, with rural residential single detached homes that are situated to take advantage of the scenic views. There are several committed lands within the study area including the school district site, the water reservoir property owned by McMinnville Water and Light, and the Masonic Cemetery. Directly southwest of the study area is the Hillcrest Master Plan residential development, and about 0.5-mile north along Baker Creek Road is a new construction mixed-use development project with 144 residential units and 30,000 square feet of additional commercial space.



Figure 4. Existing Conditions and Context



## Land Use and Zoning

Due to the existing topography of the study area, the large parcels along Fox Ridge Road are most suited for larger low-density residential properties, while the eastern portions of the study area are flatter and more suitable for potential mixed-use and medium- to high-density residential development. A 42-acre site on the north side of the study area is owned by the McMinnville School District and is currently identified for the potential development of a future high school. Per the Framework Plan, the partial Neighborhood Activity Center should be strategically located near the intersection of Fox Ridge Road and Hill Road to provide services and amenities to the diverse residential developments proposed within the study area.

The Fox Ridge Road study area is currently designated with the Urban Holding (UH) Comprehensive Plan map designation, except for the School District Property. Until properties are annexed into the City, they retain their current County rural zoning designations and the applicable County zoning and land use regulation continue to apply to these properties. The surrounding land uses include low-density residential (R-1 and R-2) zoning directly south and east of the study area, and additional medium-density, multiple-dwelling residential (R-4) zoning southeast of Fox Ridge Road. To the west and north of the study area are county zoned exclusive farmland (EF-80). The school district site is within City limits and is currently zoned R-4 PD (Planned Development), which permits public schools conditionally. The Planned Development ordinance applicable to the properties specifies its use for a school.

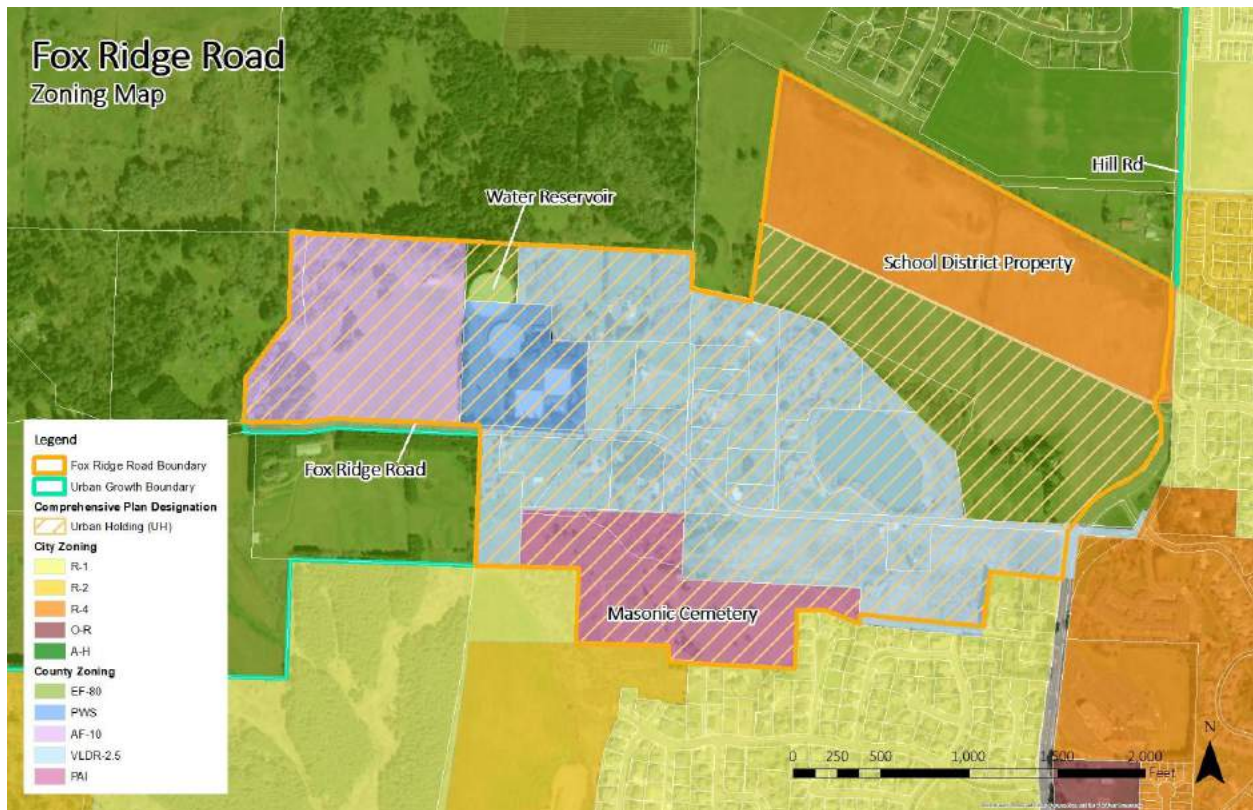


Figure 5. Zoning Map

## Topography And Geotechnical Conditions

## Hazards and Natural Features

**Natural Hazards Overlay**

**Existing Conditions**

- Project Boundary
- City Limits
- Urban Growth Boundary
- Taxlot
- 5' Corridor
- Major Street
- Key Intersection
- Residential Building
- Conveyed Land
- Stream/Water
- Stream Inundation
- Ditch/Canal/Flume
- Hoodplain
- Wetland
- Water Protection Zone
- Riparian Corridor
- Former Mill Race
- Significant Tree Groves
- Park/Open Space
- 25% Slope

**Natural Hazards**

- Inundation
- Proximity

Map labels include: Baker Creek, McMinville Reservoir, Rock Quarry Pond, School District, NW Baker Creek Rd, NW 22nd St, Jay Pearson Amphitheater Park, NW Wallace Rd, NW Cemetery Rd, NW Horizon Dr, NW Mount Mazama St, Westville Bicycle Pedestrian Greenway, 2nd St, Westville Neighborhood Park, and Riparian Corridor.

Scale: 1" = 400' - 0"

City of McMinnville | Fox Ridge Road Area Plan



## Habitat Conservation and Wildlife

The Fox Ridge Road study area includes several existing natural and geographic features that provide an excellent opportunity to conserve and limit impacts from urbanization on the habitat and wildlife. Natural greenspaces or greenways will be considered to connect the Fox Ridge Road Area to the West Hills and Redmond Hill Road areas. This greenway/greenspace could also minimize impacts to the significant tree stands in the Fox Ridge Road and West Hills areas that currently provide habitat for protected avian species, such as the Western Bluebird, White-Breasted Nuthatch (Slender-Billed), and Oliver-Sided Flycatcher.

## Other Natural/Limiting Features

### Rock Quarry Pond

Large gravel quarry filled with water, centrally located within the study area near the base of Fox Ridge Road and adjacent to the location for the Neighborhood Activity Center. Currently serves as stormwater drainage and retention, providing supplemental irrigation to properties outside of the study area.

### Masonic Cemetery

Occupies nearly 70 percent of the southern boundary of the study area. Must be protected in place and buffered from potential surrounding uses.

### McMinnville Water and Light

Owns a large property near the center of the study area that houses four above-ground water reservoirs.

## Infrastructure and Services

### Transportation

Fox Ridge Road itself is a paved, county road with no sidewalks, curb, or gutter. The road extends westward from NW Hill Road providing the only current means of public vehicular access into the study area. Fox Ridge Road generally travels along the ridgeline that cuts east-west through the study area's midsection. Additional access to individual parcels within the study area is provided by long and narrow private driveways. The right-of-way dimension for Fox Ridge Road measures 40-feet in width and includes a constructed paved surface that averages 25-feet in width with gravel shoulders on either side. The road will require improvements as the area urbanizes to meet City design standards. To meet today's urban standard, an additional 10-feet of right-of-way width, removal and reconstruction of the existing subgrade, construction of a paved travel surface at a minimum 26-feet in width, as well as 5-foot wide sidewalks on both sides of the street, curbs and gutters would be required.

### Pedestrian and Bicycle Connections

Bike and pedestrian connectivity are integral to the Fox Ridge Road Area Plan, with consideration of connecting to the existing trails and linear parks (BPA and Westside trail systems) that are located just east within the existing Urban Growth Boundary (UGB). The existing trail system may potentially be linked via Wallace Road to the study area. There are currently no bike or pedestrian facilities along Fox Ridge Road. Hill Road was improved to its current configuration, completed in 2018. There are existing bike lanes along both sides of Hill Road and sidewalks along both sides where abutting lands are within the UGB. Creating safe and accessible bike lanes and pedestrian routes within the study area will require further evaluation of traffic calming design along NW Hill Road and improvements along Fox Ridge Road.

### Transit

The City will also be coordinating with Yamhill County Transit as part of the outreach for the Fox Ridge Road Area Plan in order to better understand the potential for future public transit services to connect Baker Creek Road, Hill Road, and 2nd Street. Yamhill County Transit updated their transit plan in 2018, with future short- to long-term service expansions discussed within the region. The transit plan indicates that,

“McMinnville’s R-3 residential zoning district allows nearly 12 units per acre and the R-4 residential district allows for higher-density developments (over 20 units per acre), which could support transit service that is more frequent than today; however, current residential density in the city is relatively low, even in areas currently zoned for medium- or higher-density housing.” The plan identifies potential future service along Hill Road which could ultimately benefit the Fox Ridge Road study area. Higher densities and other plan elements would potentially increase the demand for these services sooner than later.

## Utilities (Water, Sewer, Stormwater, And Other)

### Water

The study area’s primary source of domestic water is currently individual and private wells. The McMinnville Water and Light “Water System Master Plan” states that this area is located above the current water service area and cannot be provided public water without constructing an upper level system. This would require the acquisition of land in order to build a new reservoir (southwest of this study area at an elevation of some 510 feet), construction of two reservoirs, a pump station, and transmission lines connecting the existing reservoirs with the planned reservoirs and pump station. Properties located within Water Service Zone 1 (shown in Figure 7) are currently served with public water.

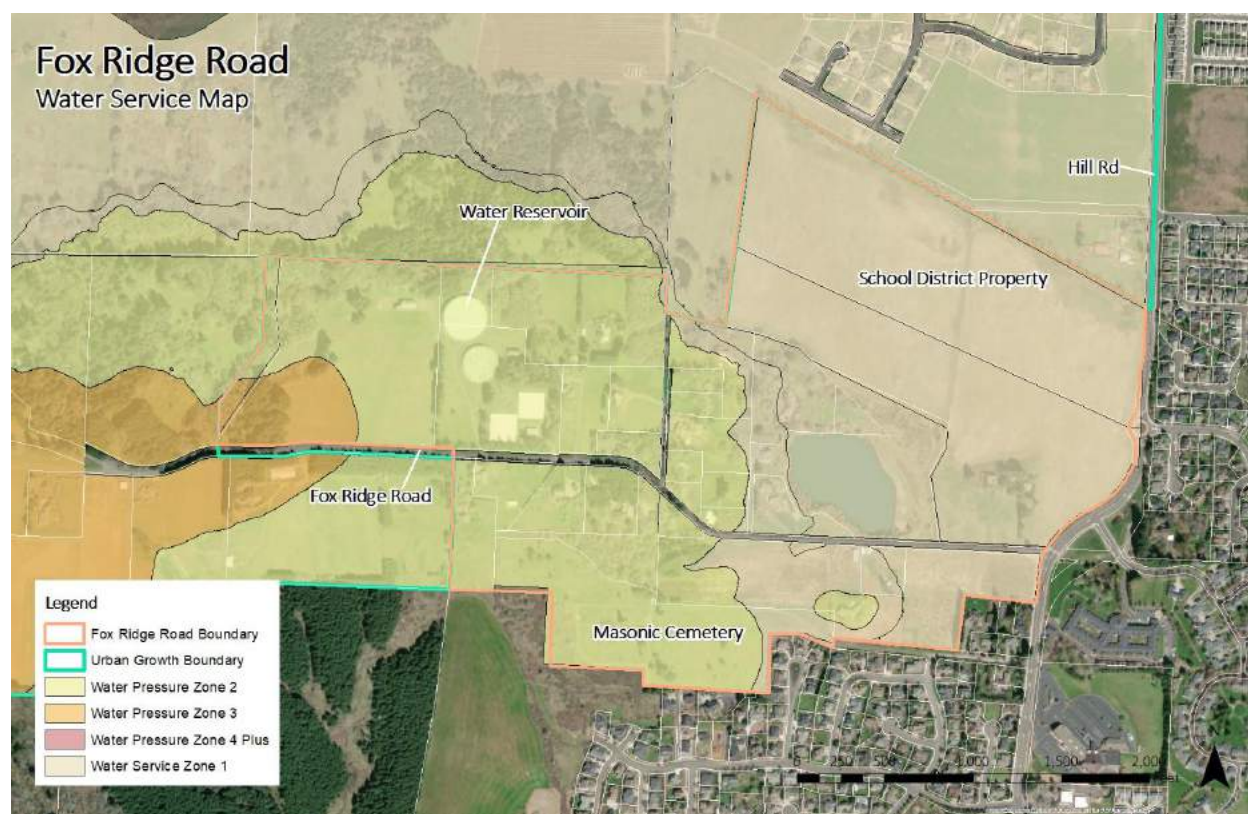


Figure 7. Water Service Zone Map

### Sewer

Due to the topography of the study area, sanitary sewer effluent would gravity flow in two directions: to the north into the Michelbook drainage basin; and, to the south into the Cozine drainage basin, requiring additional trunk line extensions beyond what would otherwise be required. According to the City of McMinnville Engineering Department, there are downstream capacity limitations to both the Michelbook and Cozine drainage basins. Capacity limitations will be evaluated as the Wastewater Master Plan is updated in the future.

### Stormwater

There are currently no existing storm pipes within the study area. However, existing storm pipes run throughout the neighborhoods both south and east of the Fox Ridge Road area that may be connected to any new storm pipes extended as part of the area plan. Within the Fox Ridge Road area is the North Cozine and Baker Creek Basin, as well as the West Cozine Creek Basin to the south. There is also a large gravel borrow pit that is now filled with water located in the eastern portion of the study area. Prior to any new development, the City will likely require the construction of water quality treatment and detention facilities prior to being discharged into the public stormwater line.

### Electric

The study area is currently served by McMinnville Water and Light. There are existing feeders on North Hill Road that would have to be upgraded to accommodate the additional projected load from new developments. The Fox Ridge Road Area is already serviced, however, future coordination with municipal utilities will be coordinated at the time of development of individual properties.

### **Community Facilities**

Resource	Facility	Address	Location
Schools	Newby Elementary School	1125 NW 2 <sup>nd</sup> St	1 mile – East
	Duniway Middle School	575 NW Michelbook Ln	1 mile – East
	Memorial Elementary School	501 NW 14 <sup>th</sup> St	1.5 miles – East
	McMinnville High School	615 NE 15 <sup>th</sup> St	2 miles – East
Higher Education	Linfield University	900 SE Baker St	2 miles – SE
	Chemeketa Community College	288 NE Norton Ln	3.5 miles – SE
Parks	Jay Pearson Neighborhood Park	2120 NW Yohn Ranch Dr	0.6 miles – NE
	Westside Bicycle and Pedestrian Greenway	Runs north/south NW Baker Creek Rd to SW 2 <sup>nd</sup> St	0.5 miles – East
	McMinnville Linear Park	Runs east/west S. Agee St to SW Westvale St	0.6 miles – SE
Hospitals	Oregon Whole Health	349 SE Baker St	1.6 miles – SE
	Physicians Medical Center	2435 NE Cumulus Ave	3.3 miles – SE
	Willamette Valley Medical Center	2700 SE Stratus Ave	3.3 miles – SE
Police Stations	McMinnville Police Department	121 SE Adams St	1.6 miles – SE
	Yamhill County Sheriff's Office	535 NE 5 <sup>th</sup> St #143	1.8 miles – SE
Fire Station	McMinnville Fire Department	175 E 1 <sup>st</sup> St	1.6 miles – SE
Playground	Scotty's Playhouse Indoor Playground	700 NW Hill Rd	0.1 mile – East
Senior Care	The Manor at Hillside Retirement Community	900 NW Hill Rd	0.1 mile – East
	The Village at Hillside Assisted Living Facility	440 Hillside Pkwy	0.3 mile – SE
	Traditions at Hillside Retirement Community	300 Hillside Pkwy	0.3 mile – SE
	Vineyard Heights Assisted Living Facility	345 SW Hill Rd	0.5 mile – South
	McMinnville Memory Care	320 SW Hill Rd S	0.5 mile – South
Cemetery	Masonic Cemetery	NW Cemetery Rd	0 miles

The proximity of these community facilities further informs the area planning process, providing context to existing facilities, amenities, services, and opportunities for new connections. By understanding the distance of existing parks and playgrounds, the plan can prioritize pedestrian connectivity to these areas to link newly proposed parks and trails to the existing system of these facilities. Nearby resources, such as senior care facilities and schools, can be accounted for when considering new land uses and so on.

## Key Findings

### Land Use and Zoning

- The Fox Ridge Road Area Plan is expected to be adopted in reference to the MGMUP to ensure the study area complies with the goals and objectives established through the area planning process
- A significant land use within the area will be the 42-acre site owned by McMinnville School District that is slated for the potential development of a future high school.
- The plan will include a Neighborhood Activity Center that allows for small scale commercial and office development, NAC park/plaza, and high-density residential development within the center.
- The Neighborhood Activity Center should be strategically located to provide services and amenities to the diverse residential developments proposed within the study area.
- A neighborhood park is to be located within ½ mile of all residences within the neighborhood.

### Natural Features

- Topographically, the majority of the study area consists of gradual to steeply sloping land that may affect the constructable residential densities and related utilities.
- A majority of the area's soils are of moderate to poor permeability which limits the types of stormwater facilities that can be utilized in support of future urban development.
- The area plan will need to plan for a useable open green space network that includes greenways and trails throughout the area to improve the walkability and accessibility of the study area.
- Two ridges running parallel to Fox Ridge Road, one on the north side and one to the south, further divide the properties along Fox Ridge Road from flatter areas at the northeast corner of the study area and land immediately to the south.
- Recent mapping conducted by the City of McMinnville to identify natural hazards and natural features in conjunction with Statewide Planning Goals 5 and 7 identified significant tree groves at the western edge of the study area, and scenic viewpoints along ridgelines to the north and south of Fox Ridge Road. It will be important to conserve natural greenspaces and greenways that may also serve to protect the dense stands of mature trees that provide habitat for protected avian species.
- Relatively flat properties at the northeast corner of the study area and at the base of Fox Ridge Road, near its intersection with NW Hill Road, are less impacted by slopes and closer to existing utilities.
- A large remainder of land within the Fox Ridge Road Area Plan is most suitable for lower density residential housing development due to steep slopes.
- Preliminary mapping of potential NH-P and NH-M overlay zones indicate that development may be limited by natural hazards on the middle portion of Fox Ridge Road, above the cemetery and tree farm properties at the base of the hill, and below the westernmost edge of the study area. In combination with other development constraints (parcelization, serviceability), new residential development along the higher portions of Fox Ridge Road may take place later than other portions of the area, or at a lower intensity. These areas could be evaluated in conjunction with identified natural features and habitat areas for possible designation of open space areas and/or transfer of development rights.

### Infrastructure and Services

- If a different street standard is applied to Fox Ridge Road, future development would require road frontage improvements to meet City standards, including improvements to the right-of-way, remove and reconstruction of the existing subgrade, construction of paved travel surfaces, as well as 5-foot minimum sidewalks along both sides of the street, curbs and gutters.
- Connectivity and coordination with the development of the high school site, adjacent to the proposed mixed-use concept plan development, will be critical to the area plan.
- Bike and pedestrian connectivity should occur between the Fox Ridge Road area and existing trails and linear parks throughout McMinnville.
- Coordination with Yamhill County Transit should occur to provide public transit services, especially in conjunction with the proposed partial Neighborhood Activity Center location.

### Wallace Road Extension

- The three-legged roundabout at the intersection of NW Hill Road and Wallace Road provides an opportunity to extend Wallace Road westward for access to the location of the Neighborhood Activity Center and the McMinnville School District property.
- A Wallace Road extension would provide access for the future high school site and the Neighborhood Activity Center on TL 700. Due to these adjacent uses, the Wallace Road extension will likely be the most used street in the study area, by all modes of travel, making the design and alignment of the road particularly important.

### Regulatory Context and Planning Framework

- The Area Plan will be adopted as a supplement to the McMinnville Comprehensive Plan, and act guide for future urbanization of the land located within the Fox Ridge Road Area Plan.
- The Area Plan will reflect the principles of the MGMUP, MGMUP Framework Plan, McMinnville Comprehensive Plan and other applicable City land use policies and standards including:
  - The guidelines of the Traditional Neighborhood model
  - Standards for a partial Neighborhood Activity Center
  - The adopted Great Neighborhood Principles (Comprehensive Plan Policies 187.50)
- The MGMUP Framework plan identifies potential planned uses such as a partial or half Neighborhood Activity Center (5 – 10 acres) with commercial and office development (1 – 2 acres), medium-density residential development (2 – 5 acres) and high-density residential development (2 acres) located at the perimeter of the Neighborhood Activity Center. This will also include a Neighborhood Park located within a ½-mile distance from all residences in the study area, and a natural resource park.

### School District Property

- McMinnville School District owns a 42-acre site at the northern edge of the study area, intended for a future high school. The site is a parallelogram, extending only about 700 feet in depth from the anticipated future extension of Wallace Road.
- The future high school site occupies a significant portion of the flat land at the northeast corner of the study area that is most easily accessed and serviced by existing utilities. Depending on the size of the high school, utility needs may vary. The timeline for development is uncertain.
- The district has not adopted specific programming or plans for a high school at this time, pedestrian, bicycle, and vehicular connectivity to the school will need to anticipate the future layout of the site.
- The shape of the property may pose challenges for configuring a high school, depending on the eventual programming intended for the facility.

### Other Permanently Occupied Sites

- Two of the larger properties within the southern portion of the study area are occupied by uses that have been committed to specific uses that make them unlikely to redevelop at any time in the future:
  - The Masonic Cemetery occupies a 21-acre site, occupying nearly 70 percent of the southern boundary of the study area.
  - McMinnville Water and Light owns 13-acres near the center of the study area, along Fox Ridge Road, that houses four above-ground water reservoirs.
- These sites do not directly impact the development potential of neighboring properties but could interrupt the continuity of annexation and utility extensions, as property is urbanized from the existing City limits at the base of the hill. Annexations contiguous to City limits could occur relative to the City limits to the east or the south.

### Rock Quarry Pond

- A large gravel quarry, now filled with water, is centrally located within the study area, near the base of Fox Ridge Road and adjacent to the approximate location suggested in the Framework Plan for the Neighborhood Activity Center. The gravel pit currently stores runoff from uphill lands and provides supplemental irrigation to properties outside of the study area.
- The pond created on the gravel pit site could provide a feature to a future park site or amenity for development in the vicinity.
- A park site or public park at the gravel pit site would occupy a possible connection point between the higher ground along Fox Ridge Road and potential future locations for a high school and Neighborhood Activity Center. However, the pond itself is not visible from either of these lower elevation sites.
- The pond currently plays a role in stormwater drainage and retention, and changes in configuration may have impacts in and around the site.

## **Opportunities and Constraints**

The key findings listed above have helped inform the “Opportunities and Constraints Diagram” presented and utilized at Community Design Workshop #1 and has also been referenced in several Project Advisory Committee meetings to provide context (see Figure 8). This diagram summarizes the opportunities for various land uses, development patterns, building relationships, open spaces, and connections, as well as any key constraints that would need to be overcome in order to realize those opportunities.

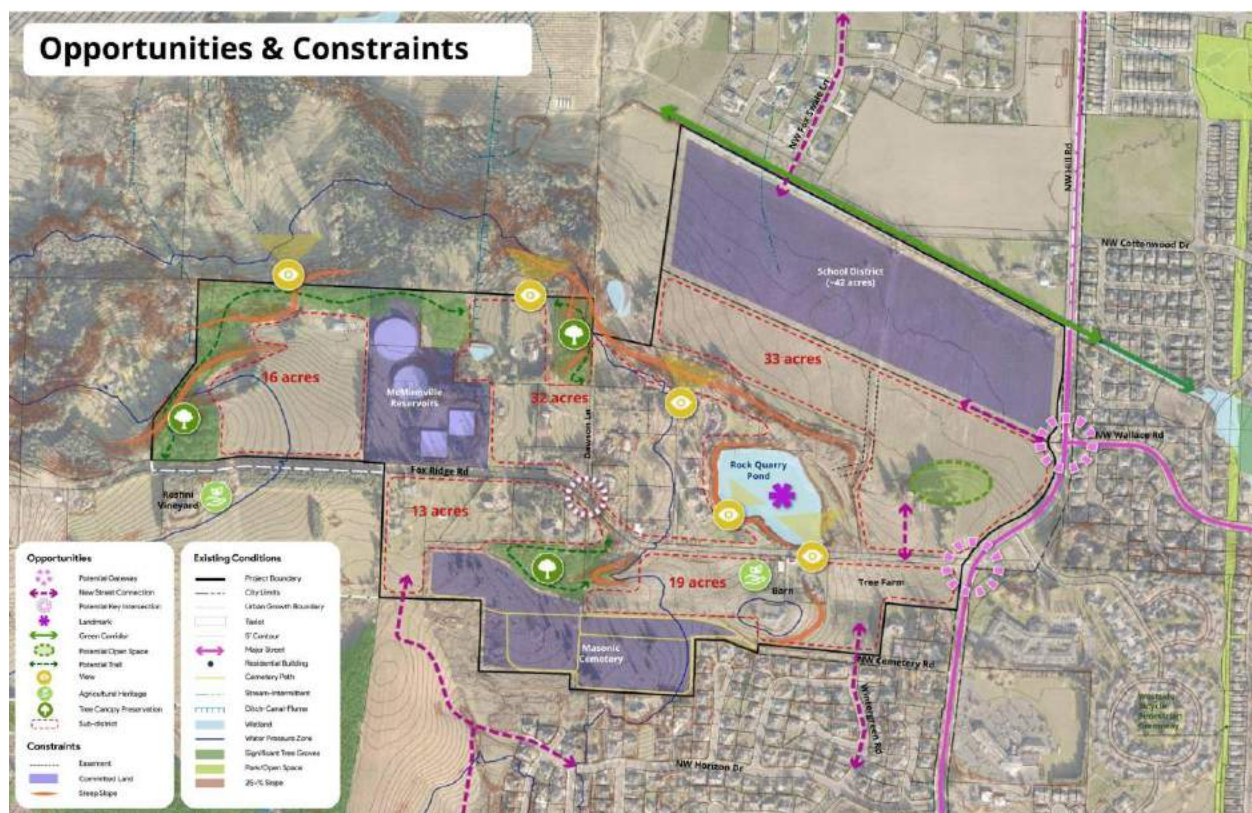
### Opportunities

- Potential gateways to the study area have been identified at the Hill Rd/Wallace Rd intersection and the Hill Rd/Fox Ridge Road intersection.
- New street connections identified connect the Fox Ridge Road study area to the Hillcrest Master Plan development, to the location of the Neighborhood Activity Center, through the School District site, and to both NW Hill Road and Wallace Road.
- Landmarks include the existing Rock Quarry Pond for preservation as a key community feature.
- Areas of significant tree groves have been identified for tree canopy preservation.
- Scenic viewpoints are shown that take advantage of the steep topography of the study area.

### Constraints

- Committed lands include the School District site, Masonic Cemetery, and McMinnville Reservoirs.
- Steep slopes surpassing 25%+ will severely limit development due to topographical constraints.
- An existing easement from the Rock Quarry Pond runs through the proposed NAC site.







## Part 3: Community Engagement and Plan Development

### Methods of Engagement and Community Input

In addition to conducting a document review and evaluation of existing conditions for the study area, the area planning process included several methods of community engagement for input and feedback to develop the goals and policies of the Fox Ridge Road Area Plan. Community engagement involved remote interviews with stakeholders, an online survey, design workshops, and public comments at Project Advisory Committee meetings and work sessions with Planning Commission and City Council. These opportunities for engagement were promoted through social media and newspaper ads, on the City website, and a City outreach booth, and updates for further involvement were provided at each of these meetings.

#### Stakeholder Interviews

Interviews with key stakeholders were conducted early in the area planning process to gather insight on the study area and receive initial comments on existing conditions, community features, and any current or future development plans. These interviews included private property owners, developers, and representatives from the McMinnville School District, McMinnville Water and Light, and the Oregon Department of Fish and Wildlife. These interviews provided future considerations to be accounted for within the area plan, stakeholders expectations for future development, expected services needed to support future development within the area plan boundary, connections to committed land uses, and the future planning of sensitive areas.

#### Online Survey

To receive a wide range of input from the Fox Ridge Road neighborhood and surrounding community, an online survey was available for one month between March 10 to April 10, 2023. The survey questions aimed to gauge the familiarity of respondents to the Fox Ridge Road area, and what the community's vision for the future of the Area Plan appeared to be. A total of 147 responses were submitted, many of which emphasized park, trails, and open space, preserving some aspect of the existing rural landscape, and helped identify key assets such as the Rock Quarry Pond, Masonic Cemetery, and scenic views of the area. There were diverse responses regarding housing density and affordability. Please see Appendix A for the summary of the survey results and responses.



#### Community Design Workshops

A total of two community design workshops were held to engage stakeholders, City staff, and citizens in interactive design sessions around the potential development scenarios for the Fox Ridge Road area. The intent of these workshops was to collaboratively develop a framework for future growth. The first workshop focused on gathering input to develop three distinct development scenarios for the area, with the consideration of land use, urban design, connectivity, access, infrastructure, and stakeholder concerns. The second workshop focused on parks, trails, and connectivity, and explored design concepts for the parks and trails, as well as the bike and pedestrian connections between these spaces. Please see Appendix B for summaries from both community design workshops.

### Project Advisory Committee Meetings

The Fox Ridge Road Project Advisory Committee (PAC) was formed at the beginning of the area planning process and has held six meetings over the course of one year starting on December 1, 2022. These meetings reviewed project goals, findings of analyses and reports that were developed, outcomes of the community design workshops and online survey, and the development scenarios that were created as a result of those workshops. Committee members provided their input on these items and helped refine the resulting land use concepts to create a preferred land use concept plan. The Project Advisory Committee also identified key goals for the community and provided valuable feedback on the goals and policies that were created based on public engagement, stakeholder concerns, and the regulatory context and planning framework required to be met by the area plan. The area planning process has been guided by the Project Advisory Committee, representing the interests of the community, and creating the final vision for the Fox Ridge Road Area Plan.



### **Plan Development and Alternatives**

As a result of the community engagement efforts, three land use concept “alternatives” were developed that each highlighted different priorities and elements required within the plan. Ultimately, each alternative was evaluated against the regulatory framework for the Fox Ridge Road Area Plan to identify the plan highlights and deficiencies. The alternatives, along with their findings, were presented to the PAC for review and feedback to create one preferred land use concept that accurately captured regulatory and planning requirements, as well as the vision of the community. Input from the community that influenced the development of the preferred land use alternative also informed creation of goals and policies for the plan, which captured the following comments and concerns:

- The desire for **parks, trails, and open spaces** throughout the planning area.
- The preservation of **scenic views** with opportunities for viewpoints along proposed trails.
- Conserving community features such as the **rock quarry pond, masonic cemetery, and tree farms**.
- Ensuring **neighborhood-serving retail** in new commercial areas.
- Consideration of development impacts on **nature, wildlife, and mature tree stands**.
- Potential **traffic impacts** with new development and higher density.
- Concerns regarding **design and aesthetics** of new developments.
- Providing pedestrian and bicycle pathways for **walkability, access, and safety**.

The draft preferred land use concept was presented to the Planning Commission and City Council at a joint work session held on October 18, 2023, for discussion. Input received from the work session helped further refine the concept for the final Area Plan Map (see Figure 9).

## Market Analysis

A market and development analysis was conducted that focused on identifying the most feasible development types for commercial and higher density residential land in the Neighborhood Activity Center. The report provides market overviews, generates reliable assumptions with respect to achievable pricing and absorption, and outlines feasible uses, scale, and development forms within the Neighborhood Activity Center. The residential analysis provided focuses on high-density uses and evaluates the rental and ownership housing separately. The analysis indicates that there is adequate market support for rental apartments, rental townhomes, ownership townhomes, and commercial space in the Fox Ridge Road Neighborhood Activity Center. The analysis also provides further detail on the development types that would be feasible in this area, the potential for mixed-use projects, as well as the location for commercial and high-density residential uses. The full market analysis is included in Appendix E.

### High-Density Residential

Demand for rental housing increased notably during the last decade. With a reduced supply of single-dwelling rentals, markets saw strong gain in apartment demand over this period of time. According to the market analysis, McMinnville has not seen the same increase in apartment construction as most other parts of the region. With limited new supply, apartment properties in McMinnville have seen a decline in vacancy rates over the past 10 years, and the current low vacancy rates indicate considerable pent-up demand. One of the factors that has likely sustained strong occupancy in McMinnville is relatively affordable rent levels, which may also have deterred new development. Based on the analysis, rental apartments are recommended closest to the commercial section, which is consistent with the MGMUP. Rental housing tends to benefit more from that proximity, and the location will provide access to further amenities such as nearby park/green space and access to neighborhood-serving commercial retail.

### Commercial Space

Based on the analysis, commercial activity in the NAC will depend on good exposure to auto traffic and will therefore need a location on the major Hill Road intersections, either at Wallace Road or Fox Ridge Road. Assuming the future development of the School District site the Wallace Road intersection provides the strongest exposure, positioning the commercial components to capture demand from residents east of NW Hill Road in addition to Fox Ridge Road Area residents.

## Transportation and Traffic Impact Analysis

An existing and future analysis of traffic conditions was conducted with 20-year forecasting for future growth assumptions. Intersection traffic operations were analyzed for the weekday AM and PM peak hours under the existing conditions and future 2041 conditions to evaluate if the study area intersections meet the desired performance levels of the City. The analysis includes a future 20-year no-build and build analysis and identifies the transportation infrastructure needs for the Fox Ridge Road study area based on the Preferred Land Use Concept. The full traffic study is included in Appendix E.

Based on these land use assumptions, two intersections are estimated to fail to meet the City's vehicle operating standard in 2041. The suggested mitigation measures include:

- **NW Hill Road at Fox Ridge Road:** Install a single-lane roundabout or traffic signal.
- **NW Hill Road at 2<sup>nd</sup> Street:** Install a single-lane roundabout or traffic signal.

### Bicycle, Pedestrian, and Transit Needs

Conditions for bicyclists, pedestrians, and transit needs were considered within the traffic analysis for the study area. NW Hill Road between Baker Creek Road and 2<sup>nd</sup> Street had recently been reconstructed with on-street bike lanes, gutter, curb, sidewalks, and a center turn lane/raised median since the McMinnville Transportation Systems Plan (TSP) was adopted in 2010. There are still gaps in the sidewalk along the west side of the road that is anticipated to be filled in as annexation and development occurs. The segment of NW Hill Road between 2<sup>nd</sup> Street and Alexandria Street does not have any sidewalks, curb, gutter, or on-street bike lanes. Although, there are existing wide paved shoulders for bikes within this segment. There are no local transit routes that stop or travel along NW Hill Road. The City is working with Yamhill County Transit to eventually extend services to residential and commercial locations along NW Hill Road as the Fox Ridge Road Area develops. As the Neighborhood Activity Center develops and additional medium-density and high-density residential units are developed, demand for public transportation will increase.

### Priority TSP Projects

The City is also working on updating their TSP which will maintain standards for pedestrian and bike facilities and identify where improvements shall be made throughout the City and including within the Fox Ridge Road Area. In their current McMinnville TSP (2010), the priority vehicle, pedestrian, and bike projects that are applicable to the Fox Ridge Road study area include the following:

- Compete Streets Update – NW Hill Road South (between 2<sup>nd</sup> Street and Alexandria Street) includes addition of pedestrian sidewalks and on-street bicycle lanes.
- Installation of a roundabout or traffic signal at NW Hill Road and 2<sup>nd</sup> Street. Based on the recent traffic analysis performed, a single-lane roundabout was evaluated at this location but was found to require dedicated southbound and westbound right turn lanes to operate adequately, which would also require more right-of-way than a traffic signal with dedicated left turn lanes. Although a single-lane roundabout was evaluated to function at this intersection, a signalized improvement could be equally as effective in managing traffic.

## **Implications for the Area Plan**

The Fox Ridge Road Area Plan anticipates the future urbanization and development of the study area where existing low-density residential neighborhoods are gradually redeveloped with infill projects that comply with the MGMUP Framework Plan. This includes higher density housing developments, neighborhood serving commercial retail, parks, trails, pedestrian connections, and street improvements. As the plan is realized, new developments will require additional services and improved infrastructure to support growth within the study area. The Fox Ridge Road Area Plan provides specific direction on the land use and design for future development within the study area as properties are annexed and developed.



## Part 4: Fox Ridge Road Area Plan

This chapter presents the final plan and land use concepts that will guide future development and planning decisions within the Fox Ridge Road Area. This Area Plan has been created by the community through design workshops, online survey responses, Project Advisory Committee meetings, and public work sessions. This process of community engagement helped develop the initial land use concept alternatives and form the goals and policies for the Area Plan. The initial draft land use concepts were ultimately refined by the City's Project Management Team, Planning Commission and City Council through the area planning process. The Fox Ridge Road Area Plan's final preferred land use concept achieves the community's vision and goals while fulfilling the City's model for traditional neighborhoods and the Great Neighborhood Principles.

### The Plan Narrative

#### Land Use and Design

The Fox Ridge Road Area Plan's developed land uses are mapped in the Area Plan Map (see Figure 9) and includes all elements designated within the Framework Plan. The Neighborhood Activity Center is located along NW Hill Road at the Wallace Road intersection with commercial mixed-use and a park plaza at the core of the activity center. High-density and medium-density residential land uses are located directly adjacent to the neighborhood-serving commercial uses and surrounds the park plaza, and low-density residential land uses are located outside of the activity center where topography exhibits steeper slopes. A neighborhood park has been identified south of Fox Ridge Road and is located within a ½-mile distance from all residences within the Area Plan. Key community features have been identified including the Rock Quarry Pond, School District site, and the McMinnville Reservoir property. The remaining land to the west and the ridgeline areas along the northern boundary of the study area are allocated as a Natural Resource Park, which will also serve to protect existing natural resources and take advantage of the area's scenic viewpoints. Greenways and secondary trails connect the entire study area to adjacent neighborhoods, and potential street connections have been identified throughout the Area Plan.

The Fox Ridge Road Area Plan considers local design considerations that build on the Great Neighborhood Principles and their related plan policies. These include:

- Protection of the Rock Quarry Pond and Masonic Cemetery as community features.
- Coordination with the School District site and the Neighborhood Activity Center.
- Creating walkable and neighborhood-serving mixed-use commercial development.
- Connecting the proposed park systems for accessibility to all residents in the area.
- Emphasizing pedestrian and bicycle safety and access through frontage road improvements, greenways, and trail systems.

Key features of the Area Plan include:

- **Mixed-Use Commercial.** Within the focus area of the Neighborhood Activity Center, mixed-use commercial land use has been designated to provide flexibility in future development. This area may be developed with ground floor commercial uses and residential units or office space above ground. The location of the mixed-use commercial land use is intended for neighborhood serving retail development to provide goods and services to the residents of the Fox Ridge Road Area.
- **Higher Density Residential.** Designation of medium-density and high-density residential units maximizes opportunities for new housing development and allows for a variety of diverse housing options. The location of these higher density residential land uses is directly adjacent to the designated mixed-use commercial area, creating walkable and accessible neighborhoods.

- **Neighborhood Park.** The neighborhood park provides opportunities for active and passive recreation that is accessible to all residents in the study area. The neighborhood park is centrally located within ½-mile distance from all residences and exceeds the minimum target acreage.
- **Natural Resource Park.** A natural resource park has been identified at the west end of the study area, and along the northern boundary following the existing ridgeline. The designation of these lands as a natural resource park preserves the existing natural features while providing opportunities for both active and passive recreation. The natural resource park includes large open green spaces as well as proposed trails along the northern ridgeline that take advantage of the scenic viewpoints of the study area.
- **Greenway and Trail System.** Identified greenways connect NW Hill Road through the study area via Fox Ridge Road. The greenway system provides an alternative transportation system for walking as well as bikes, scooters, strollers, and electric accessibility vehicles by safe routes connecting residential areas to the Neighborhood Activity Center and the School District site. This trail system also includes secondary trails that create a “looped” and well-connected pedestrian network.
- **Natural Feature Preservation.** The study area contains several stands of mature trees that provide habitat for protected avian species, the Rock Quarry Pond that stores runoff water used for off-site irrigation, and many opportunities for scenic vistas along the northern ridgeline. These areas of existing natural features are preserved as designated park land, greenways, or trails.
- **Street Connections.** Potential street connections connect the study area to the surrounding neighborhoods and their existing street systems.

## Neighborhood Activity Center

The MGMUP Framework Plan calls for a partial Neighborhood Activity Center along the area’s Hill Road frontage between the Wallace Road roundabout and the intersection of Fox Ridge Road. The proposed NAC is located within the northeast corner of the study area, west of NW Hill Road. The plan highlights a distinct Focus Area of the NAC, where mixed-use commercial and a park/plaza has been located. Surrounding this area is the Support Area, where high-density residential exists and decreases in density moving away from the focus area.

### Focus Area

#### Mixed-Use Commercial

The location of the NAC focus area is well-positioned for mixed-use commercial development, specifically for neighborhood-serving retail. The location of the mixed-use commercial land use benefits from its accessible distance from existing and proposed residential areas, proximity to the future High School Site, and adjacency to NW Hill Road which provides exposure and direct access. The mixed-use commercial is anticipated to provide for ground floor retail services with additional upper floor residential housing or professional office use. The land use designation as a mixed-use allows for flexibility in future development, depending on market conditions and feasibility. This may be high-density housing with ground floor commercial, or smaller-scale commercial with second-story offices. Commercial uses will provide essential services for the neighborhood in one convenient location that is accessible in a single stop.

#### Park/Plaza

Centered within the NAC focus area, the park/plaza location provides a central location for community gathering and recreation. The park/plaza may include open green space with pedestrian sidewalks, a gazebo or gathering space, park benches for seating, water fountains, and other facilities that encourage ease of use. With its central location and open space, temporary uses may be encouraged within the park/plaza such as organized events, farmers markets, art fairs, cultural performances, or other recreational clubs or

activities. The park/plaza is a critical element to organize the neighborhood around both passive and active recreational opportunities, connecting the NAC with the surrounding support area.

## **Support Area**

### Residential Land Uses

#### *High-Density Residential (HDR)*

1/8-mile radius from focus area.

Surrounding the activity center are support areas that include the highest-density housing within the neighborhood. The Framework Plan calls out a target of 2 acres minimum for high-density residential area. As desired by the community, the HDR allocated within the Area Plan exceeds the Framework Plan target with a total of 4.4 acres designated for future high-density residential development. All HDR areas are located just outside of the focus area, surrounding the southern boundary of the NAC park/plaza north of Fox Ridge Road. This location provides direct access from HDR areas to neighborhood-serving commercial areas, the NAC park/plaza, and the high school site. Configuring all HDR north of Fox Ridge Road eliminates the need for street crossing to access the focus area and creates cohesive design opportunities for future development. Areas designated as High-Density Residential will be classified under the R-5 High-Density, Multiple-Dwelling Zone.

#### *Medium-Density Residential (MDR)*

1/4-mile radius from focus area.

Progressively decreasing in density outwards, the medium-density residential areas are also located within the support area. The Framework Plan identifies a target of 2 to 5 acres for medium-density residential area. The Area Plan maximizes density with 10.6 acres of designated land uses for future medium-density residential development. These MDR areas are located north of the focus area (adjacent to the School District site) and south of Fox Ridge Road across from the designated HDR. Areas designated as Medium-Density Residential will be classified under the R-3 Medium-Density or R-4 Medium, High-Density Zones.

#### *Low-Density Residential (LDR)*

As identified in the MGMUP, the Fox Ridge Road study area is one of the few areas planned for R-1 density. Low-density residential land uses outside of the NAC are designated in the following areas: where street facilities are limited to collectors and local streets, such as Fox Ridge Road which is classified as a local street within the TSP; where there are development limitations due to topography, soil characteristics, or drainage; and within areas that have a limited capacity for development in terms of facilities and services such as sewer, water, drainage, schools, police, and fire. As described in the existing conditions section of this plan, much of the Fox Ridge Road study area exhibits topographic constraints, natural hazard areas, and existing limitations to capacity such as sewer and water services. These constrained areas have been identified for low-density residential development. Areas designated as Low-Density Residential will be classified under either the R-1 or R-2 Low-Density Zones.

### Connectivity

The focus area and support areas are connected by proposed street connections and pedestrian greenways. The greenways are a system of primary trails that connect the NAC to the rest of the study area, creating safe and accessible means of pedestrian and bicycle travel without having to rely on automobiles. Secondary trails create additional connections between greenways and other key features such as the various parks designated throughout the study area and all of the low-density residential designated west of the activity center. These connections emphasize walkability, scale, and safety within the activity center and ensure that residents throughout the Fox Ridge Road Area have direct access to the activity center.



## Types of Land Uses

The market analysis prepared for the Fox Ridge Road study area provides suggestions for land uses that may be feasible for future development. The following are potential uses based on the market analysis and discussion with the community that fulfill the vision for the Fox Ridge Road Area Plan:

### Mixed-Use Commercial

- Neighborhood grocery store or market
- Pharmacy or drug store
- Bakery or coffee shop
- Neighborhood services or retail
- Neighborhood restaurant or pub
- Professional office space
- Upper story housing (commercial on ground floor)

### Residential

- High-density housing (R-5 zone)
- Medium-density housing (R-3 and R-4 zones)
- Low-density housing (R-1 and R-2 zones)

### Public/Institutional

- Neighborhood park or plaza
- Public market
- Daycare facility
- Schools

Land uses that should be avoided include uses that are considered noxious when located next to a residential neighborhood, large retailers or discount stores, auto-oriented businesses, warehousing, storage, or heavy manufacturing. These types of uses do not compliment a traditional neighborhood, which moves away from automobile dependency and relies on neighborhood-oriented retail services that encourages walkability and human scale design.



*Aerial perspective of the Neighborhood Activity Center site looking west of NW Hill Road.*

## **Parks and Public Facilities**

### Neighborhood Park

To provide recreational opportunities that support the residential land uses, a neighborhood park has been designated within the Fox Ridge Road Area that exceeds both the Framework Plan target of 3 to 5 acres and the Parks Master Plan facility requirements of 5 to 12 acres. The designated neighborhood park is 8.7 acres total, which also includes a buffer between the Masonic Cemetery along the southern boundary of park. The buffer acts as a barrier for the Masonic Cemetery from active recreational uses that may occur within the park such as active sports, large gatherings, or other programmed events. The neighborhood park is centrally located within a ½ mile distance from all residences in the study area and contains pedestrian trail connections that link the park to surrounding uses and areas. A primary greenway provides a direct connection from the NAC to the neighborhood park via Fox Ridge Road, and secondary trails further connect the park to adjacent low-density residential areas and other neighborhoods such as the Hillcrest Master Plan south of the study area. The location of the neighborhood park serves to protect existing natural resources such as the dense stands of mature significant trees within the designated park area.

### Natural Resource Park

The Fox Ridge Road Area is defined by its existing natural and geographic features such as its scenic views and challenging topography. A natural resource park is included that takes advantage of the topography and natural resources within the westernmost areas and along the northern boundary. The natural resource park preserves the natural landscape of these more challenging areas while providing opportunities for scenic vistas along the northern ridge. The total area for the park is comprised of roughly 29.5 acres, which is connected to the study area via greenways and secondary trails. The greenway system along Fox Ridge Road encourages pedestrian travel west through the natural resource park heading north before transitioning to the secondary trail system that provides additional access along the northern ridge with demonstrated viewpoints. The natural resource park also further serves to protect the area's significant tree groves, which provide habitat to several avian species identified as 'Species of Concern.'

### Special Use Park / Rock Quarry Pond

Throughout the community engagement process, the rock quarry pond was consistently identified as a key feature of the study area. Conveniently located directly east of the NAC abutting the HDR land use, the plan designates the rock quarry pond as a Special Use Park to be developed as a recreational site or natural resource with opportunities for pedestrian access. This future improvement may include pedestrian pathways around the pond with bench seating that takes advantage of the scenic views and opportunities for wildlife viewing. The rock quarry pond actively provides irrigation off-site as it is continuously filled from uphill water runoff. Future stormwater master planning and subsequent development surrounding the rock quarry pond should consider the continuous fill level of the pond. Development of the Special Use Park will need to design stormwater management to ensure the rock quarry pond remains as a pond.

### Primary Trail / Greenway

The greenway system serves to protect the natural resources of the study area and preserve wildlife habitats. Greenways supports outdoor recreation and may offer trail-oriented features such as benches for seating, restrooms, bike racks or trash enclosures. These primary trails also provide direction connections through the study area by providing multi-use pathways for pedestrians and alternative modes of transportation. A major section of the greenway system is along Fox Ridge Road, which will buffer the primary multi-use trail from the street for safe and accessible routes of transportation. These greenways also create buffers between uses, such as between the LDR and MDR that is located within the NAC. Designated greenways create connectivity between all proposed parks and direct connections from the School District site, through the NAC, along Fox Ridge Road, and loops back around with secondary trails.

### Secondary Trail

Secondary trails act as connectors to provide a public access route for commuting and trail oriented recreational activities such as walking or biking. These trails typically include sidewalks and can be designed as multi-use trails and paths with designated bikeways. Within the Fox Ridge Road Area, some sections of trails may be developed more naturalistic around sensitive natural resource areas that require preservation. Secondary trails will help reduce auto-dependency by connecting community facilities and services to residential neighborhoods. They also serve to provide shorter relief points from the looped trail system for complete access to all sections throughout the study area.

## Infrastructure and Other Utilities

### Street Connections

Potential street connections and access points are identified throughout the Area Plan Map. These points of connection are based on the City's minimum block length standard and suggests connections where future developments may consider local street access. Future development will dictate the location of developable street connections, which will require compliance with the City's development standards.

### Existing Public / Committed Use

#### *McMinnville Reservoirs*

McMinnville Water and Light owns the 13-acre property that houses four above-ground water reservoirs.

#### *Masonic Cemetery*

Identified as a key community feature, the Masonic Cemetery occupies nearly 70 percent of the southern boundary with a 21-acre site. The neighborhood park abuts the northern boundary of the cemetery; however, a natural buffer has been allocated along this boundary between the two land uses.

## The Vision, Goals, and Policies

The Fox Ridge Road area is a beautiful naturalistic landscape with rolling hills that reflects the character and connection of a small-town community. With its breathtaking vistas, historical features, and opportunities for future neighborhood development, this once sprawling area highlights the goals of McMinnville's Great Neighborhood Principles in its envisioned land use, development, design, preservation, and connectivity. The following are goals for the Fox Ridge Road area that reflect the desires and values of the community with specific policies provided under each goal to guide development and future planning decisions:

**GOAL 1: COHESIVE LAND USE PLAN** – Ensure future development reinforces the Framework Plan and Great Neighborhood Principles with a connected Neighborhood Activity Center.

*The plan area contains existing low-density residential development. This plan aims to provide a mix of land uses that support each other, including a variety of housing development types to support single-dwelling and multi-dwelling development, and neighborhood serving commercial and office developments.*

#### *Policies:*

- 1. New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.*
- 2. Encourage a diversity of future housing forms, types, and designs that respect the existing character of the Fox Ridge Road plan area including both single-dwelling and multi-dwelling development.*

3. *New developments should promote inclusion and interaction within the right-of-way and public area.*
4. *Encourage neighborhood serving, oriented, and scaled commercial uses that is easily accessible to residents within the Neighborhood Activity Center.*
5. *Limit the location of any commercially zoned land to the Neighborhood Activity Center.*

**GOAL 2: OPEN GREEN SPACES** – Create well programmed and connected parks, trails, and open spaces that aim to help preserve and protect existing natural resources and scenic views.

*The plan area contains several natural and community resources including the Rock Quarry Pond, Masonic Cemetery, significant tree groves, and a large natural area along the northern ridge. This also includes scenic views of natural scenery and landscapes, and scenic resources such as dark night skies that may be impacted by light pollution and design. This plan aims to preserve, protect, and enhance these identified resources while promoting both passive and active recreational opportunities that are connected throughout the area.*

*Policies:*

1. *The built environment will be designed to provide and protect scenic views from the area.*
2. *The Rock Quarry Pond should be protected and enhanced as a Special Use Park with public access.*
3. *The Masonic Cemetery should be protected and respected by future developments.*
4. *Significant natural and community features should be inventoried and protected to the extent fullest.*
5. *Locate and acquire areas within the plan area that have been identified as open space for the development of parks, trail corridors, and open green spaces.*

**GOAL 3: AESTHETICS AND DESIGN** – Encourage well designed and aesthetically pleasing developments that help meet land use goals while preserving the character of the area.

*The plan area contains existing rural residential developments at very low densities with small-town design characteristics. This plan aims to preserve the small-town character of the area by allowing development for future growth which reflects, preserves, and supports the existing character of McMinnville. Alternative proposals to design will be evaluated based on compatibility with the plan area.*

*Policies:*

1. *The existing small-town character of the Fox Ridge Road plan area should be considered when designing residential, commercial, or institutional developments within the plan area.*
2. *Require future landscaping within the area to include native landscape plantings with seasonal variation and tree plantings that include deciduous trees to provide shade for the public streets.*
3. *Adopt design guidelines for the Neighborhood Activity Center that complement the small-town character of the Fox Ridge Road plan area and the City of McMinnville.*

**GOAL 4: TRANSPORTATION** – Enhance local connectivity and pedestrian accessibility throughout the area.

*This plan aims to create a connected transportation and pedestrian network that serves the Fox Ridge Road plan area and its surrounding neighborhoods, ensuring safe access for residents of all ages and abilities.*

*Policies:*

1. *The Fox Ridge Road Area will have safe shared pedestrian and bicycle routes for residents.*
2. *Planned multi-use paths should be at least 10 to 12 feet wide for utility purposes.*
3. *New street connections should connect to the existing local street grid consistent with the Local Street Connectivity map and comply with the Transportation System Plan standards.*

**GOAL 5: NATURAL FEATURES AND HAZARD AREAS** – Protect wildlife species, significant tree stands, and hazard areas that have been identified for mitigation or protection.

*The plan area contains identified hazard areas for both mitigation and protection, as well as natural features. This plan is designed with consideration to both natural features and hazard areas. The Area Plan will be coordinated with future Natural Features and Hazards planning as part of implementation.*

*Policies:*

1. *The plan should be coordinated with Natural Hazards and Natural Features Planning.*
2. *The plans should seek to protect areas of wildlife habitat.*
3. *The plan should be coordinated with planning for natural hazards to protect life and property from natural hazards.*
4. *Plan for the “ridgeline” natural areas to trails for connectivity or passive and active recreational opportunities.*
5. *Public improvements and private development should strive to protect existing significant tree stands and individual mature significant trees.*

## **Great Neighborhood Principles**

In April 2019, the City of McMinnville adopted the Great Neighborhood Principles into the City’s Comprehensive Plan. Their purpose is to guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. These 13 principles are listed below. Under each principle are specific policies that detail how these principles are expected to be expressed in a site and context-specific way within the Fox Ridge Road Area Plan:

1. *Natural Feature Preservation*

- Protect the Rock Quarry Pond and Masonic Cemetery.
- Protect existing significant tree stands and mature significant trees.
- Protect riparian corridors and wildlife species of concern.

2. *Scenic Views*

- Provide viewpoints and protect scenic vistas along the northern ridge of the plan area.
- Gathering spaces will be designed to incorporate natural areas and scenic views.
- Orient streets and open spaces towards scenic views.

3. *Parks and Open Spaces*

- Protect existing natural resources in open spaces.
- Create new gathering spaces within the proposed neighborhood.
- Provide a nature-based community park.

- Provide an open space park plaza within the Neighborhood Activity Center.
  - Provide a neighborhood park within ½ mile of all residences within the neighborhood.
4. *Pedestrian Friendly*
    - Provide a trail system and pedestrian corridors that provide connectivity throughout the plan area and safe access to the Neighborhood Activity Center.
    - Incorporate shade trees along pedestrian corridors.
  5. *Bike Friendly*
    - Provide safe routes for residents and cyclists.
    - Utilize connected primary greenway system.
  6. *Connected Streets*
    - Connect local street systems within Neighborhood Activity Center and School District site.
    - Connect to existing local street grid in the Fox Ridge Road plan area.
    - Improve Fox Ridge Road and local streets to better serve the plan area.
  7. *Accessibility*
    - Design new developments with pedestrian corridors for ease of use by all ages and abilities.
    - Create connected and accessible secondary trail loops throughout the plan area.
  8. *Human Scale Design*
    - Design based on small-town character—porches, balconies, prioritize outdoor and open spaces.
    - Promote inclusion and interaction within the right-of-way.
    - Design commercial uses to typical human scale.
    - Encourage shorter block lengths within new developments.
    - The public and private areas between land uses in the focus area should be intentionally designed to provide pleasant places for pedestrian and human interaction ensuring vehicular use and parking lots do not dominate street edges and park and common area interfaces.
  9. *Mix of Activities*
    - Design the Neighborhood Activity Center to provide mixed-use developments where feasible.
    - Encourage neighborhood serving commercial and institutional uses easily accessible to residents.
  10. *Urban-Rural Interface*
    - Preserve small-town character in development and design.
    - Consider existing agricultural uses and respect this heritage through careful transitions.
  11. *Housing for Diverse Incomes and Generations*
    - Allow for a mix of housing types that serve a variety of household incomes.
  12. *Housing Variety*
    - Encourage a diversity of housing forms and types for future housing developments that reflects the existing character of the plan area.
  13. *Unique and Integrated Design Elements*
    - Unique public art, public furnishing, and design elements should be incorporated into public places, parks, and commercial areas.



## Neighborhood Activity Center – Land Uses

### *Types of Residential Housing*



### *Mixed-Use Commercial*





## Potential Features for Neighborhood Parks



## Greenways and Shared Use Paths





## *Trails and Natural Areas*



## *Connecting Open Spaces*





## Relating Land Uses





## The Area Plan Map

### FINAL Preferred Land Use Concept

*This concept maximizes capacity on the eastern and northern portions of the planning area, where the land is generally flatter, less constrained, and has closer access to NW Hill and Wallace Roads.*

*Parks and open spaces are distributed throughout the planning area with greenway connections, including those along the northern boundary, and parallel to Fox Ridge Road.*

**High Density:** 4.4 ac

Framework Plan target: 2 acres

**Medium Density:** 10.6 ac

Framework Plan target: 2-5 acres

**Low Density:** 70.1 ac

**Commercial:** 4.9 ac

Framework Plan target: 1-2 acres

**Neighborhood Park + Buffer:** 8.7 ac

Framework Plan target: 3-5 acres  
Parks Master Plan target: 5-13 acres

**Natural Resource Park:** 29.5 ac

Framework Plan target: unspecified

**Special Use Park:** 12.6 ac

**NAC Park / Plaza:** 5.0 ac

**Greenway Area (between bldgs):** 3.0 ac

**Existing Public / Committed Use:** 72.5 ac

**Neighborhood Activity Center (NAC):**

Shown within dashed white circles.

Note: Acreages are reported as gross estimates and does not assume any rights-of-way deductions.

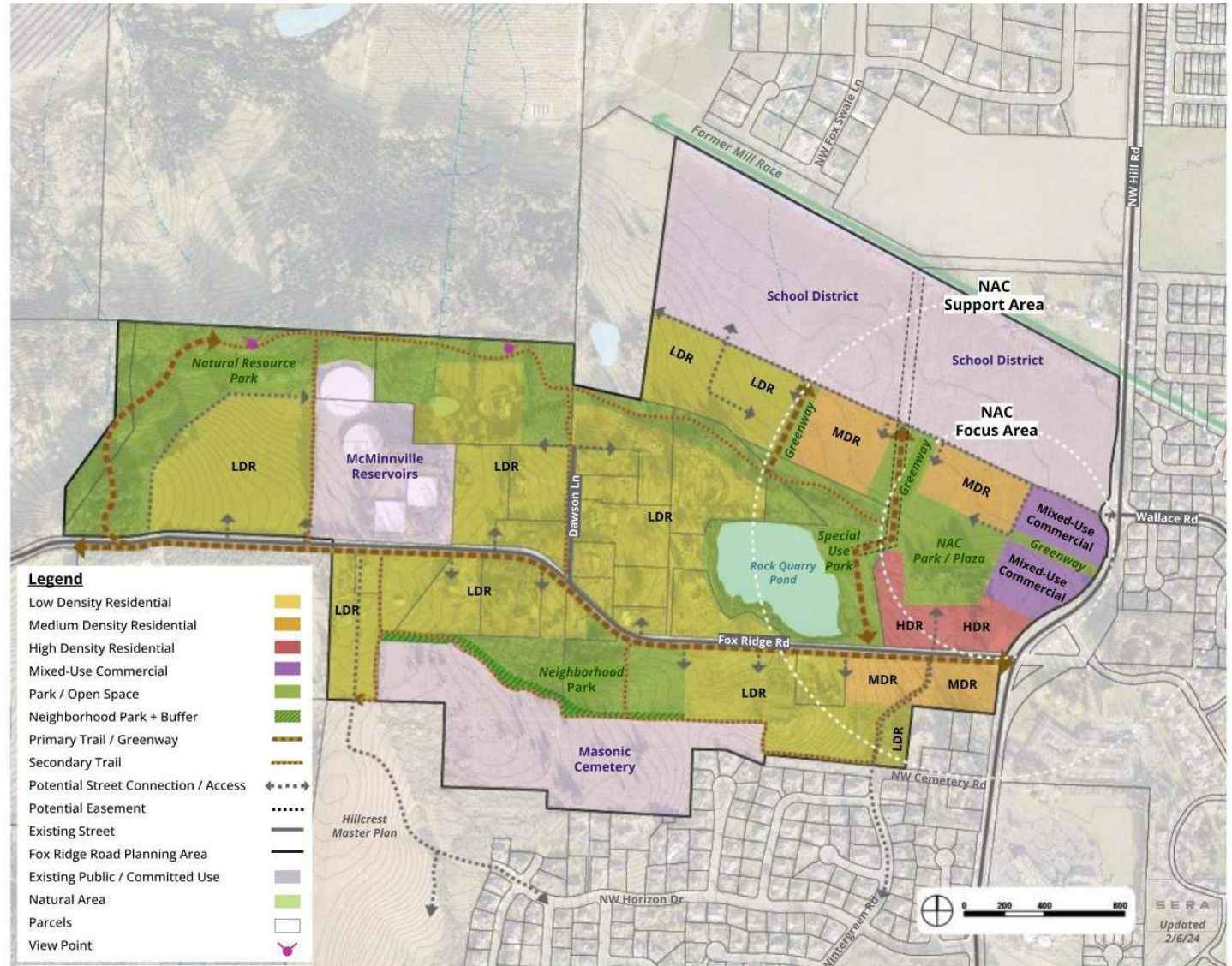


Figure 9. Preferred Land Use Concept.

## Part 5: Implementation

### Overview

As required by the area planning chapter of McMinnville's Municipal Code, the Fox Ridge Road Area Plan reflects the long-range planning efforts intended to determine land use regulations, transportation and infrastructure plans, and community goals within the study area. This section responds to policies and regulations from McMinnville's Comprehensive Plan, Development Code, Framework Plan, along with area and site-specific conditions. The following sections summarize the amendments that will be the primary implementation measures for the Fox Ridge Road Area Plan.

#### Land Use

The land use concept plan component of the plan will guide future Master Plans for properties as property owners pursue annexation and development. The Fox Ridge Road Area Plan includes a partial Neighborhood Activity Center, with a focus area and support area. Comprehensive Plan policies in Section 187.95 of the Comprehensive Plan apply to Neighborhood Activity Centers and will need to be addressed.

#### Water

There are three different water pressure zones with the Fox Ridge Road area, corresponding to different elevation contour bands.

- **Zone 1.** Zone 1 is currently serviceable.
- **Zone 2.** In the near-term, new pump station facilities will be needed to serve properties in Zone 2 in the Fox Ridge Road area and adjacent properties to the south which are already in City limits, which will need resolution of funding and allocation of those costs. In the longer-term, Zone 2 is proposed to be served with a new reservoir to be located west of the study area.
- **Zone 3.** A portion of the Fox Ridge Road Area located west of the reservoir site is above Zone 2 and would require Zone 3 facilities to serve. This will need to be addressed with the Water Distribution Plan update. Due to the limited acreage and lack of other UGB properties in Zone 3, an interim solution may be necessary to service that property, subject to cost feasibility analysis.

#### Sanitary Sewer

- There are some downstream capacity considerations in the Michelbook basin to the east and the Cozine basin to the south. The Wastewater Conveyance Plan update will need to consider capacity improvements in these basins.
- In conjunction with a requested annexation and development proposal, a property owner may need to request a model run of the City's sanitary sewer model and may need to upsize certain downstream pipe segments prior to or concurrent with development.
- Sanitary sewer facilities are most efficiently provided with gravity flow rather than pump stations. With the existing topography and top-of-ridge location of Fox Ridge Road, slopes in the areas, and parcelization, there should be consideration of where sanitary sewer can be extended from higher elevation areas to and through lower elevation areas to enable gravity sewer. This should generally be provided in public street right-of-way; however, where topography limits street connections, consideration should also be given to provisions of facilities along public, open space, and/or trail corridors to provide for gravity sanitary sewer alignment between and connecting to public street rights-of-way.

#### Stormwater

- In conjunction with a requested annexation and development proposal, a property owner will be subject to applicable state drainage law consistent with City policy. Due to soil conditions, new developments may be required to provide detention to offset new impervious area so the development doesn't increase downstream runoff flows.
- Forthcoming stormwater planning work may consider opportunities for fewer, larger detention facilities.

#### Transportation

- The size and location of the study area does not necessitate new collector or arterial streets through the area. Other than future traffic associated with future use of the School District property, traffic within the study area will be predominantly local residential traffic.
- Within the study area, there are opportunities for good local street connectivity within the larger properties. Areas that are already parcelized and developed may limit opportunities for internal street connectivity. There may be limitations on connectivity between some of the higher elevation areas and lower elevation areas due to topography. However, there may be opportunities for more direct trail connectivity in those areas where street connections may be infeasible.
- Due to the location at the edge of the UGB and the presence of the cemetery, there are limited opportunities for street connectivity between the Fox Ridge Road Area and adjacent lands. However, there are opportunities for local street connectivity to City streets to the south, near the east side at Wintergreen Drive and near the west side at the future extension of the street in the Hillcrest Planned Development.
- The study area intersections are currently operating within the City's performance standards for peak hour traffic.
- For future year 2041 conditions, the traffic analysis considered not only assumptions for "build-out" of the Fox Ridge Road study area, but also assumed build-out of other lands added to the UGB (including the southwest area) and other undeveloped sites in the vicinity including the Baker Creek North Mixed Use site and the two sites on Hill Road owned by the School District assumed for future school development.
- The forthcoming Transportation System Plan (TSP) update will include analysis of the network needs including all new UGB areas. Based on the Fox Ridge Road Area Plan traffic analysis, study area intersections will meet the City's performance standard in the future year or are already identified for intersection improvements in the TSP. The one exception is Fox Ridge Road and Hill Road. The TSP update will need to evaluate if and when intersection improvements will be needed at this location. Options may range from separating left and right turn lanes off Fox Ridge Road onto Hill Road or other intersection improvement alternatives.
- The Fox Ridge Road Area Plan includes a preference for future improvements to Fox Ridge Road to be designed to a street standard that would have a separated multi-use path for bicycles and pedestrians, rather than a typical street section.

#### Natural Resources and Hazards

- In order to preserve and protect natural and community resources within the study area, such as the Rock Quarry Pond or significant tree groves, Natural Resource planning will need to be performed that inventories these resources and creates policies for protection.
- The City is currently engaged in Natural Hazards planning to identify potential areas that will require mitigation and protection from natural hazards, such as landslide areas that have been identified within the Fox Ridge Road study area. Adoption of the Natural Hazards Overlay Zone will be necessary to determine future development within these hazard areas.

## Comprehensive Plan Amendments

The Fox Ridge Road Area Plan establishes land use, development, and transportation policies that will help the community realize their vision for future growth and urbanization of the area. The Area Plan will be adopted as a supplement to the McMinnville's Comprehensive Plan to guide future land use and development decisions, along with transportation and utility improvements. These changes to the Comprehensive Plan reflect the extensive community engagement process and land use decisions reached.

The proposed amendment to the Comprehensive Plan to include the Fox Ridge Road Area Plan will achieve the following goals:

- Preserve the natural resources within the planning area by enforcing appropriate development controls on lands with identified building constraints such as excessive slope or natural hazards.
- Preserve cultural and historical resources that provide positive impacts on the community and protect local sites that are significant to the City.
- Provide additional commercial land within the City of McMinnville to foster economic growth and ensure neighborhood-serving retail and services are accessible to the residents of Fox Ridge Road.
- Promote the development of quality, diverse, and affordable housing for all residents.
- Encourage the development of safe and efficient transportation including street improvements, complete streets, and pedestrian routes that connect the planning area.
- Provide necessary public and private facilities and utilities that help advance urban development.
- Ensure neighborhood parks, greenways, natural resource parks, trails and special use parks are connected and have minimal impact on environmentally sensitive lands.
- Encourage mixed-use developments within the Neighborhood Activity Center to create vibrant neighborhoods consistent with the Great Neighborhood Principles.

### Comprehensive Plan Map

As a supplement to the Comprehensive Plan, the Fox Ridge Road Area Plan will require a map amendment that reflects the Area Plan Map (see Figure 9). Based on the vision of the community, the new Area Plan designates land uses within the Fox Ridge Road study area, currently indicated as Urban Holding (UH) on the City's Comprehensive Plan map. In order for the Fox Ridge Road Area to development consistently with the Area Plan Map, the City must update the Comprehensive Plan Land Use Map to reflect these newly designated land uses within the study area. This will change the Fox Ridge Road study area from UH to Residential, Commercial or Mixed Use Urban land uses.

### Transportation System Plan

The Area Plan Map proposes potential street connections based on the City's development standards and the traffic analysis performed within the study area that anticipates future growth through 2041. In order to support these future connections, the City of McMinnville will need to update their current 2010 Transportation System Plan (TSP) to capture these improvements. These changes include improvements at key intersections to support future development within the Fox Ridge Road Area, and sidewalk or frontage improvements that enhance the safety and accessibility of pedestrian travel. Standards from the current TSP should be revised to ensure ease of multi-modal transportation. Pedestrian greenways should be required to have wider lanes for added safety, with added standards for shared use trails.

### Utilities



Facilities for utilities that will encourage or support new development within the Fox Ridge Road Area will need to be considered and integrated as part of their relevant City master plans. An infrastructure funding plan should be considered to realize the vision of urbanization within the Study Area.

#### Policies

The policies developed within the Fox Ridge Road Area Plan act as a supplement to the existing Comprehensive Plan policies and support the implementation of the Area Plan. These policies are intended to aid in the implementation of the community vision and goals. Additional policies outline how the Comprehensive Plan's Great Neighborhood Principles are expected to be expressed in the future growth and development of the Fox Ridge Road Area.

## **Zoning Ordinance Application**

The future development of the Fox Ridge Road Area will require zone changes within the study area subject to the designated land uses shown in the Area Plan Map. Land uses and development in the study area is regulated by the City's Zoning Ordinance which governs the permitted uses, density, dimensional requirements, site design, and permitting requirements for individual zoning districts. As properties annex into the City, they will be required to rezone into urban zones that fall under their designated Comprehensive Plan land use and fulfill the goals and policies of the Fox Ridge Road Area Plan.

#### Master Planning Process

Properties greater than 10 acres in size must undergo a Master Planning process prior to annexation or development within the City. The Master Plan must comply with the submittal requirements and review criteria outlined within the City's Zoning Ordinance. These developments must:

- Be consistent with the Framework Plan, Area Plan, and Comprehensive Plan in terms of land use, density, transportation systems and networks, and open space;
- Be suitable for the area, considering existing and planned neighborhoods, retail and employment areas, and natural resource and hazards;
- Be integrated with existing developed or planned areas;
- Meet the City's adopted Great Neighborhood Principles.

#### Development of Properties Less Than 10 Acres

Land less than 10 acres in size may be annexed into the city and rezoned without the adoption of a master plan, however, are subject to the comprehensive plan map amendment and zone change review processes. These developments must:

- Be consistent with the uses identified in the area plan;
- Meet the City's adopted Great Neighborhood Principles;
- Include a local street plan that complies with the Area Plan, the McMinnville TSP, and other local street block length and connectivity requirements;
- Be consistent with all other required policies and standards of the McMinnville Comprehensive Plan and Zoning Ordinance.

#### Neighborhood Activity Center (NAC) Overlay District

The NAC Overlay may be applied to the partial Neighborhood Activity Center, which would require less than the average acreages for each land use portion listed in the overlay zone because it is only a partial NAC. The NAC Overlay permits mixed-use developments such as ground floor commercial with above ground residential or office space. The Neighborhood Activity Center Planned Overlay enables lands designated as activity centers to develop as integrated, high-quality, mixed-use, pedestrian-oriented neighborhoods.

Utilizing this district overlay will help minimize traffic congestion, suburban sprawl, infrastructure costs, and environment degradation. Specifically, the policies and procedures section of the chapter provides guidelines for Mixed Land Use that promotes easy access among store and services for pedestrians.

Shown on the Area Plan Map, the NAC follows the location guidelines implemented by the overlay chapter. This includes the following requirements (shown in Figure 9 as radiuses around the focus area):

- Maximum distance that nonresidential uses may radiate outwards from the center – 1/4 mile
- Maximum distance from the edge of the focus area for HDR within the support area – 1/8 mile
- Maximum distance from the edge of the focus area for MDR within the support area – 1/4 mile

By providing mixed-use developments and meeting the location requirements for high-density and medium-density housing, the NAC Overlay helps achieve accessible, attractive, and safe development.

### **Recommended Amendments**

*Design guidelines for the neighborhood commercial zone.*

At the present time, McMinnville has adopted Residential Design Standards for new housing developments within the City. However, design guidelines for commercial developments have yet to be adopted. After adopting the Fox Ridge Road Area Plan, the City should work towards developing and implementing commercial design standards for the Neighborhood Commercial Zone that help achieve the goals and policies of the Area Plan and the Great Neighborhood Principles.



**City of  
McMinnville**

# FOX RIDGE ROAD AREA PLAN

DOCUMENT REVIEW AND EXISTING CONDITIONS REPORT  
DECEMBER 2023

# DOCUMENT REVIEW AND EXISTING CONDITIONS REPORT

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# MEMORANDUM

City of McMinnville – Fox Ridge Road Area Plan



**Date:** December 22, 2023  
**To:** Tom Schauer, City of McMinnville  
**From:** Thuy Cao, HHPR  
**Subject:** **City of McMinnville Fox Ridge Road Area Plan**  
**Task 1.2: Document Review and Existing Conditions Report**

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## INTRODUCTION AND PURPOSE OF THIS PLAN

This project will adopt an area plan for the Fox Ridge Road Area which is consistent with the Comprehensive Plan and with the Framework Plan that was adopted in 2020. Appendix G of the MGMUP provides the Framework Plan and describes the Area Planning process.

## PURPOSE OF THIS DOCUMENT

Development of the Fox Ridge Road Area Plan includes consideration of technical issues and community engagement and input. This document includes a review of data and existing plans, policies, standards, and regulations that need to be considered in development of the Fox Ridge Road Area Plan. It also includes a summary of other planning documents that are in the process of being updated. The work with this area plan will also help inform coordination with those planning efforts. This document review and existing conditions report will identify issues and parameters that guide development of the plan and inform community engagement. With the community engagement efforts, valuable information about existing conditions and neighborhood assets also supplements this report.

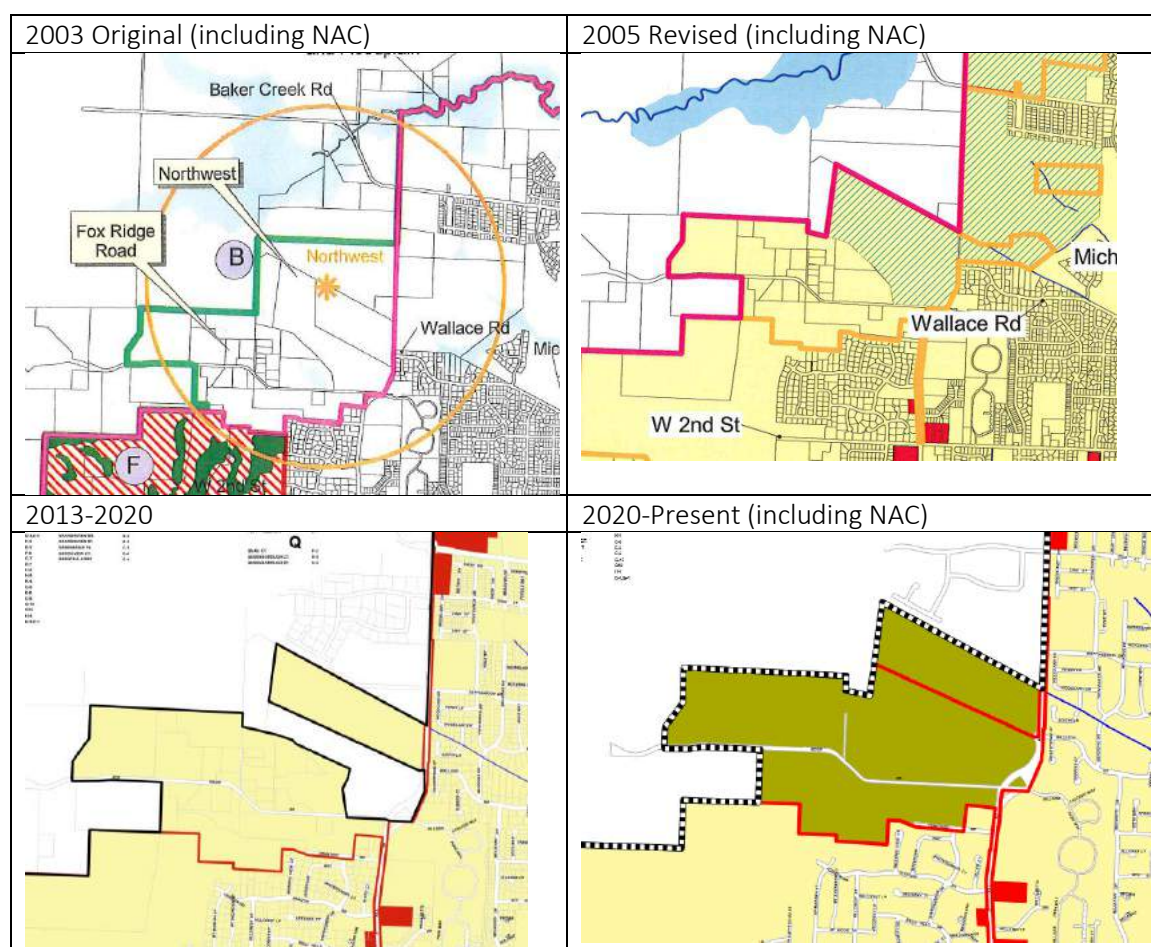
This document also includes a discussion of the existing conditions and characteristics of the Fox Ridge Road Area to be considered in development of the plan. Existing conditions are summarized graphically in an Existing Conditions Map attached as Exhibit 1. The above information has been analyzed to identify issues affecting development of the plan. That analysis is summarized in Section 5.0 of this document and in the Opportunities and Constraints Analysis map attached as Exhibit 2.

There may also be aspects of this work that will help inform coordination with other plans which are in the process of being updated, including public facility plans, the Parks, Recreation and Open Space Master Plan, and the Transportation System Plan.

## 1.0 BACKGROUND

The City of McMinnville adopted the McMinnville Growth Management and Urbanization plan (MGMUP) in conjunction an amendment to its urban growth boundary (UGB). Between two phases, the MGMUP amended McMinnville's UGB by 924 gross buildable acres. The MGMUP was originally adopted in 2003 and refined in 2005. The original UGB expansion included 1,052 acres. Of this, 259 acres was able to become part of the UGB, and the remainder was challenged on appeal. The City addressed a remand order in 2013, removing some areas from the UGB that were previously added to the UGB and approved by DLCD and LCDC in 2005. In 2020, the City added 665 gross buildable acres to the UGB as Phase 2 of the amendment, which was approved, totaling 924 gross buildable acres between Phase 1 and 2.

The original 2003 UGB amendment included all of the property currently in the Fox Ridge Road area and additional contiguous property to the north. A portion of that was subsequently removed in the 2005 refinement, which resulted in the same boundary of the Fox Ridge Road area as now exists. Part of that was subsequently removed in 2013 as a result of the appeal and remand, being added back again with the 2020 UGB amendment.



Therefore, the boundary in this area is the same in 2020 as it was in 2005, which also included planning for a portion of a Neighborhood Activity Center (NAC). Much of the public facility planning was conducted after the 2005 plan was adopted and approved by DCLD and LCDC and before the 2013 amendments in response to the remand. As a result, much of the public facility planning

which was conducted after the 2005 UGB amendment occurred before the 2013 amendment and was therefore based on the same boundary for the Fox Ridge Road area boundary that currently exists following adoption of the 2020 UGB amendment.

Most of the land added to the UGB has been placed into an Urban Holding (UH) comprehensive plan designation. All land within a UH comprehensive plan designation must undergo an area planning process prior to annexation into the city limits, rezoning, or development. The City of McMinnville has committed to investing and processing one area plan each year. The first area plan initiated by the City is the Fox Ridge Road Area Plan. The Fox Ridge Road Area is known as the area around Fox Ridge Road, as well as the property of about 42 acres in City limits owned by the School District for a future high school site (see Framework Plan). Collectively, the Fox Ridge Road study area is comprised of approximately 230 acres. With the exception of the property owned by the School District, which is in City limits, the other properties are within the UGB but outside City limits. Those properties continue to be subject to County zoning and land use regulations until property owners apply for annexation into City limits.

### Fox Ridge Road Area Map



The Area Planning process and Area Plans guide future development as individual property owners within the UGB seek annexation to the City.





## 2.0 PROJECT GOALS

This project will adopt an area plan for the Fox Ridge Road Area which is consistent with the Comprehensive Plan and with the Framework Plan that was adopted in 2020. Appendix G of the MGMUP provides the Framework Plan and describes the Area Planning process. The Framework Plan also provides information regarding the area plans for the different areas in the UGB. It provides the following information for the Fox Ridge Road Area Plan:

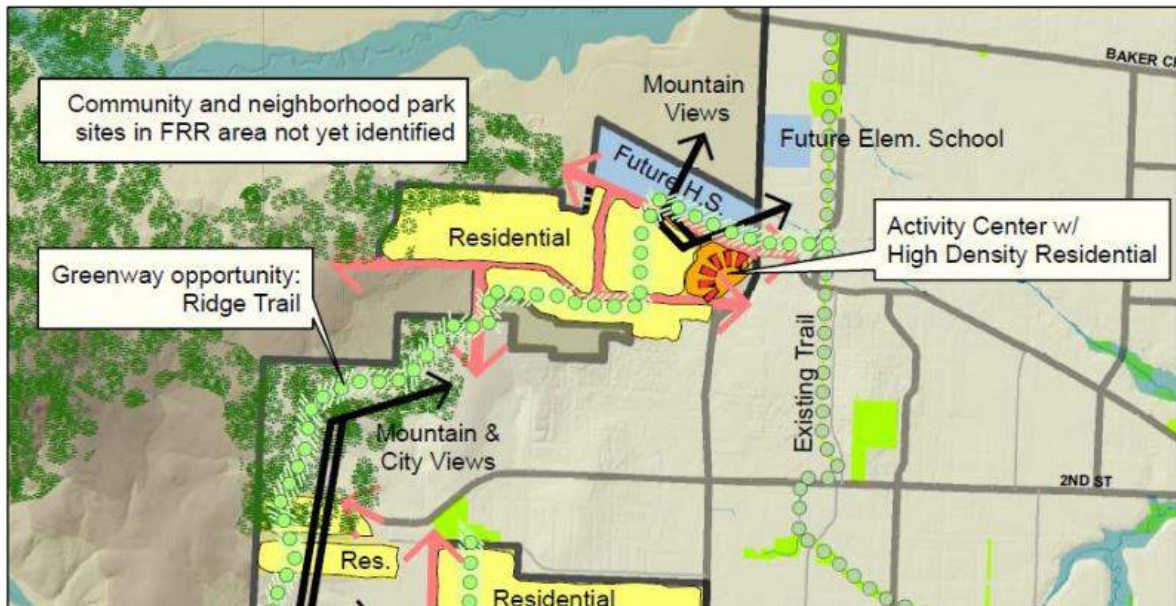
The Fox Ridge Road Area Plan will primarily be housing. However the Fox Ridge Road Area Plan will include a significant land use within the site that is owned by the McMinnville School District and identified for the development of a future high school. The high school site will be within the northern portion of the Fox Ridge Road Area Plan.

The Fox Ridge Road Area Plan should also provide an opportunity for a partial or half of a Neighborhood Activity Center (NAC) along the area's Hill Road frontage between the Wallace Road roundabout and the intersection of Fox Ridge Road. This modified and reduced NAC should be approximately 5 – 10 acres, with approximately 1 - 2 acres of neighborhood serving commercial and office development, approximately 2 acres of high density residential development (R-5), and approximately 2 – 5 acres of medium density residential housing. The remainder of the residential land within Fox Ridge Road Area Plan will likely be suitable for lower density residential housing, where the lands begin to exhibit steeper slopes within the southern and western portions of the Fox Ridge Road area.

To further provide services to support this residential area and to accommodate the park land need identified in the MGMUP, the Fox Ridge Road Area Plan should incorporate one neighborhood park of approximately 3 - 5 acres in size. The neighborhood park should be placed to ensure that every residence is within a ½ mile of a neighborhood park, and due to slopes should likely be placed in the northern portion of the area. The Fox Ridge Road Area also includes several natural and geographic features that provide an excellent opportunity for a natural resource community park. Natural greenspaces or greenways should be considered that could connect the Fox Ridge Road Area to the West Hills and Redmond Hill Road area, potentially in the form of a ridgeline greenway/greenspace. A greenway/greenspace could also serve to preserve the tree stands in the Fox Ridge Road and West Hills areas that currently provide habitat for protected avian species.

Connectivity and coordination with the development of the high school site will be important in the Fox Ridge Road Area Plan. Land uses should anticipate the development of this major community feature, and land uses should transition appropriately to surrounding areas. Any trail networks considered should incorporate connectivity to the high school site. Bike and pedestrian connectivity should also be considered in the Area Plan, with consideration of connecting to the existing trails and linear parks (BPA and Westside trail systems) that are located just east within the existing UGB and may be able to be linked via Wallace Road.

The following illustrative map from the Framework Plan provides a high-level concept of these provisions:



The Framework Plan also outlines the potential assignment of land needs associated with the UGB amendment to the different areas, as shown below:

**Potential Assignment of Land Need:**

Land Need		Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road	Riverside North
Residential							
R-5	36 acres						
Parks							
Neighborhood Park	88.11 acres						
Community Park	58.84 acres						
Greenways/Natural Areas	106.81 acres						
Schools	43 acres						
Commercial	39.3 acres						
Industrial	Surplus						

The Parks, Recreation, and Open Space Master Plan is currently in process of being updated. However, the adopted 1999 Plan defines park types, provided in Table 1, which provides information regarding typical sizes of different types of parks. Neighborhood Parks are typically 5-13 acres and Community Parks are typically larger than 12-13 acres.

Table I  
PARK SYSTEM DEFINITIONS

Types of Facility	Definition	Benefits	Size Criteria	Includes	Does Not Include	Site Selection Criteria	Maintenance Level and Standard
<b>Mini-Park/Playlot</b>	Mini-parks, urban plazas, or playlots provide recreation opportunities for residents in areas not adequately served by neighborhood parks, such as town centers or areas of high density development.	Provides for the day-to-day recreational needs of residents; provides space for community events; balances high density development, and communicates neighborhood character.	2500 square feet to 1 acre	Mini-parks or playlots may include passive or low intensity activities, such as children's play areas, pathways, multi-purpose paved areas, public art, small scale sports facilities, seating, picnic areas, community gardens, multipurpose performance space, and landscaping.	Mini-parks would generally not include high intensity sports facilities, restrooms, or off-street parking.	Mini-park sites are generally level, and the site should have physical characteristics that are appropriate for its intended use, such as well-drained soils and desirable topography. The parks should be accessible by sidewalks and/or interconnecting trails, and bike lanes or low traffic streets.	Maintenance standards will vary depending on design features. Urban plazas in high density areas should utilize NRPA Maintenance Mode I - frequent to very frequent maintenance. In low density residential areas, mini-parks should utilize NRPA Maintenance Mode III - moderate level maintenance.
<b>Neighborhood Park</b>	Neighborhood parks are the foundation of the parks and recreation system, providing accessible recreation and social opportunities to nearby residents. When developed to meet neighborhood recreation needs, school sites may serve as neighborhood parks.	Provides access to basic recreation activities for nearby residents of all ages; contributes to neighborhood identity.	5 to 13 acres	Neighborhood parks should include both passive and active recreation opportunities, such as children's play areas. Informal sports areas, picnic facilities, public art, open turf areas, landscaping, community gardens, and pathways. Security lighting may be provided if needed.	Neighborhood parks generally do not include facilities for large groups, such as sports tournaments, off street parking, or permanent restrooms. Activities that result in overuse, noise, parking problems and congestion should not be provided.	Neighborhood parks should be located within a 1/2 mile radius of residences without crossing a major street for easy pedestrian and bicycle access. Neighborhood parks sites are generally level, and sites with natural aesthetic appeal are most desirable. Locating neighborhood parks next to other park system components, such as greenways, increases use and desirability. Neighborhood parks should be located adjacent to schools and fire stations whenever possible.	Neighborhood parks should utilize NRPA Maintenance Mode III - moderate maintenance to maintain the appearance and functional use of facilities and to support public safety.
<b>Community Park</b>	Community parks provide a variety of active and passive recreational opportunities for all age groups. These parks are generally larger in size and serve a wider base of residents than neighborhood parks. Community parks often include developed facilities for organized group activity as well as facilities for individual and family activities.	Provides a variety of accessible recreation opportunities for all age groups; provides environmental education opportunities; serves recreation needs of families and provides opportunities for community social activities.	Greater than 12 to 13 acres	In addition to those amenities provided at neighborhood parks, community parks may include sports facilities for team play, group picnic areas, skateboard and rollerblade facilities, natural areas, botanical gardens, amphitheaters, festival space, swimming pools, interpretive facilities and community centers. Higher quality children's play areas may be provided to create a family play destination.	Facilities that do not meet recreation needs.	The site should have physical characteristics appropriate for both active and passive recreation, such as suitable soils, positive drainage, varying topography, and a variety of vegetation. A naturally attractive site character is highly desirable. Land within the flood plain should generally be considered only if facilities are to be located above the 100-year flood elevation.	Community parks should utilize NRPA Maintenance Mode III - high level maintenance - in developed portions to maintain the appearance and functional use of facilities, and to support public safety. In natural areas, NRPA Maintenance Mode IV - moderately low maintenance - should be utilized.
<b>Linear Park</b>	Linear parks may be developed along built or natural corridors to provide opportunities for trail-oriented activities and nature-oriented outdoor recreation. Linear parks may also provide some active and passive recreation facilities to meet neighborhood needs, especially in areas not adequately served by traditional neighborhood parks. Linear parks connect residences to major community destinations.	Protects natural resources; provides environmental education opportunities; provides opportunities for trail-oriented activities and provides access to basic recreation opportunities for nearby residents of all ages to encourage an active, healthy lifestyle, reduces automobile dependency.	Of adequate size to protect natural resources and accommodate intended uses.	Linear parks can include paved or soft-surfaced trails to accommodate jogging, biking, walking, skateboarding, dogwalking, horseback riding, canoeing or rollerblading. Active and passive recreation facilities may include small-scale sports facilities, such as basketball hoops, children's play equipment, off-leash dog areas, seating, public art, picnic tables, lighting, community gardens, and landscaping.	Recreation facilities intended for large groups, permanent restrooms, and off-street parking are generally not provided.	Although natural corridors, such as creeks and rivers are preferred, opportunities to create built corridors should be strongly encouraged. Built corridors are constructed during development or redevelopment, such as corridors created in residential subdivisions, revitalized waterfronts, abandoned railroad beds, roadway right-of-ways, boulevards, utility right-of-ways and drainage-ways. The minimum corridor width should accommodate a multi-use trail plus buffer planting (approx. 24 feet).	Linear parks should utilize NRPA Maintenance Mode II - high level maintenance - in developed portions to maintain the appearance and functional use of facilities, and to support public safety. In natural areas, NRPA Maintenance Mode IV - moderately low maintenance - should be utilized to support the natural character of the area, to maintain functional use of facilities, to provide fire and hazard mitigation, and to support public safety.
<b>Special Use Park</b>	A special use park is a facility for a specialized or single recreational activity, including historic and cultural sites, and recreation facilities.	Meets the recreational needs of the community; preserves historic, natural, and cultural resources; provides life-long educational opportunities and provides opportunities for community wide social events.	Size should be suitable for its use.	<b>Historic and Cultural Sites:</b> these may include local historical resources, arts facilities, public gardens, nature centers and amphitheaters. <b>Recreation Facilities:</b> many of these facilities may be located in park facilities, especially in community parks. Some single purpose facilities may be freestanding, such as community centers, senior centers, theaters, golf courses, sports facilities, and aquatic parks. In addition, compatible support facilities, such as seating, interpretive signage, public art and picnic tables should be provided to increase function, use and attractiveness.	Facilities that do not meet recreation needs.	The physical site should be appropriate for the intended use. The site should be accessible by arterial and collector streets, and by public transportation and the Citywide trail system. A central location is preferred. Depending on the facility type and adjacent uses, locating special use facilities in parks or adjacent to other public facilities may be preferable for increased safety and security.	Maintenance will vary according to facility type. In general, high use may require NRPA Maintenance Mode I or II - high level maintenance to maintain functional use of facilities and support public safety.
<b>Greenspace / Greenway</b>	A greenspace or greenway is an area of natural quality that protects valuable natural resources and provides wildlife habitat. It also provides opportunities for nature-related outdoor recreation, such as viewing and studying nature and participating in trail activities.	Protects valuable natural resources; protects wildlife; contributes to the environmental health of the community and provides opportunities for outdoor recreation, environmental education, and trail-oriented activities.	Size should be adequate to protect the resource.	Developed features that support outdoor recreation and trail-oriented recreation may be provided, such as trails, picnic areas, benches, interpretive signs, and native landscaping. Trail-head amenities, such as small scale parking, portable restrooms, bike racks and trash enclosures, may be included.	Facilities that do not directly support outdoor recreation and trail-oriented recreation should not be included, such as ornamental plants, lawns, and active recreation facilities.	The quality of the resource is the most important determinant for site selection. In addition, sites that provide medium to high potential for environmental education, aesthetics or buffering qualities, and outdoor or trail-oriented recreation are preferred. The minimum corridor width is approximately 100 feet.	NRPA Maintenance Mode IV - moderately low maintenance - should be utilized to support the natural character of the area, to maintain functional use of facilities, to provide fire and hazard mitigation, and to support public safety.
<b>Trails and Connectors</b>	A public access route for commuting and trail-oriented recreational activities, includes sidewalks, bikeways, multi-use trails and paths.	Provides opportunities for trail-oriented activities; reduces auto-dependency; and connects community facilities and neighborhoods.	Width of the trail and right-of-way depends on its intended use and location.	A variety of pathways types are needed to accommodate activities such as walking, running, biking, dogwalking, rollerblading, skateboarding, and horseback riding. Trails can be located within parks, within linear parks and greenways, or be designed as a part of the Citywide transportation system. Waterways can provide trail-like facilities for boating and canoeing. Each type of trail should be designed to safely accommodate users, and meet recognized design standards.	Active recreation facilities and facilities that do not directly support outdoor recreation and trail-oriented recreation should not be included, such as ornamental plants, lawns, and active recreation facilities.	McMinville's trail system should be coordinated with the City's Transportation Master Plan to create a pedestrian and bicycle system that connects all components of the park system and major community destinations. The trail system should provide access for people with disabilities and accommodate diverse recreational needs. Trail development is guided by site opportunities and constraints, such as pedestrian access, slope, natural resources, views and drainage.	Hardsurfaced trails should utilize NRPA Maintenance Mode II - moderate level maintenance - in developed portions to maintain the appearance and functional use of facilities, and to support public safety. For soft surfaced trails, NRPA Maintenance Mode IV - moderately low maintenance - should be utilized to support the natural character of the area, to maintain functional use of facilities, to provide fire and hazard mitigation, and to support public safety.

Reference: *Park Maintenance Standards*, National Recreation and Park Association (NRPA), 1996.

### 3.0 EXISTING CONDITIONS

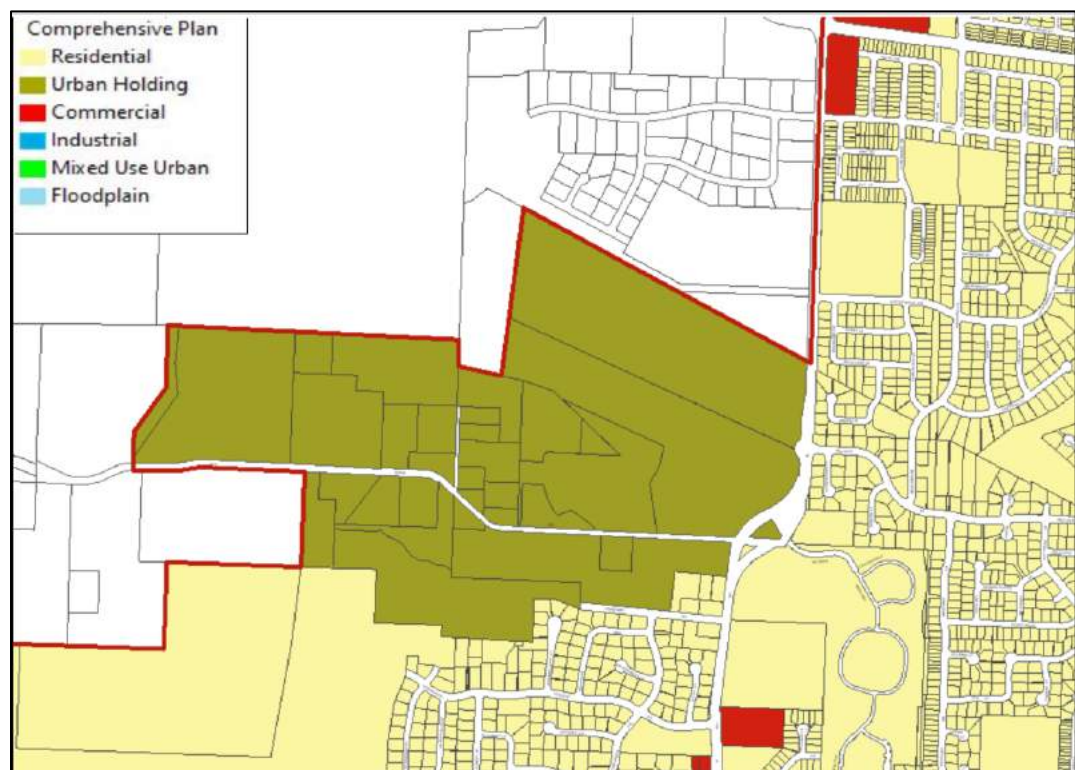
#### 3.1 PROPERTY AND DEVELOPMENT PATTERNS

Among other data collected for UGB areas as part of the MGMUP, data was collected and analyzed for the buildable land analysis. Properties were classified as part of the analysis. With a few exceptions, most of the properties with rural-residential zoning have been divided and developed consistent with the rural residential lot sizes authorized by county zoning. Other than the School District property, the properties with AF-10 and EF-80 zoning are generally the largest properties in the area which are predominantly vacant, at approximately 33 acres and 24 acres respectively.

#### 3.2 LAND USE AND ZONING

The Fox Ridge Road Area is within McMinnville's Urban Growth Boundary (UGB). Most of the area is unincorporated, outside City limits. However, the property owned by the School District, approximately 42 acres, was previously annexed to the City, and is the only property within the Fox Ridge Road area already in City limits.

**Comprehensive Plan Map.** The properties in the area have a Comprehensive Plan Map designation of Urban Holding (UH), which means the Area Planning/Master Planning process applies prior to annexation, to address the different land uses planned for the area.

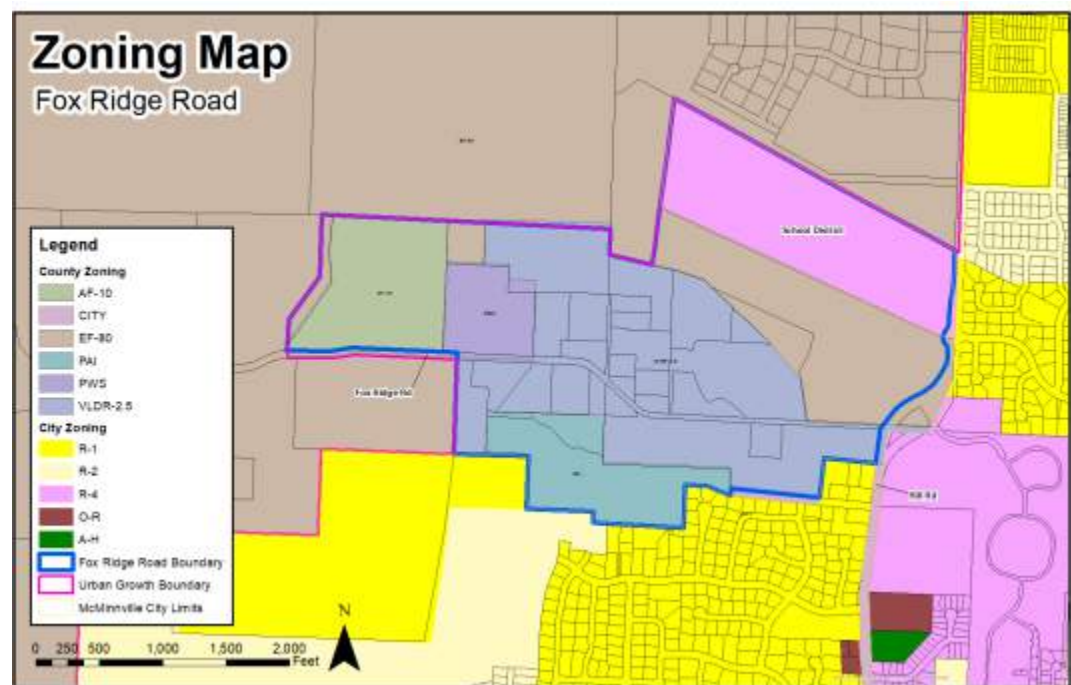




**Zoning Map.** The School District property was annexed and was rezoned to R-4 PD in 2005, applying a Planned Development Overlay to the property (Ordinance 4829). That ordinance specifies the use of the property is limited to a public high school and ancillary use, subject to an approved conditional use permit.

The other properties in the Fox Ridge Road area are unincorporated. Therefore, they are currently subject to the County zoning and county land use regulations which continue to apply to those properties unless/until they are annexed and rezoned to City zoning. Therefore, any land use and building permit applications for those properties are processed by the County prior to annexation.

The predominant county zoning of the area is rural residential (VLDR-2.5) in the central area, with agricultural zoning (AF-10 and EF-80) of properties near the west end of the Fox Ridge Road area and south of the School District property. Public and institutional use zones apply to the McMinnville Water and Light property and the cemetery.



**Existing Land Uses.** The properties with VLDR-2.5 zoning are predominantly developed with single-detached homes, with approximately 19 developed homesites, with most situated to take advantage of the views of McMinnville, the Willamette Valley, and the surrounding hills and mountains. Most of these residential sites have existing barns, storage buildings, workshops, or other assorted outbuildings.

Other existing uses in the area include the Masonic Cemetery, McMinnville Water and Light facilities, the Christmas tree farm, and the quarry.

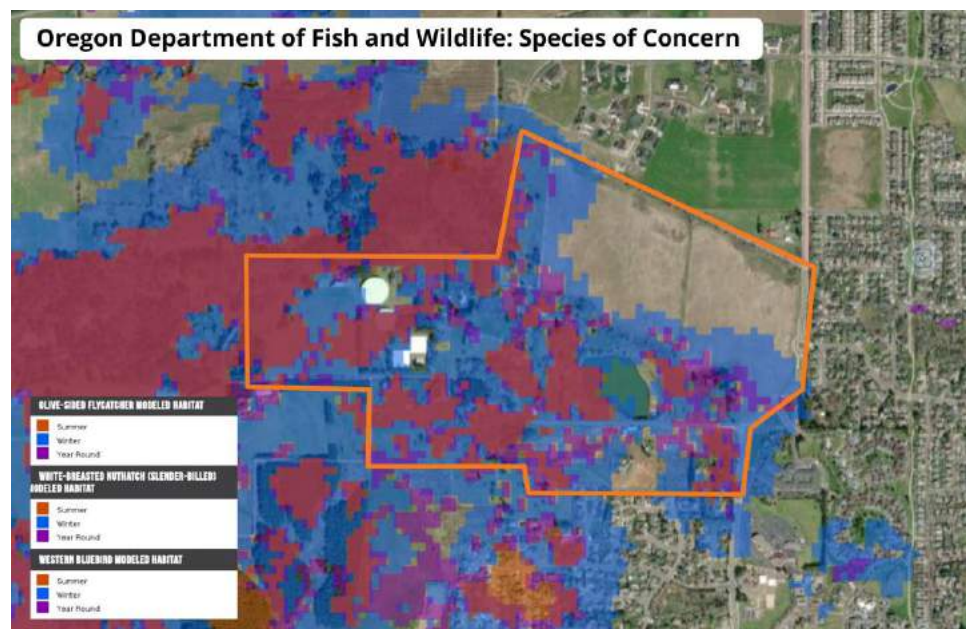
The MGMUP and Framework Plan, adopted as part of the Comprehensive Plan in 2020, outline the planned land uses for the Fox Ridge Road area, summarized above in this document.

### 3.4 NATURAL FEATURES

Data regarding natural features was inventoried as part of the MGMUP planning work. The City has also initiated work on a “Goal 5” (Natural Resources) per state law.

#### 3.4.1 HABITAT AND NATURAL FEATURES

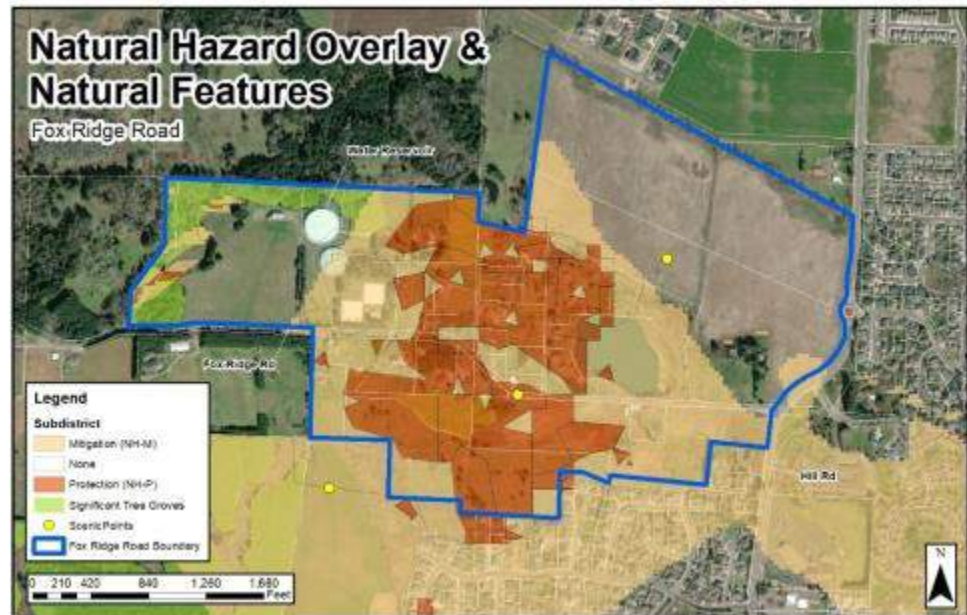
The Fox Ridge Road Area includes several existing natural and geographic features. Existing tree groves are shown on the Opportunities and Constraints Diagram. The area also includes winter, summer, and year-round habitat for three avian species identified by ODFW as Species of Concern: Western Bluebird, White-Breasted Nuthatch (Slender-Billed), and Olive-Sided Flycatcher. The quarry pond is also used by wildlife. There are opportunities to coordinate natural greenspaces or greenways to connect the Fox Ridge Road Area to the West Hills and Redmond Hill Road areas. Greenway/greenspace features could also be located to minimize impacts to the significant tree stands in the Fox Ridge Road and West Hills areas that currently provide habitat.



#### 3.4.2 HAZARDS

As part of the analysis of study areas conducted for the UGB study areas, the City inventoried hazards. The predominant hazards in the Fox Ridge Road area are geologic and wildfire hazards. There is no mapped floodplain within the Fox Ridge Road area. Following the 2020 UGB amendment, the City initiated planning for “Goal 5” (Natural Resources) and “Goal 7” (Natural Hazards). The Natural Hazards Planning work is in the public hearing process. The plan includes proposed implementation measures that establish two overlay zones based on a composite hazard rating: a mitigation zone (NH-M) and a protection zone (NH-P). ***See map below.*** Areas within the NH-P overlay would be subject to limitations on further land division and development. The implementation measures also include a proposal for transfer of density to allow density/development rights to be transferred to portions of the property or to other properties outside of the NH-P overlay area.

The overlays won't apply to properties unless/until they annex into City limits. Properties remain subject to county land use regulations unless/until annexed.



### 3.4.3 TOPOGRAPHY

The City made findings describing the topography of areas, including, the Fox Ridge Road study area, as part of the MGMUP work, including analysis of slopes. Mapping of moderate (15-25%) and steep (>25%) slopes was conducted. The steep slopes are shown as part of the information on the attached Opportunities and Constraints diagram.

### 3.4.4 LANDSCAPE AND VIEWS

The Fox Ridge Road area is characterized by its moderate to steeply sloping terrain, dense stands of mature tree groves and the expansive views of the surrounding lands. The north and northeast portions of this study area are larger parcels that have historically been agriculture. The area slopes upwards from NW Hill Road to the west, affording some of the best views of McMinnville within the area. In addition to encouraging the preservation of the existing landscape to the extent possible, the Fox Ridge Road Area Plan intends to incorporate one neighborhood park of approximately 3 – 5 acres in size, as well as greenways or trails throughout the area for both passive and active recreational opportunities within the area.

## 3.5 INFRASTRUCTURE AND SERVICES

### 3.5.1 TRANSPORTATION

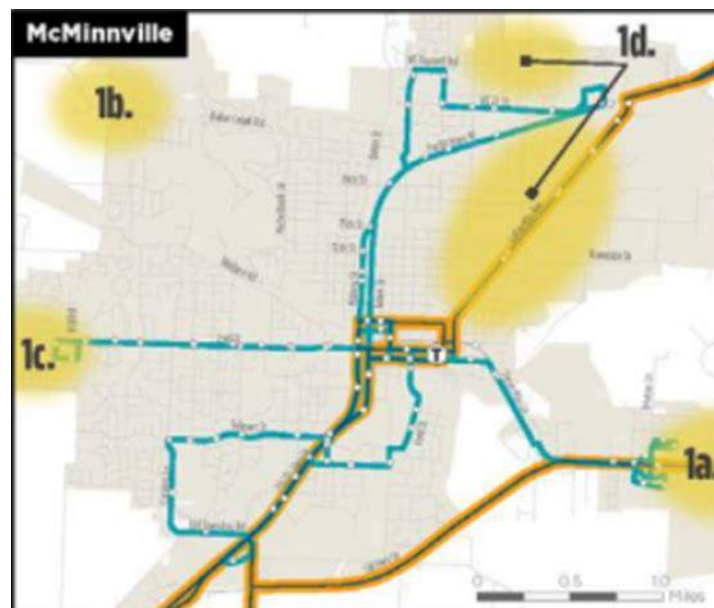
Fox Ridge Road itself is a paved, County rural road with no sidewalks, curb or gutter. The road extends westward from Hill Road providing the only means of public vehicular access into the study area. Fox Ridge road generally travels along the ridgeline that cuts east-west through the study area's midsection. Additional access to individual parcels within the study area is provided by long and narrow private driveways and Dawson Lane. The right-of-way dimension for Fox Ridge Road measures 40-feet in width, and includes a constructed paved surface that



averages 25-feet in width with narrow gravel shoulders on either side. The road will require improvements as the area urbanizes to meet City design standards. The City's complete street standards provide for curb, gutter sidewalk, and planter strips on both sides of the street. The standard for a local street specifies 28 feet paved width within a 50-foot right-of-way. The plan may consider an alternative section that provides for a separated multi-use path.

Hill Road was recently constructed with curb, gutter, sidewalk, bike lanes and landscaping. The intersection with Wallace Road was constructed with a roundabout, designed to accommodate a fourth leg to the west. The intersection at Hill Road and Fox Ridge Road is currently a through movement on Hill Road with stop-sign control on Fox Ridge Road. Information regarding the Transportation System Plan is provided below in the "Planning and Regulatory Framework" section. Please see information in that section below.

The County adopted an updated transit plan in 2018, and the City subsequently adopted this as part of the transportation plan. Transit service is not currently present along Hill Road, but the transit plan identifies future transit service areas. The City should continue to coordinate with Yamhill County regarding coordination of transit to serve Hill Road. The plan identifies potential future service along Hill Road which could ultimately benefit the Fox Ridge Road study area. See the figure below (*Figure 2-11 from the YCTA plan identifying areas that would potentially benefit from future transit service*). The Fox Ridge Road study area is located between areas 1b and 1c. Higher densities and other plan elements within the area would potentially increase the demand for these services sooner than later.

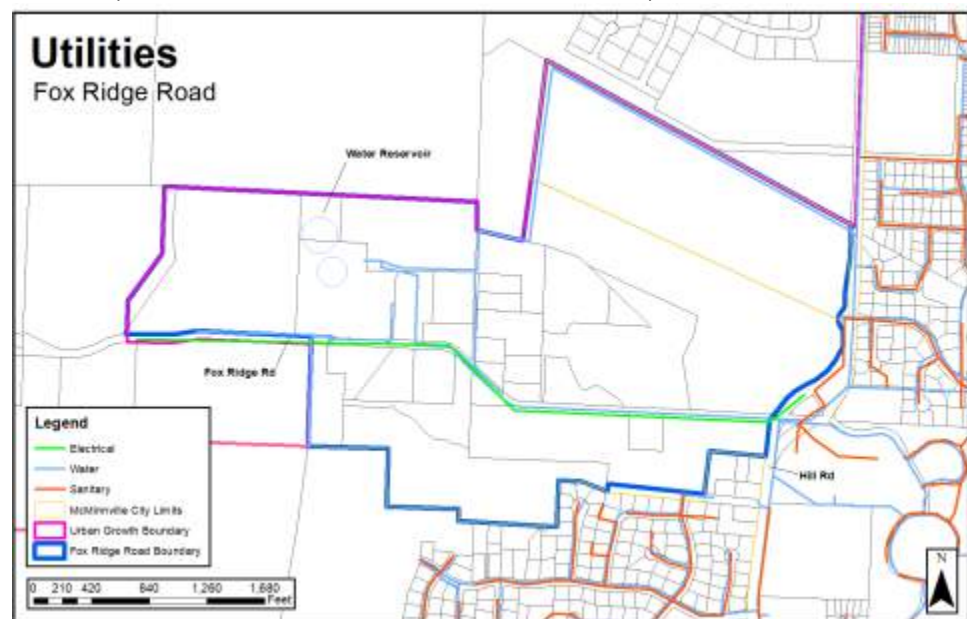


The City will also be coordinating with Yamhill County Transit as part of the Fox Ridge Road Area Plan in order to better understand the potential for future public transit services to connect Baker Creek Road, Hill Road, and 2<sup>nd</sup> Street. Yamhill County Transit updated their transit plan in 2018, with future short- to long-term service expansions discussed within the region. The transit plan indicates that,

“McMinnville’s R-3 residential zoning district allows nearly 12 units per acre and the R-4 residential district allows for higher-density developments (over 20 units per acre), which could support transit service that is more frequent than today; however, current residential density in the city is relatively low, even in areas currently zoned for medium- or higher-density housing.”

Connectivity and coordination with the development of the high school site will be important in the Fox Ridge Road Area Plan. Any trail networks considered will incorporate connectivity to the future school site. Bike and pedestrian connectivity will be considered in the Area Plan, with consideration of connecting to the existing trails and linear parks (BPA and Westside trail systems) that are located just east within the existing Urban Growth Boundary (UGB). The trail system may potentially be linked via Wallace Road.

### 3.5.2 UTILITIES (WATER, SEWER, STORMWATER, AND OTHER)



Because the property is still unincorporated and developed under county land use regulations, urban services haven’t generally been extended outside of City limits. Properties within the area are generally served by wells and private on-site septic systems, and Fox Ridge Road is constructed as a rural road. Because of the MWL facilities located in this area, there is municipal water infrastructure within this area which is extended to serve McMinnville with legacy connections to some nearby properties. Where the Fox Ridge Road area is adjacent to city limits, there are locations where urban services are present along the street frontage of the area and/or are already stubbed or planned to be stubbed to the area in public right-of-way from adjacent developments.

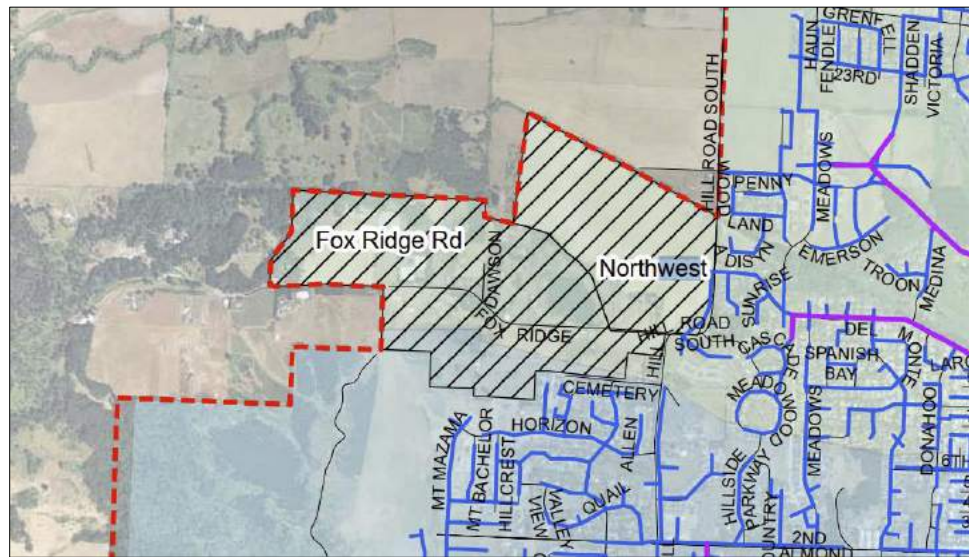
When properties annex to the City, they are rezoned to city zoning and develop to city standards with developer-installed provision of urban services including municipal sewer and water, and streets improved to city standards for new development. The key public facility plans are currently in the process of being



and address the funding of the necessary pump station or reservoir improvements if there isn't initially a critical mass or economy of scale sufficient to distribute fixed costs among new homes to be served in the early development phases or when properties aren't contiguous.

#### Sanitary Sewer

The Sanitary Sewer Conveyance System Mater Plan was adopted in 2008. The City of McMinnville is currently in the process of updating the plan. The 2008 master plan addressed future growth within the UGB including the Fox Ridge Road area.



**Table 3-5. Developed Land Within Proposed UGB – Future Additional**

Basin	Residential		Commercial/Industrial		Total EDUs
	Acres	EDUs	Acres	EDUs	
Airport	261	831	231	2,772	3,603
Cozine	500	2,209	16	192	2,401
Downtown	11	48	28	336	384
Fairgrounds	361	1,307	192	2,304	3,611
High School	5	25	8	96	121
Michelbook	400	1,590	14	168	1,758
Yamhill	1	3	0	0	3
<b>Total</b>	<b>1,539<sup>(1)</sup></b>	<b>6,013</b>	<b>489</b>	<b>5,868</b>	<b>11,881</b>

(1) Includes approximately 531 acres containing residential land designation that has been identified for use other than for housing—schools, parks, religious, government, semi-public services, and infrastructure.

Table 3-6 summarizes the total area distribution of developed land within the planning area at buildout.

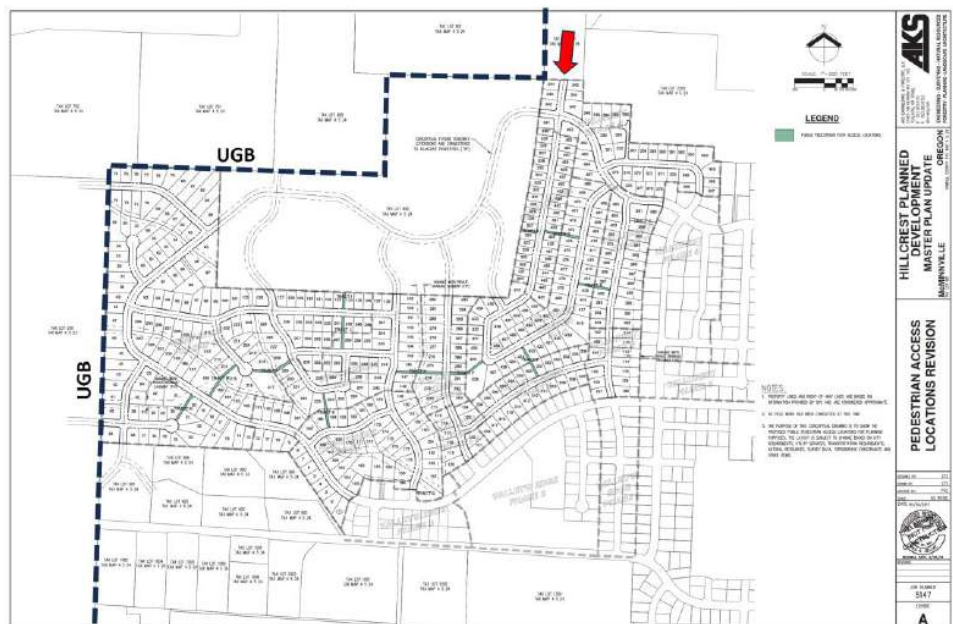
**Table 3-6. Developed Land Within Proposed UGB – Buildout Total Net Area**

Basin	Residential (Acres)	Commercial/Industrial (Acres)	Total Acres
Airport	373	396	769
Cozine	1,097	64	1,161
Downtown	208	169	377
Fairgrounds	655	661	1,316
High School	332	126	458
Michelbook	640	19	659
Yamhill	53	19	72
<b>Total</b>	<b>3,358</b>	<b>1,454</b>	<b>4,812</b>



Gravity flow is more cost-effective than pumping. Due to the site's topography, sanitary sewer effluent would gravity flow in two general directions: to the east into the Michelbook basin; and, to the south into the Cozine basin. There are opportunities to connect to the existing system where conveyance pipes are present to the east at Hill Road and to the south at the northerly terminus of the sewer main in Wintergreen Drive at Cemetery Road. Public sewer mains are typically installed in public right-of-way, and some of the upper elevation areas generally slope to the northeast and could gravity flow in that direction if there are adequate opportunities for public right-of-way connections or possible use of easements over public lands. Provision of a sewer line in the future street extension which is part of the Hillcrest Planned Development master plan will also provide an additional opportunity for connection to the sewer system to the south near the southwest corner of the Fox Ridge Road area.

The City conducted additional flow monitoring in 2019 and identified potential downstream capacity limitations that will be addressed in the stormwater master plan update and could require upsizing of some sections downstream pipe prior to or concurrent with development in the Fox Ridge Road area above a certain threshold.



### Stormwater

The City is in the process of updating the 2009 stormwater master plan. Stormwater runoff in the study area is predominantly to natural drainageways and in part to the quarry pond. Stormwater treatment facilities are present along Hill Road and stormwater conveyance pipe is present in the adjacent neighborhoods within city limits abutting the Fox Ridge Road area to the south and east of the Fox Ridge Road area that may be connected to any new storm pipes extended as part of the area plan. There is some surface water runoff to the existing quarry pond. The water rights for the quarry are separately owned from the land. The water collected in the quarry pond currently provides irrigation water to the golf

course property and the West Wind development to the north. As part of new development, stormwater management plans are required.

#### Electric

There are existing feeders on North Hill Road that would have to be upgraded to accommodate the additional projected load.

### 3.5.3 COMMUNITY FACILITIES AND PROXIMITY

Resource	Facility	Address	Location
Schools	Newby Elementary School	1125 NW 2 <sup>nd</sup> St	1 mile – East
	Duniway Middle School	575 NW Michelbook Ln	1 mile – East
	Memorial Elementary School	501 NW 14 <sup>th</sup> St	1.5 miles – East
	McMinnville High School	615 NE 15 <sup>th</sup> St	2 miles – East
Higher Education	Linfield University	900 SE Baker St	2 miles – SE
	Chemeketa Community College	288 NE Norton Ln	3.5 miles – SE
Parks	Jay Pearson Neighborhood Park	2120 NW Yohn Ranch Dr	0.6 miles – NE
	Westside Bicycle and Pedestrian Greenway	Runs north/south NW Baker Creek Rd to SW 2 <sup>nd</sup> St	0.5 miles – East
	McMinnville Linear Park	Runs east/west S. Agee St to SW Westvale St	0.6 miles – SE
Hospitals	Oregon Whole Health	349 SE Baker St	1.6 miles – SE
	Physicians Medical Center	2435 NE Cumulus Ave	3.3 miles – SE
	Willamette Valley Medical Center	2700 SE Stratus Ave	3.3 miles – SE
Police Stations	McMinnville Police Department	121 SE Adams St	1.6 miles – SE
	Yamhill County Sheriff's Office	535 NE 5 <sup>th</sup> St #143	1.8 miles – SE
Fire Station	McMinnville Fire Department	175 E 1 <sup>st</sup> St	1.6 miles – SE
Playground	Scotty's Playhouse Indoor Playground	700 NW Hill Rd	0.1 mile – East
Senior Care	The Manor at Hillside Retirement Community	900 NW Hill Rd	0.1 mile – East
	The Village at Hillside Assisted Living Facility	440 Hillside Pkwy	0.3 mile – SE
	Traditions at Hillside Retirement Community	300 Hillside Pkwy	0.3 mile – SE
	Vineyard Heights Assisted Living Facility	345 SW Hill Rd	0.5 mile – South
	McMinnville Memory Care	320 SW Hill Rd S	0.5 mile – South
Cemetery	Masonic Cemetery	NW Cemetery Rd	0 miles

#### 4.0 REGULATORY CONTEXT AND PLANNING FRAMEWORK

The Fox Ridge Road Area Plan will be adopted as a supplement to the McMinnville Comprehensive Plan and adopted by the City Council as a guiding land use document. The Area plan must embody the development principles of the McMinnville Comprehensive Plan, including the MGMUP, the Framework Plan, and other applicable City land use policies. The MGMUP provides guidance for the planning and development of fully integrated, mixed-use, pedestrian-oriented neighborhoods. The Area Plans are expected to be developed consistent with:

- 1) The guidelines of the Traditional Neighborhood model, as described in the McMinnville Growth Management and Urbanization Plan.
- 2) Neighborhood Activity Centers (NACs) to meet neighborhood commercial land needs as identified in the MGMUP Framework Plan, and support surrounding residential development.
- 3) The City's adopted Great Neighborhood Principles, as described in Comprehensive Plan Policies 187.10 through 187.50.

#### 4.1 MCMINNVILLE GROWTH MANAGEMENT AND URBANIZATION PLAN

##### *Traditional Neighborhood Model Guidelines*

As highlighted in the MGMUP, McMinnville's plan for urbanization is modeled around the planning and development of a "traditional neighborhood," designed to be fully integrated, mixed-use, and pedestrian oriented. This type of development includes narrower streets that emphasize pedestrian orientation and scale, highly connected street patterns with small blocks or grids, streets lined with trees and sidewalks on both sides, and diverse housing types and lot sizes that are intermixed throughout the neighborhood. Uses and housing types are mixed and in close proximity to one another, with public spaces such as neighborhood parks or plazas serving as focal points for community interaction. As an essential feature, the McMinnville model for a traditional neighborhood calls for a neighborhood activity center at the heart of the neighborhood to provide opportunities for social interactions, structure to surrounding land uses, and neighborhood identity. The concept of a traditional neighborhood aims to minimize traffic congestion, suburban sprawl, infrastructure costs, and environmental degradation.

To be consistent with the MGMUP, the Fox Ridge Road Area Plan will follow the guidelines set forth for the development of a traditional neighborhood model. As the Area Plan is conceptually planned and refined, key considerations for the subarea include mixed-use planning that integrates diverse commercial and residential developments, pedestrian oriented and connected streets, and public green spaces as social gathering opportunities. A partial neighborhood activity center is expected be a focal point of the subarea.

#### 4.2 MCMINNVILLE FRAMEWORK PLAN

The Framework Plan is Appendix G of the MGMUP, adopted in 2020 as part of the Comprehensive Plan.

##### *Neighborhood Activity Centers (NACs)*

The MGMUP emphasizes Neighborhood Activity Centers as the most critical element of the City's growth management and land use plan. Accordingly, the Framework Plan identifies general locations for NACs. Surrounding the neighborhood activity center are residential uses with the highest-density housing developments that progressively decrease in density outward from the activity center.



According to the MGMUP:

- The location of a neighborhood activity centers should be selected based on their proximity to vacant buildable land.
- Have the ability to accommodate higher intensity development.
- Provide local context with the ability to foster the development of a traditional neighborhood.
- Located at major street intersections with their service areas extending to a group of neighborhoods ranging from a one (1) to three (3) mile radius.
- The focus area of a neighborhood activity center should contain facilities necessary for day-to-day activity (such as personal services, grocery and convenience shopping, schools, places of worship, limited office space, public plazas or parks) and ideally located within close proximity to one another in the focus area so that all essential services for the subarea are easily accessible in a single stop.
- The support areas that surround the activity center's focus area should contain the neighborhood's high- to medium-density housing options and enables the highest concentration of population to easily access the focus area within walking distance (reducing the number of automotive trips for daily needs or services and allows for a single transit stop to serve the shops, services, and adjacent higher-density housing in the subarea).

Shown in the MGMUP Framework Plan, the Fox Ridge Road Area Plan is planned to provide an opportunity for a partial Neighborhood Activity Center. The development of the neighborhood activity center allows for a traditional neighborhood that will be livable, healthy, social, inclusive, safe and vibrant, meeting all the Great Neighborhood Principles within the Comprehensive Plan.

**Fox Ridge Road Area as shown in MGMUP Framework Plan:**



As described in the Framework Plan, the partial Neighborhood Activity Center will be approximately 5 – 10 acres, with approximately 1 – 2 acres of commercial and office development to serve the neighborhood, approximately 2 acres of high-density residential development (R-5), and approximately 2 – 5 acres of medium density residential housing. This mixed-use center is proposed to be located along the area's Hill Road frontage

between the Wallace Road roundabout and the intersection of Fox Ridge Road. The remainder of residential land within the Fox Ridge Road study area is most suitable for lower density residential housing due to the presence of steep slopes and natural hazards (i.e., areas subject to landslides). The location, uses, and accessibility of the Neighborhood Activity Center ensure the study area's consistency with the City's adopted Great Neighborhood Principles described in the MGMUP.

#### **4.3 COMPREHENSIVE PLAN – VOLUME II: GOALS AND POLICIES**

Volume II of the Comprehensive Plan provides goals and policies in nine chapters by topic. Among the most critical provisions for area planning are the Great Neighborhood Principles.

##### *Great Neighborhood Principles*

Adopted in 2019, the Great Neighborhood Principles are incorporated as policies in the Urbanization Goal of Volume II of the Comprehensive Plan as Policy 187.10, described as a means to guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. These principles ensure the livability, accessibility, safety and beauty of all new development or redevelopment. The following are the 13 principles described in the policy:

1. Natural Feature Preservation
2. Scenic Views
3. Parks and Open Spaces
4. Pedestrian Friendly
5. Bike Friendly
6. Connected Streets
7. Accessibility
8. Human Scale Design
9. Mix of Activities
10. Urban-Rural Interface
11. Housing for Diverse Incomes and Generations
12. Housing Variety
13. Unique and Integrated Design Elements

In order for the Fox Ridge Road Area Plan to be consistent with these principles, Comprehensive Plan Policy 187.50 provides policies on how to achieve each of the listed principles as it refers to design, location and orientation of these necessary neighborhood resources. By following the model of a traditional neighborhood and planning around the centralization of a partial neighborhood activity center, the overall development of the area plan is intended to achieve each individual principle.

#### **4.4 TRANSPORTATION SYSTEM PLAN AND TRANSPORTATION ISSUES**

The City's Transportation System Plan (TSP) was adopted in 2010. The plan was adopted prior to the 2013 UGB remand, and therefore the TSP was based on the same boundary for Fox Ridge Road that exists following the 2020 UGB amendment, and the MGMUP in place at that time also planned for a Neighborhood Activity Center in this area. See Exhibit 3-1 from the TSP below. At that time, the Comprehensive Plan designation was Residential (R). It is now Urban Holding (UH).

The Comprehensive Plan and the Transportation System Plan are plans for the UGB overall, not just the portion within City limits, so the 2010 TSP included planning for the Fox Ridge Road Area.

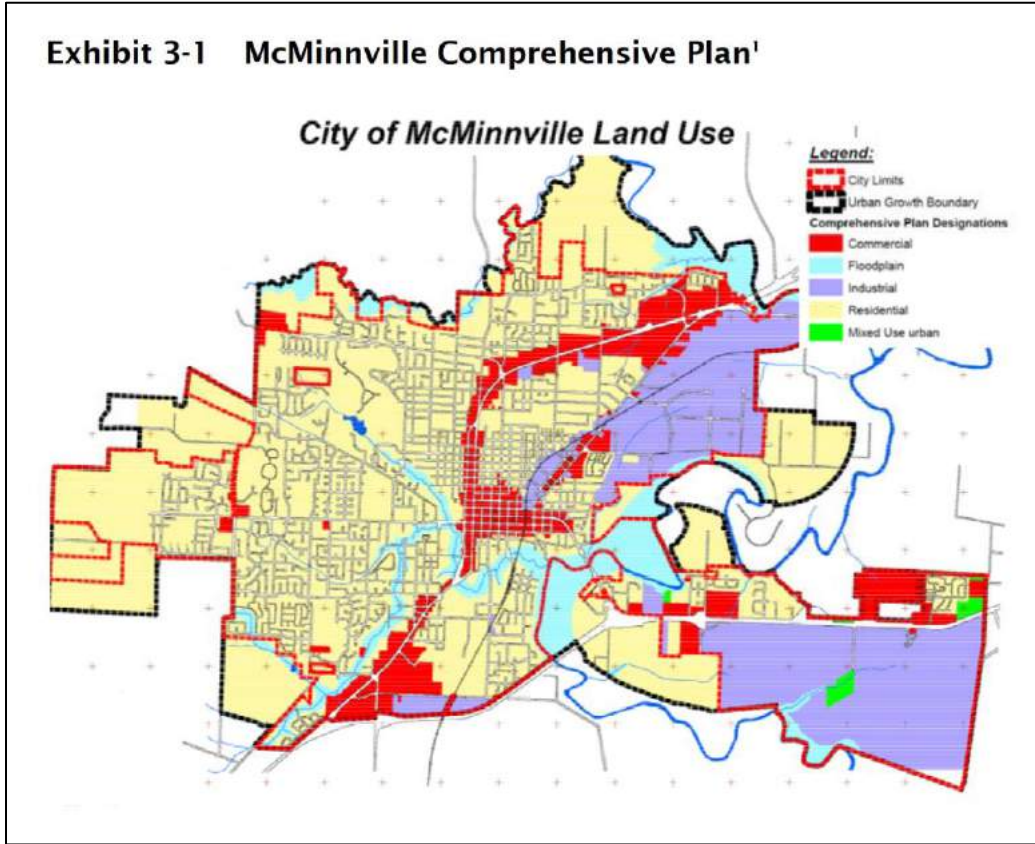


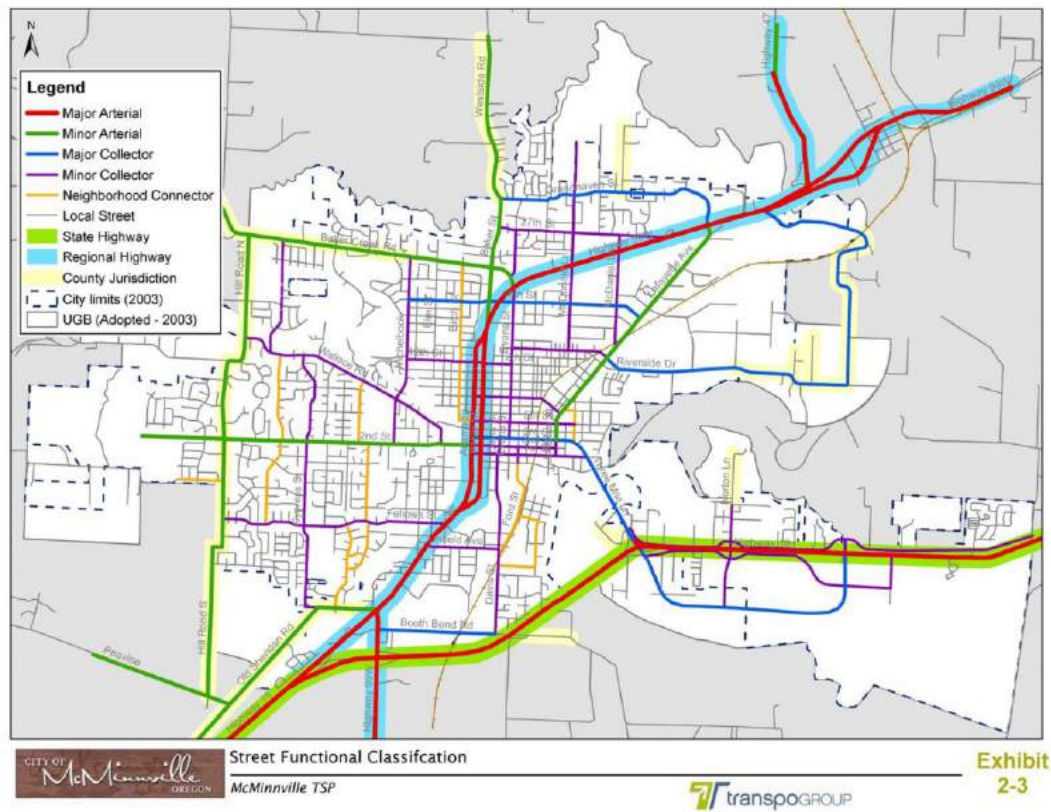
Exhibit 2-3 of the TSP, below, shows existing and planned functional classification of streets. Hill Road is classified as a Minor Arterial. The other streets in the study area are classified as local streets. These classifications are used to determine issues such as complete street design standards, access management, etc.

**Complete Streets**

Development per city standards includes street designs for complete streets for all modes.

**Access Management**

Because Hill Road is classified as a Minor Arterial, access management policies will likely limit direct access to Hill Road to the existing public streets at the west leg of the Wallace Street roundabout and the Fox Ridge Road intersection.

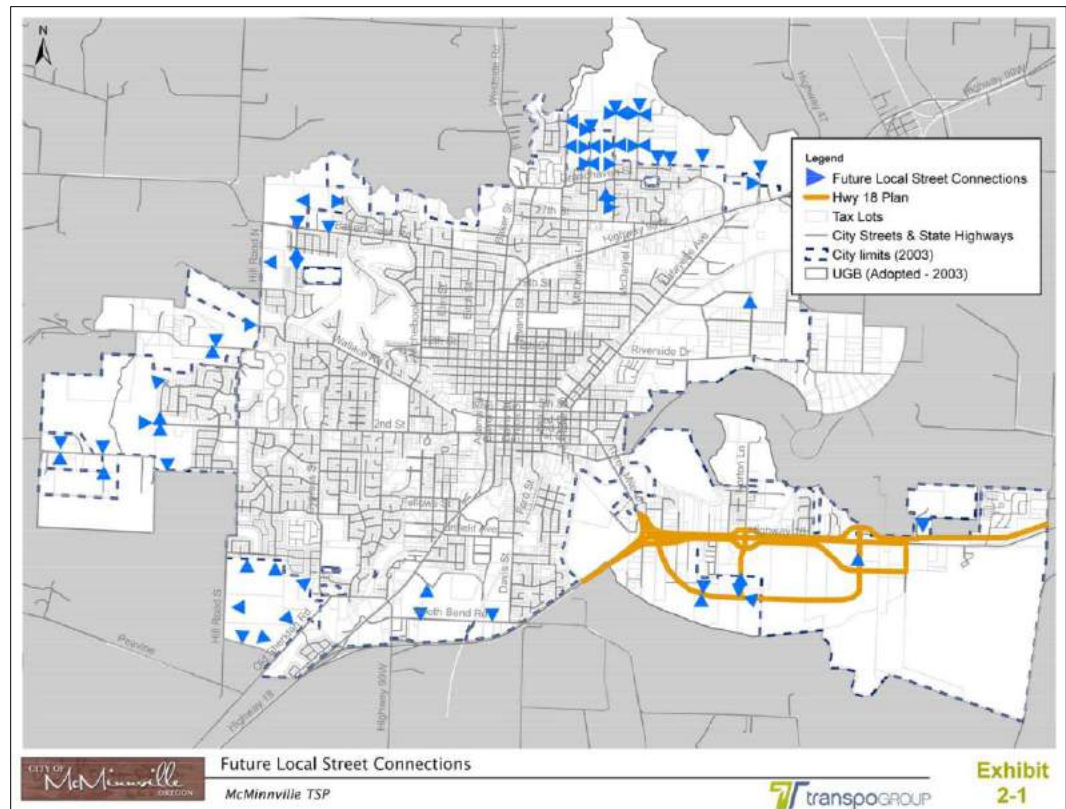


### Connectivity

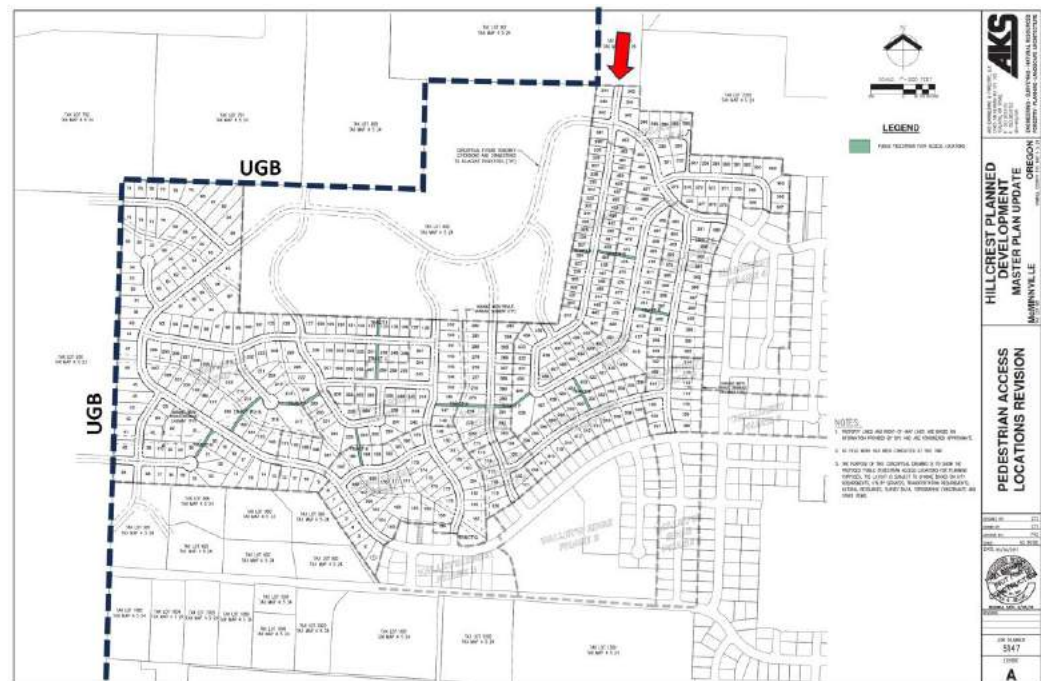
Transportation policies outline the need for a well-connected street network to serve all modes of transportation and to provide multiple routes for public safety ingress and egress. In part, this is achieved by street connectivity standards for land divisions that specify maximum block length and perimeter standards, limitations on the use of cul-de-sac and permanent dead-end streets, etc. In addition, the TSP includes a map which identifies where certain local street connections are critical. See Exhibit 2-1 below. This shows the approximate location of connection that are needed for local streets, without showing specific local street alignments. Connectivity for existing and future streets of higher classifications are shown on Exhibit 2-3, which also indicates general alignments needed.

Due to topography, existing parcelization, and location of existing land uses such as the cemetery and McMinnville Water and Light property, there may be some limitations to achieving street connectivity in some locations. Exhibit 2-1 identifies needs for at least local street connections from the westerly extension of Wallace Road to the south and allowing for an extension of Wintergreen Drive from Cemetery Drive north to Fox Ridge Road. Additional street connectivity to the south is limited by the location of the cemetery and the westerly extent of the UGB. There may also be limitations for street connectivity due to topography between the lower elevation northerly properties and the higher elevation southerly properties further to the west. If topography limits the extent of street connectivity in that vicinity, there is also the potential to instead provide non-vehicular connectivity for pedestrian and/or bicycle connections in those locations, as addressed in Chapter 17.53 of the Zoning Ordinance.





It is also noted that the Hillcrest Planned Development is located in City limits to the southwest of the Fox Ridge Road Area. The Planned Development has an approved master plan which includes a street connection to the Fox Ridge Road area west of the cemetery, just inside the UGB. See below.



## Traffic

In the TSP, the City has established performance standards for transportation facilities. In advance of construction of the Hill Road improvements, traffic analysis was conducted in 2016, including evaluation of different intersection designs and traffic control options. The analysis evaluated the capacity of the roundabouts at Wallace Road and Baker Creek Road including traffic from projected growth. Table 6, excerpted below, summarizes the results. With existing traffic and projected growth, the roundabouts were projected to operate at Level of Service(LOS) A during both the am and pm peak hours.

**Table 6. Peak-Hour Intersection Analysis (2035 Alternative Roadway/Intersection Configuration)**

Intersection Name		2035 (Existing Channelization)		2035 (With Improvements)				
		Average Vehicle Delay (sec)	Level of Service	V/C Ratio	Improvement Type	Average Vehicle Delay (sec)	Level of Service <sup>1</sup>	V/C Ratio
AM Peak-Hour								
1	NW Hill Road/ NW 2nd Street	32.9	D	0.86 (EBL/T/R)	Complete Streets, Stop-control	24.0	C	0.80 (EBL/T/R)
					Complete Streets, Signalization	12.5	B	0.62 (Int)
					Roundabout	9.7	A	0.63 (Int)
2	NW Hill Road/ Wallace Road	59.7	F	0.77 (EBL/R)	Complete Streets, Stop-control	55.3	F	0.75 (EBL/R)
					Complete Streets, Signalization	9.5	A	0.42 (Int)
					Roundabout	7.6	A	0.51 (Int)
3	NW Hill Road/ NW Cottonwood Drive	17.4	C	0.40 (WBL/R)	Complete Streets, Stop-control	17.3	C	0.40 (WBL/R)
					Complete Streets, Signalization	8.1	A	0.48 (Int)
					Roundabout	5.0	A	0.38 (Int)
4	NW Hill Road/ NW Baker Creek Road	29.0	D	0.80 (NBL/R)	Complete Streets, Stop-control	16.6	C	0.61 (NBL)
					Complete Streets, Signalization	12.9	B	0.43 (Int)
					Roundabout	6.6	A	0.62 (Int)
PM Peak-Hour								
1	NW Hill Road/ NW 2nd Street	49.8	E	0.93 (SBL/T/R)	Complete Streets, Stop-control	30.0	D	0.92 (WBL/T/R)
					Complete Streets, Signalization	8.4	A	0.53 (Int)
					Roundabout	9.2	A	0.63 (Int)
2	NW Hill Road/ Wallace Road	24.4	C	0.39 (WBL/R)	Complete Streets, Stop-control	23.9	C	0.38 (WBL/R)
					Complete Streets, Signalization	10.2	B	0.46 (Int)
					Roundabout	5.5	A	0.47 (Int)
3	NW Hill Road/ NW Cottonwood Drive	18.6	C	0.31 (WBL/R)	Complete Streets, Stop-control	18.3	C	0.30 (WBL/R)
					Complete Streets, Signalization	5.2	A	0.36 (Int)
					Roundabout	4.9	A	0.40 (Int)
4	NW Hill Road/ NW Baker Creek Road	52.2	F	0.92 (NBL/R)	Complete Streets, Stop-control	44.6	E	0.48 (NBL)
					Complete Streets, Signalization	10.2	B	0.43 (Int)
					Roundabout	6.5	A	0.51 (Int)

<sup>1</sup> Level of service is based on vehicle delay, and not on volume-to-capacity ratio.

Average vehicle delay reported in seconds.

Int. = intersection (result is reported for overall intersection operations).

Two-way stop-controlled analysis results are reported for the worst operating movement and based on HCM 2010 methodology.

All-way stop-controlled analysis results are based on HCM 2010 methodology.

Roundabout analysis results are based on HCM 2010 methodology.

Additional traffic analysis is also being conducted as part of the scope of work for the Fox Ridge Road Area Plan.

### Public Safety

The City has adopted street standards designed to ensure adequate access for public safety vehicles including fire trucks. Street standards specify maximum grades. In addition, fire sprinklers are required for residential and commercial structures accessed from roads with grade exceeding 12 percent slope.

## 4.5 TRANSIT PLAN

Yamhill County adopted a new transit plan in 2018: the Yamhill County Transit Area Transit Development Plan. In 2021, the City of McMinnville adopted this plan as a supplemental document to the McMinnville Transportation System Plan (TSP) and amended Chapter 7 of the TSP accordingly.

Figure 6-19 McMinnville Map with Near-Term, Short-Term, and Mid-Term Changes

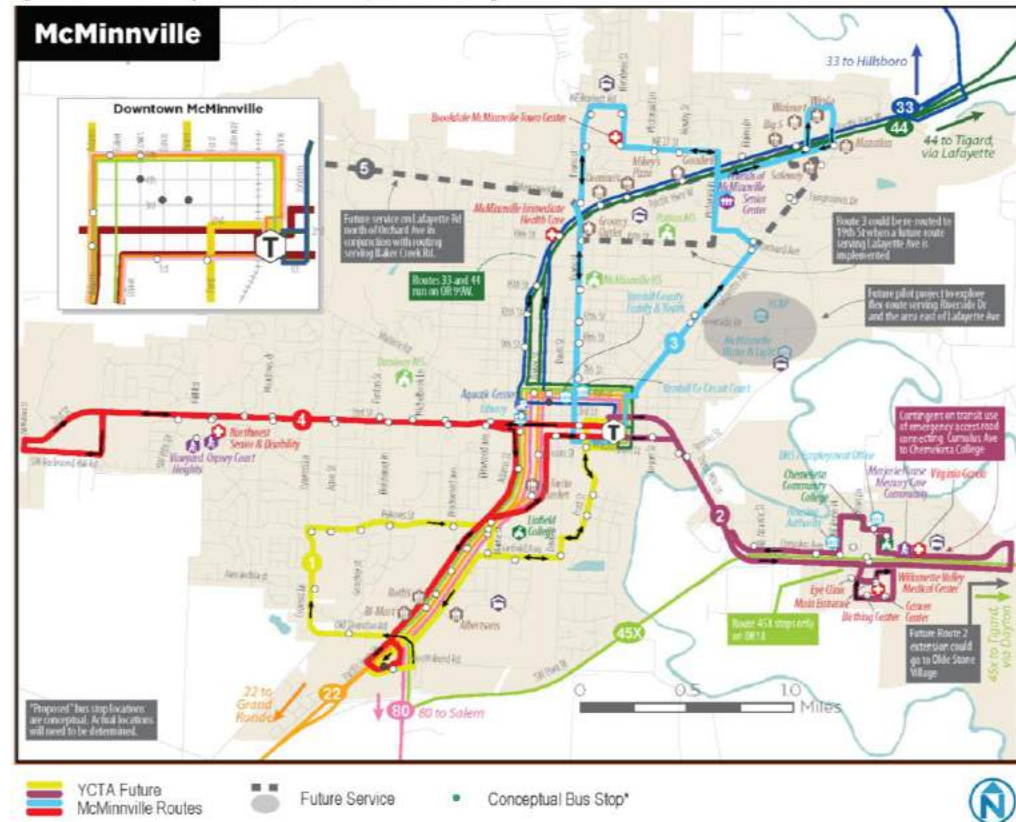
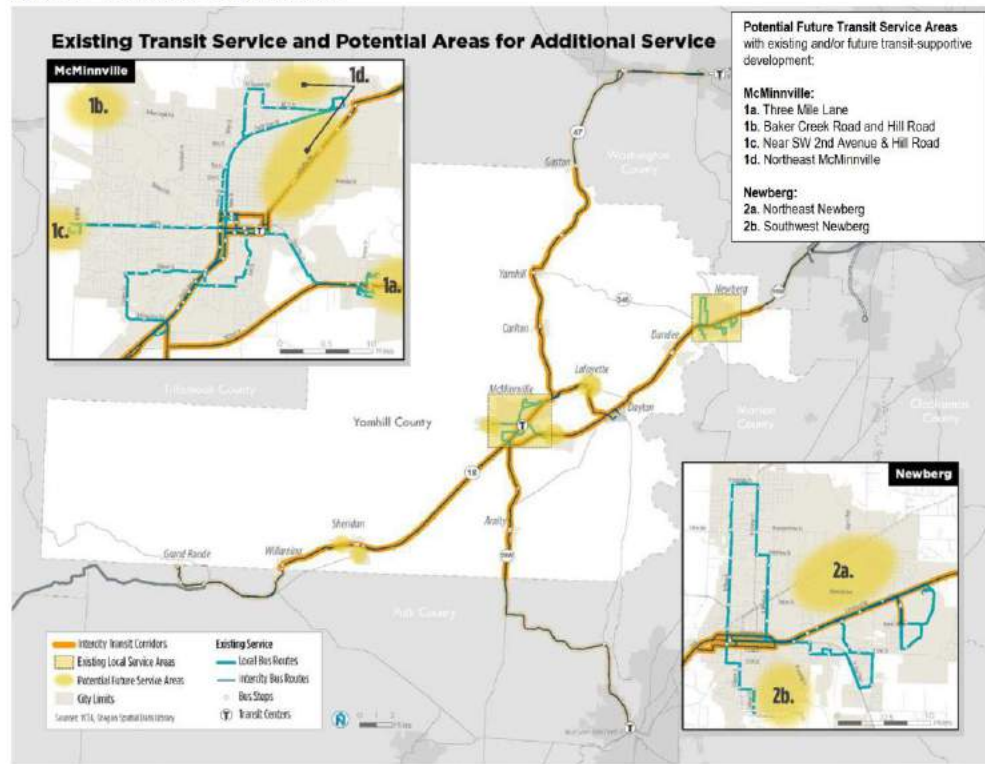




Figure 2-11 Potential Future Transit Service Areas



Source: TM #3, Fig 3-12 (Minor Updates)

Yamhill County Transit Area | 2-18



## 4.6 MCMINNVILLE MUNICIPAL CODE

Key provisions of the McMinnville Municipal Code include Title 16 which outlines the process for annexation, and Title 17, which is the Zoning Ordinance. Chapter 17.10 outlines the master planning process that applies as specified in Title 16. The Zoning Ordinance also provides the procedures, land use regulations, and standards that apply to rezoning property from rural zoning to urban zoning and development of property that apply when property is within City limits.

### Title 16: Annexations

The purpose of the annexation of land is to bring a property into city limits where the city is able to ensure consistency with the McMinnville comprehensive plan while providing a complete range of public services and public facilities to the annexed territory. Currently, the Fox Ridge Road area is undergoing the area planning process required by MMC Chapter 17.10 in order to identify new comprehensive plan designations that will ultimately be applied to subject properties at the time of annexation. These new comprehensive plan designations will identify the future city zoning classifications of properties that will apply in conjunction with annexation to the city. Prior to development of properties within the Fox Ridge Road area, annexation must be completed.

### Chapter 17.10: Area and Master Planning Process

#### *Urban Holding Overlay District*

As part of the City's UGB expansion areas, the Fox Ridge Road subarea has been assigned the urban holding (UH) comprehensive plan map designation. The Fox Ridge Road subarea must undergo area planning to identify appropriate land uses, their locations, and their relationship to public facilities, natural resources, and other existing urban uses nearby to remove the urban holding designation. Land uses should be consistent with the framework plan. The final Fox Ridge Road Area Plan will be consistent with the Traditional Neighborhood Model, include a Neighborhood Activity Center, and comply with the Great Neighborhood Principles to ensure equitable access to a livable, egalitarian, healthy, social, inclusive, safe and vibrant neighborhood for all of McMinnville's current and future citizens. The final area plan will be adopted by the city council and utilized as a guiding land use document for development within the area. Once adopted, properties within the urban holding zone may annex and assume developable city zones as specified in Title 16 and Chapter 17.10. This initial area planning process has been initiated by the City with the guidance of the Project Advisory Committee appointed by City Council.

#### *Master Planning Process*

Within the Fox Ridge Road area, properties with 10 acres or more are required to undergo a master planning process prior to or concurrent with annexation. Several of the properties within the subject area would be subject to the master planning process due to this requirement. Properties over 10 acres looking to develop must demonstrate that they are able to extend services to make urbanization of the area orderly and efficient.

#### Chapter 17.11: Residential Design Standards

The City of McMinnville has recently amended Title 17 of the McMinnville City Code, adopting a new Chapter (17.11) that includes residential design and development standards. This chapter provides new residential development and design standards for all housing types in McMinnville's residential and commercial zones and reflects the City's vision for housing and development, including the Great Neighborhood Principles. All new development in the Fox Ridge Road study area would be expected to comply with the provisions of Chapter 17.11.

#### Chapter 17.53: Land Division Standards

In order for annexing properties to urbanize effectively and contiguously with city standards, developable lots planning to subdivide, partition land, or adjust property lines must comply with the regulations of Chapter 17.53 which provides procedures and standards for all land divisions within the city. Partitioning and subdividing of land, and adjustment of property lines within the Fox Ridge Road study area must be able to ensure adequate width and arrangement of streets, coordinate proposed development with plans for utilities and other public facilities, and provide adequate health, sanitation, safety, services, and recreation outlined in the goals and policies of the McMinnville comprehensive plan. These regulations include the following standards for:

- Lot Layout
- Block Length and Perimeter
- Street Connectivity Standards
- Maximum Street Grades
- Utility provision
- Fire Access Standards

#### Chapter 17.57: Landscaping and Chapter 17.58: and Trees

Landscaping, tree coverage, and tree preservation are all integral components of a complete comprehensive development plan. The purpose of Chapters 17.57 and 17.58 are to both encourage and require the use of landscape elements, tree planting, and tree preservation within new developments that will enhance, protect, and promote the economic, ecological and aesthetic environment of McMinnville.

These chapters address standards for landscaping and street tree planting plans for new development and land divisions, and they address tree preservation for development sites. These standards would apply to development upon annexation of property to the City. The purpose statement of Chapter 17.57 summarizes some of the key objectives of the standards.

1. Reduce soil erosion and the volume and rate of discharge of storm water runoff.
2. Aid in energy conservation by shading structures from energy losses caused by weather and wind.
3. Mitigate the loss of natural resources.
4. Provide parking lot landscaping to reduce the harmful effects of heat, noise and glare associated with motor vehicle use.
5. Create safe, attractively landscaped areas adjacent to public streets.

6. Require the planting of street trees along the city's rights-of-way.
7. Provide visual screens and buffers that mitigate the impact of conflicting land uses to preserve the appearance, character, and value of existing neighborhoods.
8. Provide shade, and seasonal color.
9. Reduce glare, noise, and heat.

#### 4.5 PLAN UPDATES

The above information summarizes key provisions of plans and policies which are adopted as part of the Comprehensive Plan. As noted above, the City has also initiated updates to elements of the Comprehensive Plan, including those noted below. The work on this and other Area Plans will also inform coordination with that work.

- Natural Hazards Planning (Oregon Land Use Goal 7) several plans and updates
- Natural Features Planning (Oregon Land Use Goal 5)
- Parks, Recreation, and Open Space Master Plan Update
- Public Facility Plan Updates (water, wastewater, stormwater)
- Transportation Systems Plan (TSP) Update

#### 5.0 FINDINGS AND KEY ISSUES

*A summary of study area plan implications, based on the existing conditions, are provided below:*

##### Land Use and Zoning

- The Fox Ridge Road Area Plan is expected to be adopted in reference to the MGMUP to ensure the study area complies with the goals and objectives established through the area planning process
- A significant land use within the area will be the 42-acre site owned by McMinnville School District that is slated for the potential development of a future high school.
- The plan will include a Neighborhood Activity Center that allows for small scale commercial and office development, NAC park/plaza, and high-density residential development within the center.
- The Neighborhood Activity Center should be strategically located to provide services and amenities to the diverse residential developments proposed within the study area.
- A neighborhood park is to be located within ½ mile of all residences within the neighborhood.

##### Natural Features

- Topographically, the majority of the study area consists of gradual to steeply sloping land that may affect the constructable residential densities and related utilities.
- A majority of the area's soils are of moderate to poor permeability which limits the types of stormwater facilities that can be utilized in support of future urban development.
- The area plan will need to plan for a useable open green space network that includes greenways and trails throughout the area to improve the walkability and accessibility of the study area.
- Two ridges running parallel to Fox Ridge Road, one on the north side and one to the south, further divide the properties along Fox Ridge Road from flatter areas at the northeast corner of the study area and land immediately to the south.
- Recent mapping conducted by the City of McMinnville to identify natural hazards and natural features in conjunction with Statewide Planning Goals 5 and 7 identified significant tree groves

at the western edge of the study area, and scenic viewpoints along ridgelines to the north and south of Fox Ridge Road. It will be important to conserve natural greenspaces and greenways that may also serve to protect the dense stands of mature trees that provide habitat for protected avian species.

- Relatively flat properties at the northeast corner of the study area and at the base of Fox Ridge Road, near its intersection with NW Hill Road, are less impacted by slopes and closer to existing utilities.
- A large remainder of land within the Fox Ridge Road Area Plan is most suitable for lower density residential housing development due to steep slopes.
- Preliminary mapping of potential NH-P and NH-M overlay zones indicate that development may be limited by natural hazards on the middle portion of Fox Ridge Road, above the cemetery and tree farm properties at the base of the hill, and below the westernmost edge of the study area. In combination with other development constraints (parcelization, serviceability), new residential development along the higher portions of Fox Ridge Road may take place later than other portions of the area, or at a lower intensity. These areas could be evaluated in conjunction with identified natural features and habitat areas for possible designation of open space areas and/or transfer of development rights.

#### Infrastructure and Services

- If a different street standard is applied to Fox Ridge Road, future development would require road frontage improvements to meet City standards, including improvements to the right-of-way, remove and reconstruction of the existing subgrade, construction of paved travel surfaces, as well as 5-foot minimum sidewalks along both sides of the street, curbs and gutters.
- Connectivity and coordination with the development of the high school site, adjacent to the proposed mixed-use concept plan development, will be critical to the area plan.
- Bike and pedestrian connectivity should occur between the Fox Ridge Road area and existing trails and linear parks throughout McMinnville.
- Coordination with Yamhill County Transit should occur to provide public transit services, especially in conjunction with the proposed partial Neighborhood Activity Center location.

#### Wallace Road Extension

- The three-legged roundabout at the intersection of NW Hill Road and Wallace Road provides an opportunity to extend Wallace Road westward for access to the location of the Neighborhood Activity Center and the McMinnville School District property.
- A Wallace Road extension would provide access for the future high school site and the Neighborhood Activity Center on TL 700. Due to these adjacent uses, the Wallace Road extension will likely be the most used street in the study area, by all modes of travel, making the design and alignment of the road particularly important.

#### Regulatory Context and Planning Framework

- The Area Plan will be adopted as a supplement to the McMinnville Comprehensive Plan, and act guide for future urbanization of the land located within the Fox Ridge Road Area Plan.
- The Area Plan will reflect the principles of the MGMUP, MGMUP Framework Plan, McMinnville Comprehensive Plan and other applicable City land use policies and standards including:
  - The guidelines of the Traditional Neighborhood model
  - Standards for a partial Neighborhood Activity Center
  - The adopted Great Neighborhood Principles (Comprehensive Plan Policies 187.50)

- The MGMUP Framework plan identifies potential planned uses such as a partial or half Neighborhood Activity Center (5 – 10 acres) with commercial and office development (1 – 2 acres), medium-density residential development (2 – 5 acres) and high-density residential development (2 acres) located at the perimeter of the Neighborhood Activity Center. This will also include a Neighborhood Park located within a ½-mile distance from all residences in the study area, and a natural resource park.

#### School District Property

- McMinnville School District owns a 42-acre site at the northern edge of the study area, intended for a future high school. The site is a parallelogram, extending only about 700 feet in depth from the anticipated future extension of Wallace Road.
- The future high school site occupies a significant portion of the flat land at the northeast corner of the study area that is most easily accessed and serviced by existing utilities. Depending on the size of the high school, utility needs may vary. The timeline for development is uncertain.
- The district has not adopted specific programming or plans for a high school at this time, pedestrian, bicycle, and vehicular connectivity to the school will need to anticipate the future layout of the site.
- The shape of the property may pose challenges for configuring a high school, depending on the eventual programming intended for the facility.

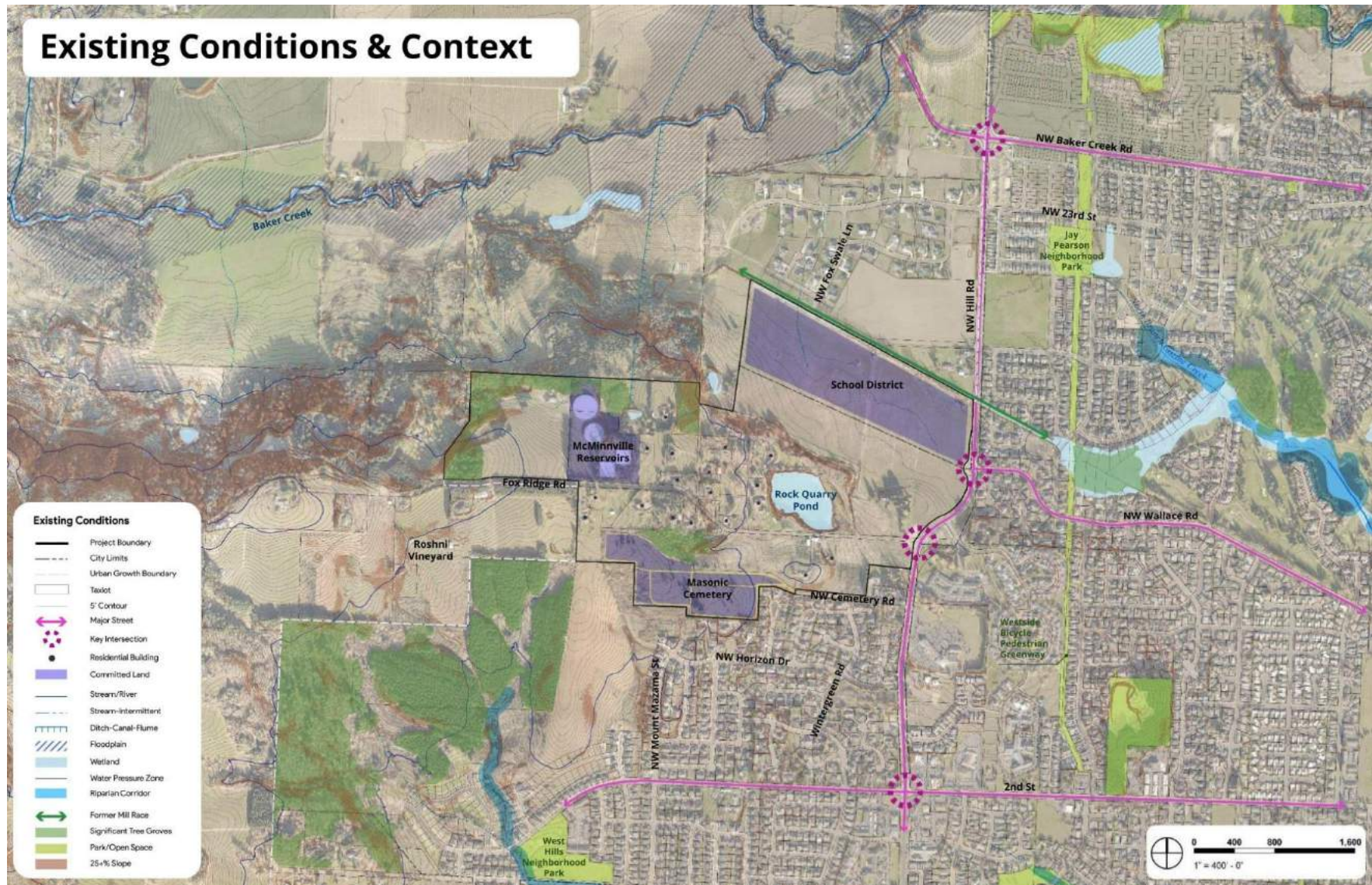
#### Other Permanently Occupied Sites

- Two of the larger properties within the southern portion of the study area are occupied by uses that have been committed to specific uses that make them unlikely to redevelop at any time in the future:
  - The Masonic Cemetery occupies a 21-acre site, occupying nearly 70 percent of the southern boundary of the study area.
  - McMinnville Water and Light owns 13-acres near the center of the study area, along Fox Ridge Road, that houses four above-ground water reservoirs.
- These sites do not directly impact the development potential of neighboring properties but could interrupt the continuity of annexation and utility extensions, as property is urbanized from the existing City limits at the base of the hill. Annexations contiguous to City limits could occur relative to the City limits to the east or the south.

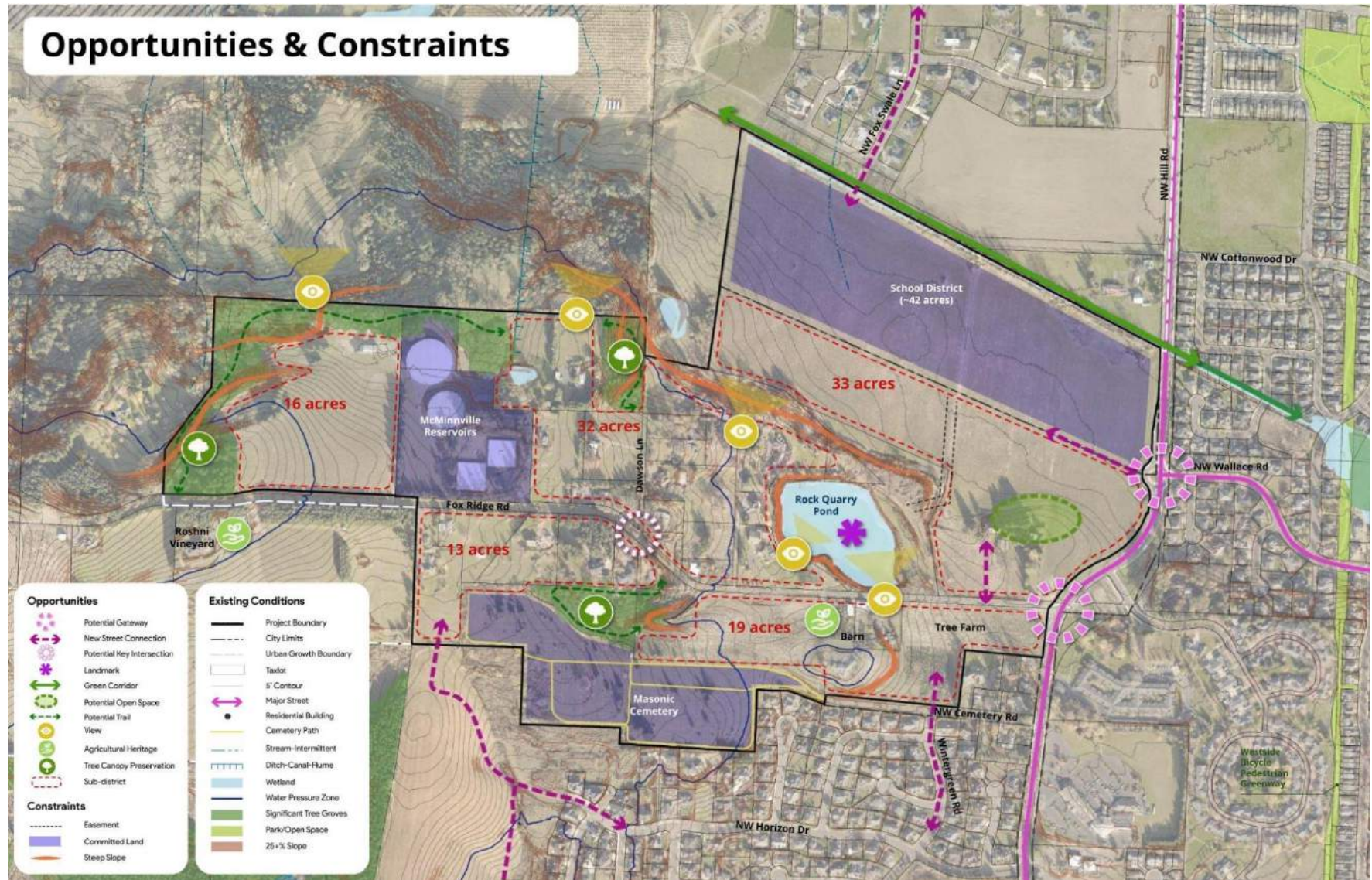
#### Rock Quarry Pond

- A large gravel quarry, now filled with water, is centrally located within the study area, near the base of Fox Ridge Road and adjacent to the approximate location suggested in the Framework Plan for the Neighborhood Activity Center. The gravel pit currently stores runoff from uphill lands and provides supplemental irrigation to properties outside of the study area.
- The pond created on the gravel pit site could provide a feature to a future park site or amenity for development in the vicinity.
- A park site or public park at the gravel pit site would occupy a possible connection point between the higher ground along Fox Ridge Road and potential future locations for a high school and Neighborhood Activity Center. However, the pond itself is not visible from either of these lower elevation sites.
- The pond currently plays a role in stormwater drainage and retention, and changes in configuration may have impacts in and around the site.









# FOX RIDGE ROAD COMMUNITY SURVEY SUMMARY

City of McMinnville Fox Ridge Road Area Plan



**Harper  
Houf Peterson  
Righellis Inc.**

ENGINEERS ♦ PLANNERS  
LANDSCAPE ARCHITECTS ♦ SURVEYORS

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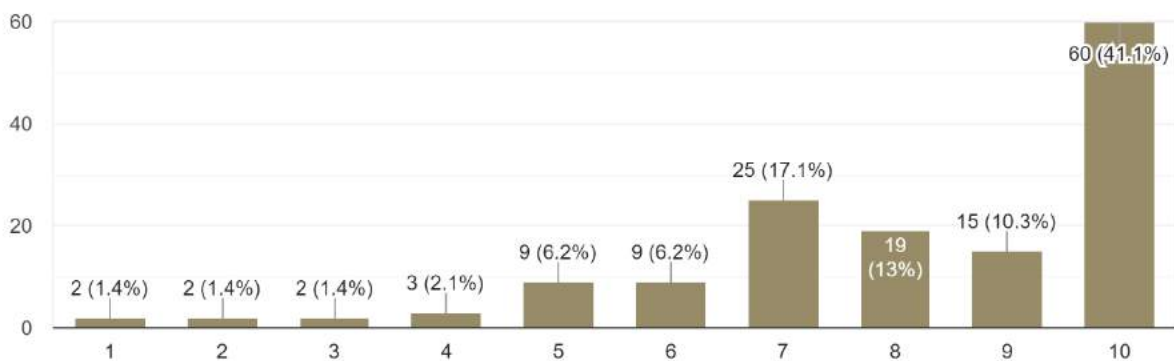
**Date:** April 13, 2023

**To:** Tom Schauer, City of McMinnville

**From:** Chris Green, HHPR

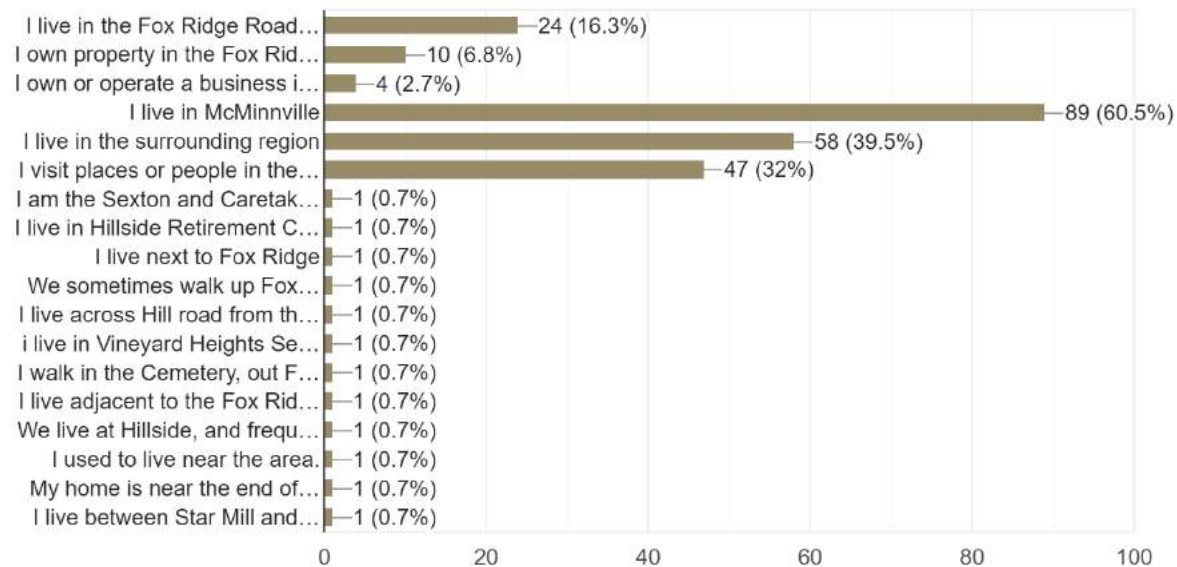
**Subject:** Fox Ridge Road Community Survey Responses and Summary

## QUESTION 1 – How are you familiar with the Fox Ridge Road Area? [146 responses]



## QUESTION 2 – What is your relationship to the Fox Ridge Road Area? Select all that apply.

[147 responses]





**QUESTION 3 - Imagine 20 years from now there are new neighborhoods and features in the Fox Ridge Road Area, as shown on the Framework Plan. What would you like to see? [143 responses]**

- Parks/trails/open space
- Housing (wide range of opinions on density/affordability)
- Neighborhood-serving retail
- Preserving views

Many of the responses from residents included reoccurring themes such as the need for additional community spaces, achieving walkability with appropriate neighborhood retail development and the need for green open spaces incorporated throughout the area plan with connecting trails and pedestrian passages. Generally, those who participated in the survey want to see walkable neighborhoods that eliminate the need for cars, as there is an already existing concern for traffic in the surrounding area. The wide range of housing opinions included the preservation of low-density housing to the inclusion higher density, multi-unit housing options that are affordable for residents. Many survey responses mentioned the location of any medium to high-density housing developments should remain in or near the proposed Neighborhood Activity Center area at the intersection of Fox Ridge Road and Hill Road. Several responses also mentioned the need for a grocery store in the area to serve the existing and any new neighborhood residents and prevent additional traffic impacts. In addition to a grocery store or neighborhood-serving retail, most responses to this question have mention of parks, open space, and trails to make the area more walkable and accessible. Many residents of McMinnville walk within the area, and with observed increases in surrounding traffic, responses appear to prioritize the walkability of the neighborhood. Recreational opportunities and community spaces were also mentioned in several responses.

The responses from residents who live in the Fox Ridge Road Area highlighted the preservation of open space and natural habitats that currently exist or surround the area, especially the scenic views that the area's higher elevation is able to afford. More specifically, residents who live in the Fox Ridge Road Area would like to see careful attention to architectural features and details for any new development, as there were mixed responses regarding the density of housing for the area. Some examples of specific features include parkway and landscaping, requiring undergrounded utilities to preserve the scenic landscape, or the requirement of architectural standards that may break up building planes, add neighborhood character and preserve the unique features of the area.

**Question 4 — As this area transitions from rural to urban uses over time, are there assets or distinctive features within the area that you think should be conserved and/or incorporated into the plan? [136 responses]**

- Impacts on nature, wildlife and mature tree stands
- Preservation of rural lifestyle, local views
- Conservation of rock quarry, masonic cemetery and tree farms
- Incorporate community parks, green spaces as buffers

Generally, many responses to this question pose a concern for impacts due to urban development. Many of the responses have the same themes that include the preservation of nature, wildlife, and the areas rural charm and lifestyle. Distinctive features of the area were notably the existing dense

tree stands, open rural land, and several responses specifically mention the conservation of the rock quarry with potential use as a community park, as well as the existing masonic cemetery. Along the theme of rural preservation, new commercial development was suggested to be appropriate for the area in scale and use, such as small-scale or multi-use retail development with attention to architectural features. Residents also mentioned creating buffers between development of neighborhoods with green spaces, preserving existing trees that line the area and provide natural habitat for wildlife. This also includes the incorporation of open green spaces throughout the majority of the Fox Ridge Road Area Plan.

**Question 5 — What else should we know or consider as we move forward with the Fox Ridge Road Area Plan?** [116 responses]

- Traffic impacts
- Walkability and pedestrian/bike paths
- Open green spaces
- Various opinions about housing affordability
- Concerns for new development density, utilities and aesthetics

Moving forward with the Fox Ridge Road Area Plan, residents expressed their concerns for traffic impacts from new urban development. There is existing concern for traffic near the roundabout on Hill Road, and the general increase of traffic on Hill Road. Responses specified consideration to traffic impacts as the plan moves forward, with suggestions on how to mitigate existing and new traffic conditions. Much of these suggestions also revolve around increasing the walkability of the area through the inclusion of carefully planned pedestrian and bike paths that connect the existing features of the Fox Ridge Road area. These connections were also suggested to include neighborhood green spaces in order to consider connectivity between open space and any new development. Especially considering the potential future development of the high school site, residents expressed further concern for traffic impacts and circulation along Hill Road.

There were also many varying opinions about housing affordability, whether or not new units should be market rate or primarily affordable. Some responses expressed the need for affordable housing options for residents within the City of McMinnville, while others expressed concerns for density and a desire to preserve the rural nature of the area. Overall, there is consistent responses regarding the overall density of new units in their appearance, ensuring that any new development does not appear to be out of place from the existing neighborhood character. When discussing medium to high-density developments, considerations to new utilities and their impacts, and overall aesthetics were noted. The survey responses emphasize community and neighborhood-oriented development for residents of Fox Ridge Road the surrounding area.

# Memorandum



**Date** 3/28/2023  
**Project Name** Fox Ridge Road Area Plan

**To** Chris Green, HHPR  
**cc** Tom Schauer, City of McMinnville  
**From** Margaret Raimann, SERA Design

**Subject** Fox Ridge Road Area Plan Community Design Workshop #1 Summary

As part of the planning process for the Fox Ridge Road Area Plan, the City of McMinnville hosted a community design workshop on March 21<sup>st</sup>, 2023 from 6 to 8 p.m. SERA Design led the workshop with assistance from the prime consultant on the project, Harper Houf Peterson Righellis Inc. (HHPR). The purpose of the workshop was to present the findings from the opportunities and constraints analysis and gather feedback from community members on the preferred development scenarios for the Fox Ridge Road area. Over 50 people attended and participated in the design workshop, and community members also have an opportunity to provide input through a survey open through April 10<sup>th</sup>, 2023. This memorandum summarizes the workshop event and the key themes that emerged from the community input.

## Workshop Summary

The format of the workshop included a 30-minute presentation with an opportunity for questions from community members. The City of McMinnville and HHPR started the presentation with an introduction to the project and previous planning efforts that led to the development of the Fox Ridge Road Area Plan. They provided an overview of the consultant team and the project phases. This event was the first of two community design workshops with the first focusing on development scenarios and the second focusing on plans for parks, open space, and connectivity.

SERA Design presented background information that helped to guide community members in the workshop activity following the presentation. This section of the presentation included an overview of potential development typologies for the area; land use guidelines provided in the Fox Ridge Road Framework Plan; an overview of existing conditions in the area; and a draft of an opportunities and constraints area for consideration in the development scenarios. Prior to starting the small-group workshop activity, community members were welcomed to ask questions to help clarify the purpose and potential development scenarios.

Following the presentation, City staff and the consultant team facilitated small-group discussions in table groups with about 8-10 community members at each table. Each table was provided with a map of the Fox Ridge Road area, precedent imagery with potential development typologies, and tools for drawing and envisioning the location of land uses for future development. Facilitators asked questions to guide the discussion including:

- Are there opportunities or constraints we missed in the draft map?
  - What opportunities are you excited about?
  - What other ideas do you have for this area?
- Given the opportunities and constraints where would you like to see the following land use development typologies?
  - High-density residential
  - Medium-density residential
  - Low-density residential
  - Neighborhood-service commercial / office
  - Parks / open space

After about one hour of small group discussions, the workshop concluded with a representative from each group sharing a few ideas with all workshop participants. The key themes that emerged from the workshop activity are summarized in the next section, and images of each map that the groups produced are provided in Appendix A. Community Design Workshop #1 Notes.

## Key Themes

The key themes that emerged from the community design workshop are summarized below. The project team will use these themes to guide the draft development scenarios and further discussions with the Project Advisory Committee.

- **Offer a range of housing types.** The Framework Plan outlines minimum acreages for medium and high-density housing. Some groups stated they preferred to meet the minimum acreage for these housing types while other groups proposed exceeding these minimums. One rationale given for exceeding these limits was to bring a greater variety of housing density to an area of McMinnville with existing residential densities that are generally lower than other areas of the city.
- **Locate medium higher density housing types near eastern boundary of area.** Most groups agreed that the medium and high-density housing types would fit best along Hill Road or other areas along the eastern boundary of the Fox Ridge Road area, given physical constraints and limited capacity of Fox Ridge Road.
- **Focus on design of new development.** Many groups raised concerns about creating well-designed developments with the new housing proposed for this area. They asked whether certain design standards could apply to the planning area to ensure this goal is achieved.
- **Connect open spaces.** This area will include substantial acreage for parks and open space due to the constraints that may restrict development and overall community need for more areas for recreation. The workshop participants suggested that the open spaces should also be connected via greenways and include connections to the existing multimodal network in the City of McMinnville. Open green spaces were suggested to preserve existing community resources including the masonic cemetery, rock quarry pond, and key viewpoints. Many groups proposed that the neighborhood park should be accessible by a range of residents living in all housing types. The second community workshop will focus on open spaces and will provide another opportunity for the community to provide input.
- **Consider traffic impacts of new development.** Many of the concerns related to increased development along Hill Road focused on increased traffic demand and the existing function of intersections along Hill Road that border the area. A future task of this planning effort will include analysis of transportation infrastructure and an identification of needs for the preferred development scenario.
- **Provide alternative access and connectivity.** Related to the traffic concerns, some groups suggested alternative access points to reduce demand on Hill Road and Fox Ridge Road. Community members raised concerns about the existing capacity and condition of Fox Ridge Road as a narrow right of way with sight distance issues and no shoulders. Future work on this project will include a more detailed look at these potential connections as well as another opportunity for the community to provide input on this topic.

## Next Steps

The next step in this process is for the SERA team to develop the draft development scenarios based on the community input provided in the design workshop and the survey (open through April 10<sup>th</sup>). City staff and the Project Advisory Committee will provide further input on the development scenarios, leading to a preferred scenario for the Fox Ridge Road Area Plan. The community will have another opportunity to provide feedback at the second community design workshop in June 2023.



## Memorandum

### APPENDIX A. COMMUNITY DESIGN WORKSHOP #1 NOTES

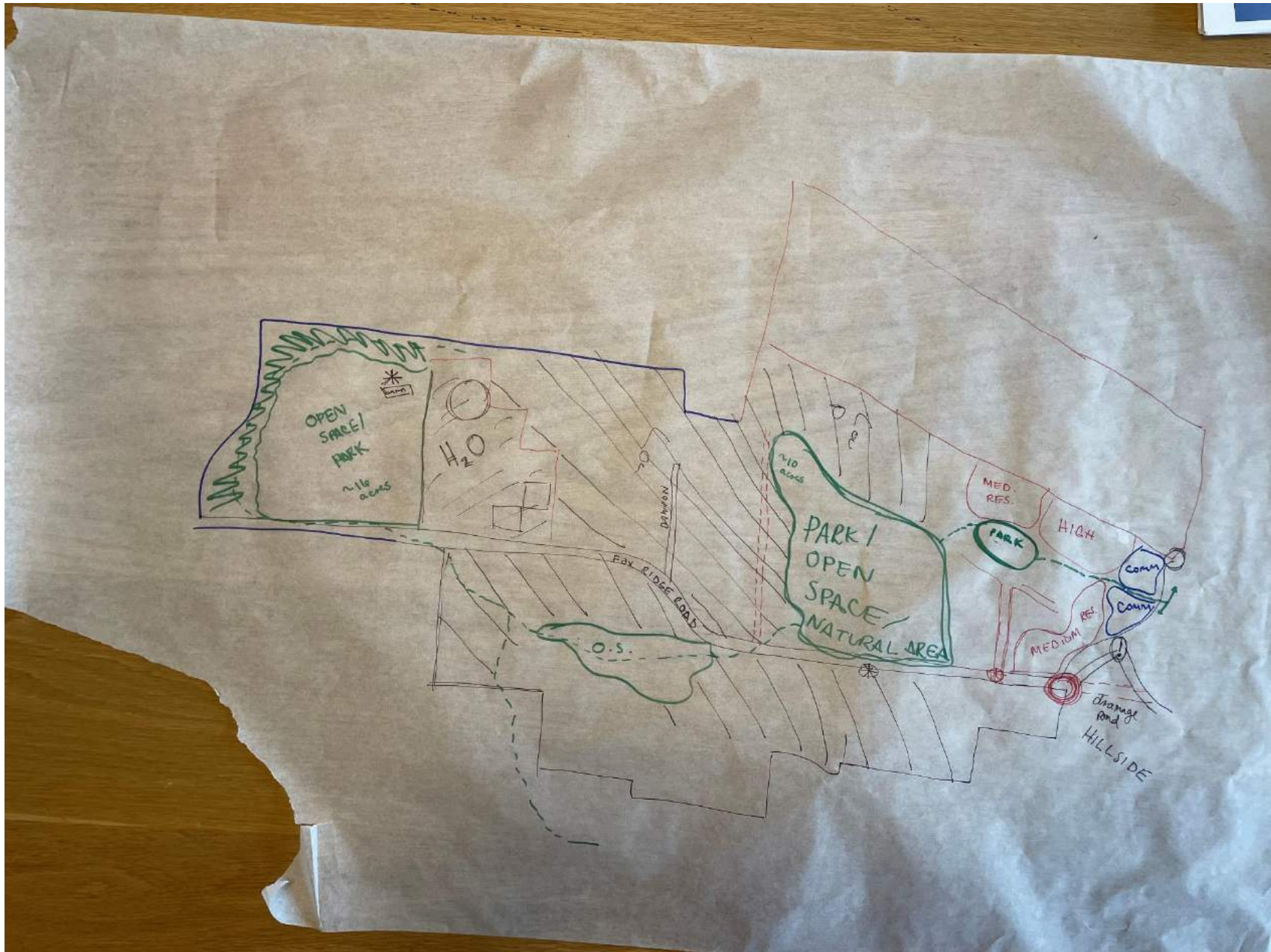
This appendix includes images of notes taken on maps for the small-group activity at the March 21, 2023 workshop.





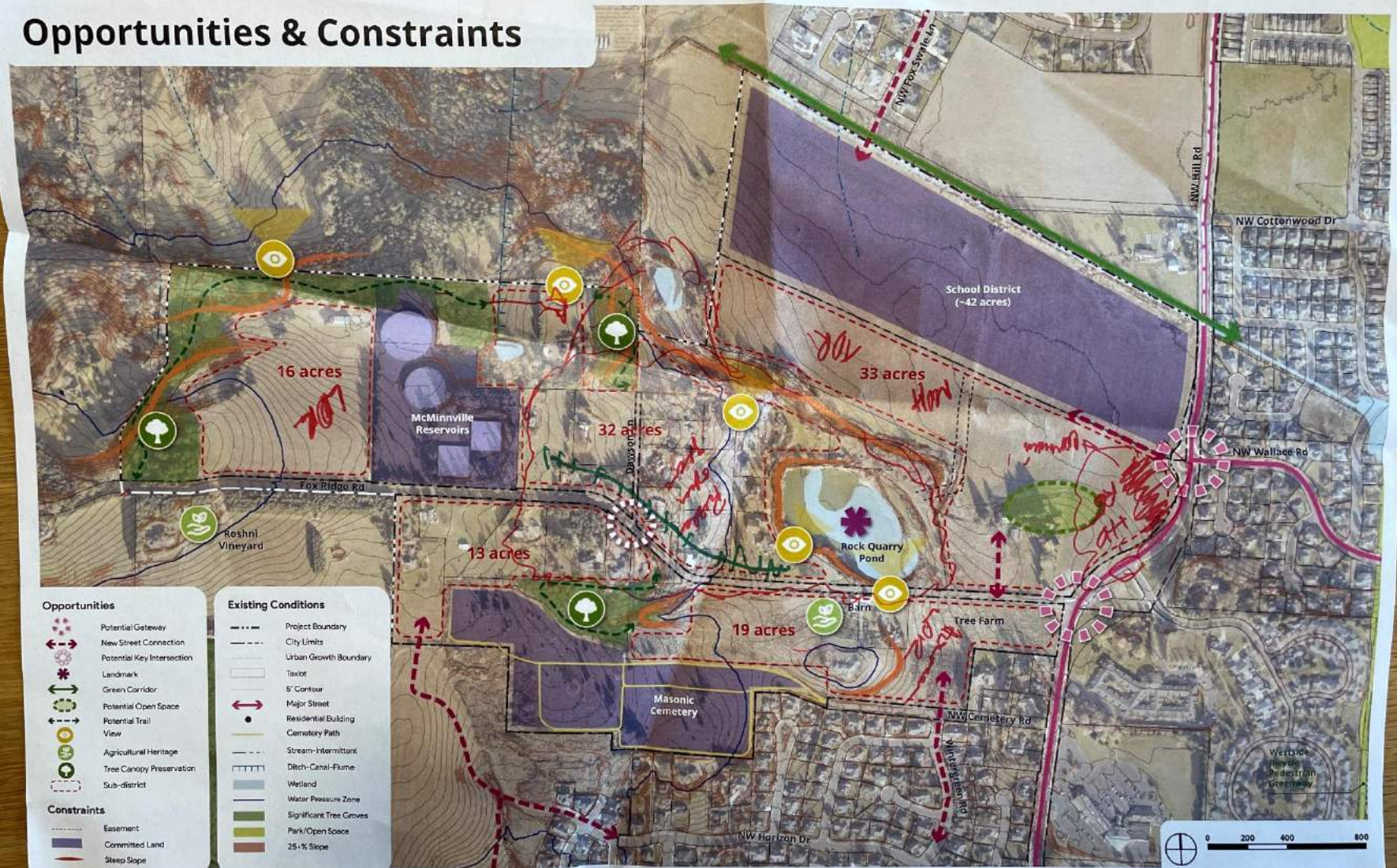








# Opportunities & Constraints













City of McMinnville  
**Fox Ridge Road Area Plan**  
**Memorandum**



**Date:** June 14, 2023  
**To:** Tom Schauer, City of McMinnville  
**From:** Chris Green, HHPR  
**Subject:** Community Design Workshop #2 Summary

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### **COMMUNITY DESIGN WORKSHOP #2**

On June 6, 2023, City of McMinnville hosted a second Community Design Workshop to gather feedback on opportunities for potential park sites and connection points in the Fox Ridge Road Area and begin developing concept plans for future parks, trails, and connections. Planners and landscape architects from Harper Houf Peterson Righellis Inc. (HHPR) led the workshop with assistance from City staff. Over 30 people attended and participated in the design workshop. Building from the workshop feedback and land use concepts developed in the first Community Design Workshop (March 21, 2023), the project team will develop concept plans for future parks, trails, and connection opportunities in the Fox Ridge Road Planning Area. This memorandum summarizes the workshop event and the key themes that emerged from the community input.

### **WORKSHOP FORMAT**

The format of the workshop included a 30-minute presentation by HHPR with opportunities for questions from community members. Workshop attendees were presented with the background of the project, the project timeline, goals, and the purpose of the workshop. Following the presentation, the consultant team and City staff facilitated small-group discussions with about 8-10 community members at each table.

Each table was provided with one base map of the draft preliminary land use concept for the Fox Ridge Road area, one base map of the neighborhood activity center (focused on the neighborhood park site identified in the preliminary land use concept), and smaller maps for reference of the opportunities and constraints, existing conditions, and natural hazard overlays of the area. Tools such as markers, trace paper, and sticky notes were provided for participants to draw and annotate the base maps with suggestions for future parks, trails, open space and connections within the Fox Ridge Road area. Facilitators guided the small groups through two exercises with 30 minutes allocated for each exercise. The first group exercise focused on looking at the neighborhood park centered within the neighborhood activity center, ensuring that the park was both well-connected and accessible. The second exercise focused on open space and trail opportunities throughout the overall Fox Ridge Road area based on the draft preferred land use concept map, including potential features and linear parks. Both exercises sought out input for suggested amenities and important features to preserve in the area plan.

After discussion, a representative from each small group shared their ideas with all workshop participants for consideration. The workshop concluded with final questions from the community and a regroup of the PAC to review the results of the community design workshop.

## KEY THEMES

The key themes that emerged from the community design workshop are summarized below. Images of each annotated map produced by the workshop groups are provided in Appendix A. The project team will use these themes to guide the park, trails, and open space concepts for the area.

### Neighborhood Park

- **Pedestrian connections.** Among all the groups, bike and pedestrian friendly connections were agreed to be a priority of the neighborhood park. These pathways were discussed as pedestrian only connections and accessible for all age groups and uses such as bikes, pedestrians, strollers, and wheelchairs. All groups also mentioned that these connections should connect the proposed residential units adjacent to the neighborhood park within the neighborhood activity center, as well as the school district site and Fox Ridge Road area. However, it was also discussed that the neighborhood park should primarily serve the community within the neighborhood itself.
- **Community gathering area.** Most groups mentioned the need for a community gathering area or space within the neighborhood park. Ideas that were proposed include a large gazebo, auditorium built into the topography of the park landscape, or other picnic and barbeque areas for community members to gather.
- **Amenities.** Each group had their recommendations on different amenities that should or needed to be provided. Restrooms and potable water stations were considered necessary within the park, and other recreational amenities were suggested such as smaller sport courts (tennis, basketball, pickle ball, etc.), casual outdoor games (horseshoe, bocce ball, etc.), large children play areas and play structures, shade structures, and even a bicycle repair station was proposed for passing bicyclists. All groups notes that amenities should be accessible to all age groups and provide diverse uses in activity types.
- **Tree preservation and shade trees.** There are many existing mature trees within the study area, which each group noted as an important natural feature of the area and should be made as a priority to preserve as many mature trees as possible. The additional planting of shade trees was also mentioned as another priority of the neighborhood park. Additional tree planting would not only provide shade but also a buffer to the surrounding residential uses as well.
- **Community garden.** Several groups mentioned using available open green areas as community garden space for the neighborhood activity center. Specifically, for residents who may live in future medium- to high-density residential units that may not have access to private yard space.
- **Traffic safety/traffic calming on surrounding streets.** Among the largest concerns for the neighborhood park was traffic safety and parking. Many groups voiced their concerns with the existing traffic issues within the area and expressed that those issues should not be exacerbated by visitors to the neighborhood park. Several groups expressed that no parking or parking lots should be proposed for the park and that access to the parks should be primarily through pedestrian connections.

### Other Opportunities for Parks, Trails, Open Space, and Connectivity

- **Pedestrian connections.** Most workshop groups shared that pedestrian and bike friendly connections are a priority for the Fox Ridge Road area. These proposed trail or pathway connections should provide safe access to all users and connectivity to both the Fox Ridge Road area and the surrounding neighborhoods. Groups discussed the concept of a trail or sidewalk connection along Fox Ridge Road further, and many groups proposed a pedestrian connection further south, at the north boundary of the Masonic Cemetery rather than along Fox Ridge Road itself, due to traffic safety concerns along the roadway.

- **Trails and viewpoints.** All groups were asked to consider natural trails and open spaces throughout the project area, with many groups agreeing with the proposed location of trails along the northern boundary and connecting back to the neighborhood activity center to the east. Many groups emphasized prioritizing the viewpoints along the trail loop at the northern end where expansive views of McMinnville can be seen and enjoyed by the community. Amenities such as trail benches for seating and potable water stations were recommended at these scenic viewpoints. Some groups also suggested that north to south connections should be considered throughout the project area, especially for the areas marked for low-density residential north of Fox Ridge Road in order to connect the trails back to the public street system and provide varying levels of trail opportunities.
- **Park around the Rock Quarry.** Each group considered the rock quarry pond for possible preservation as a notable natural feature, or even for development as a natural park space with a trail surrounding the pond, with access to the area from both Fox Ridge Road and the bottom of the slope where the neighborhood activity center is proposed, and some smaller amenities such as benches for additional seating opportunities. Some groups expressed safety concerns about topography around the pond, both for accidents around the water and lack of visibility to allow monitoring from other public spaces.
- **Preserve natural topography.** Along with the preservation of natural features, the general topography of the area was discussed and favored for preservation. Ensuring that the land is not graded in a way that diminishes the natural landscape and that park or open spaces work to preserve that topographical feature.
- **Traffic safety and parking.** Again, among the largest concerns for the area was traffic safety and parking. Many groups voiced their concerns with the existing traffic issues along Hill Road and Fox Ridge Road, stating that drivers not only exceed the speed limit creating dangerous conditions, but also the increasing traffic impact of congestion to the area. Many groups emphasized that pedestrian connections through linear parks and trails should be utilized to encourage access to the area, rather than parking lots that would only increase existing traffic issues and concerns. Specifically along Fox Ridge Road, groups agreed that any potential park features at the top of Fox Ridge Road to the west should be very careful about providing parking, if any, at all.

#### NEXT STEPS

- ☐ Project Advisory Committee (PAC) Meeting #3 – *June 21, 2023*
- ☐ Project Advisory Committee (PAC) Meeting #4 – *August 2, 2023*

## ANNOTATED BASE MAP NOTES

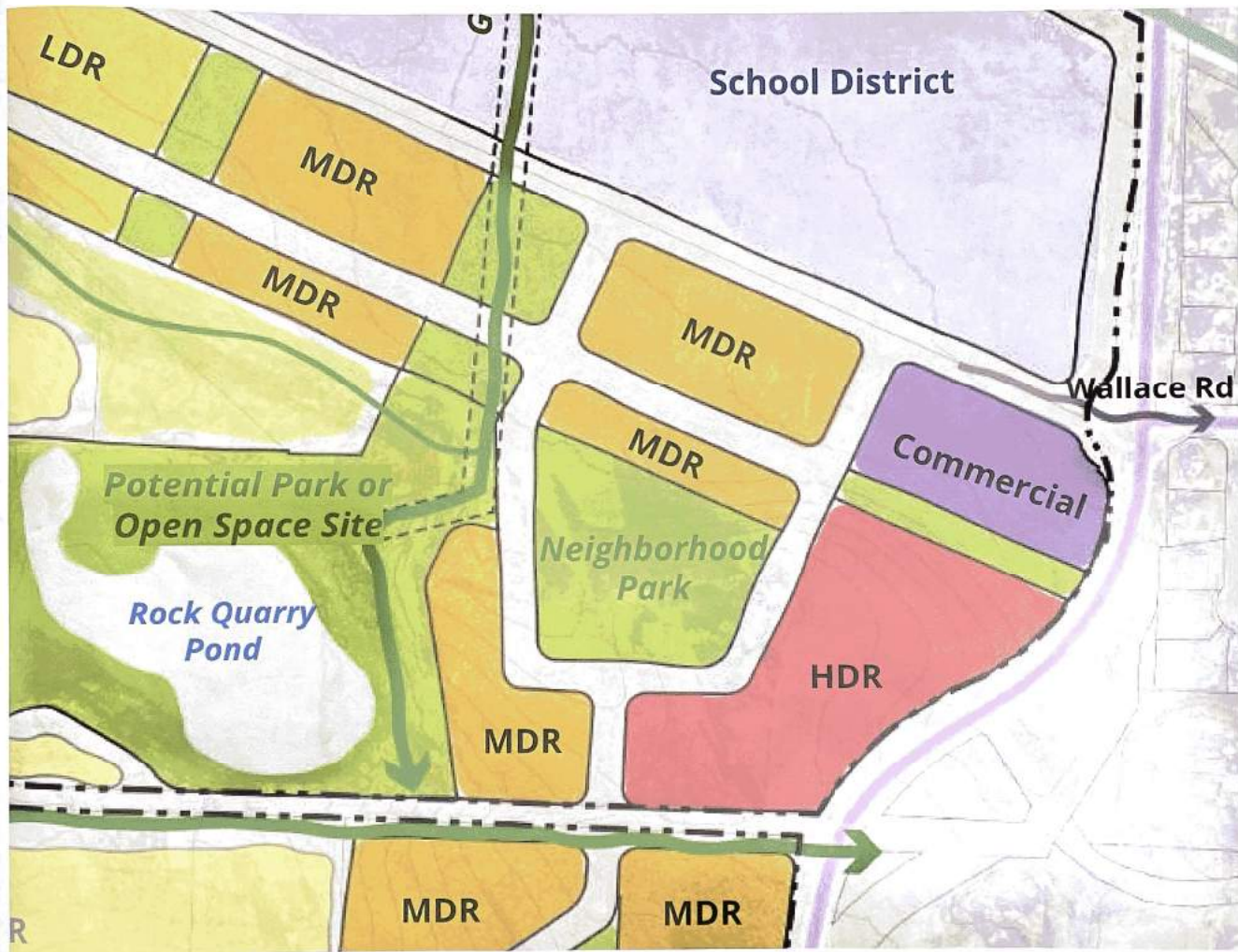
[Refer to Appendix A]



# Appendix A







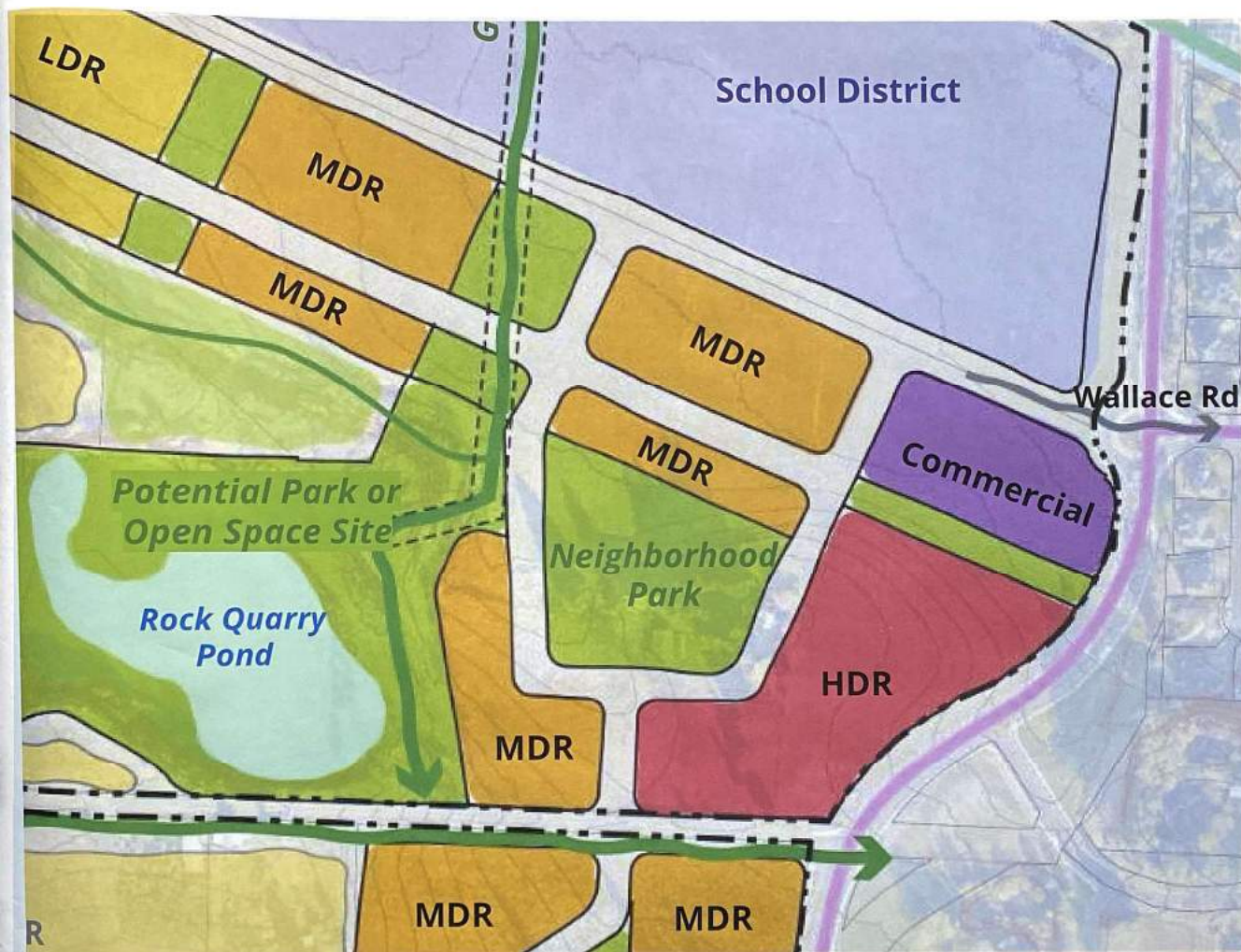
- MIXED AGE / MULTI AGE  
ACTIVITIES

- WATER FEATURE
- VIEW OF MT.
- DOG PARK
- BASKET BALL
- PLAYGROUND
- PICKLE BALL?
- GAZEBO
- TREES / SHADE
- OUTDOOR ROOMS / PICNIC
- SAFE PLAY STRUCTURE (BIG)
- AS BIG AS POSSIBLE
- WIDE STREETS / SAFE STREET
- WALKING PATHS / LINK ROOMS
- MULTIPLE PICNIC AREAS VS.  
A SINGLE LARGE SPACE
- CLIMBING
- REST ROOMS
- HORSE SHOE









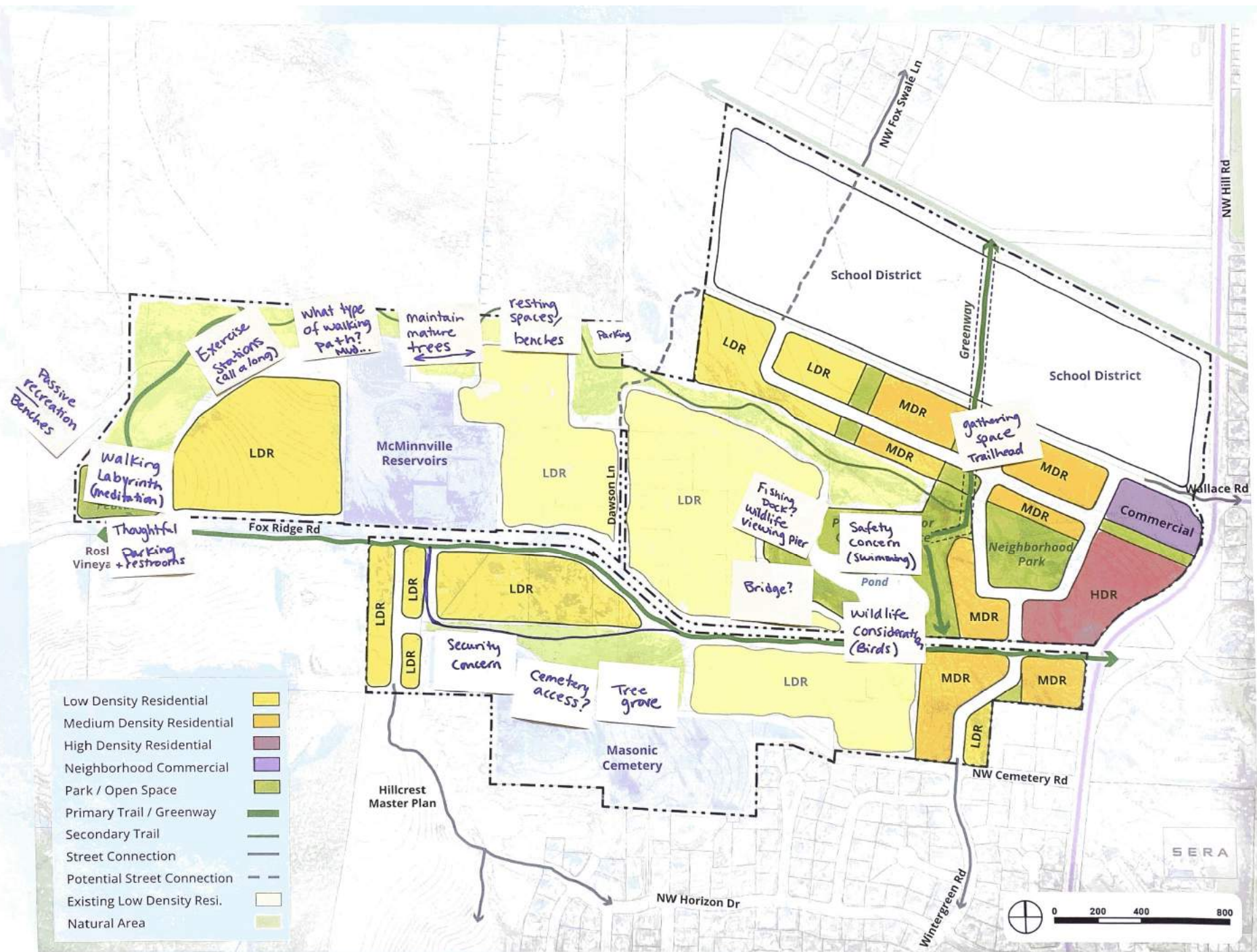
#### QUARRY

- WALKING LOOP
- COMMUNITY MEETING SPACE
- VIEWPOINTS
- SEATING/BENCHES
- MORE of an OPEN SPACE/NATURAL

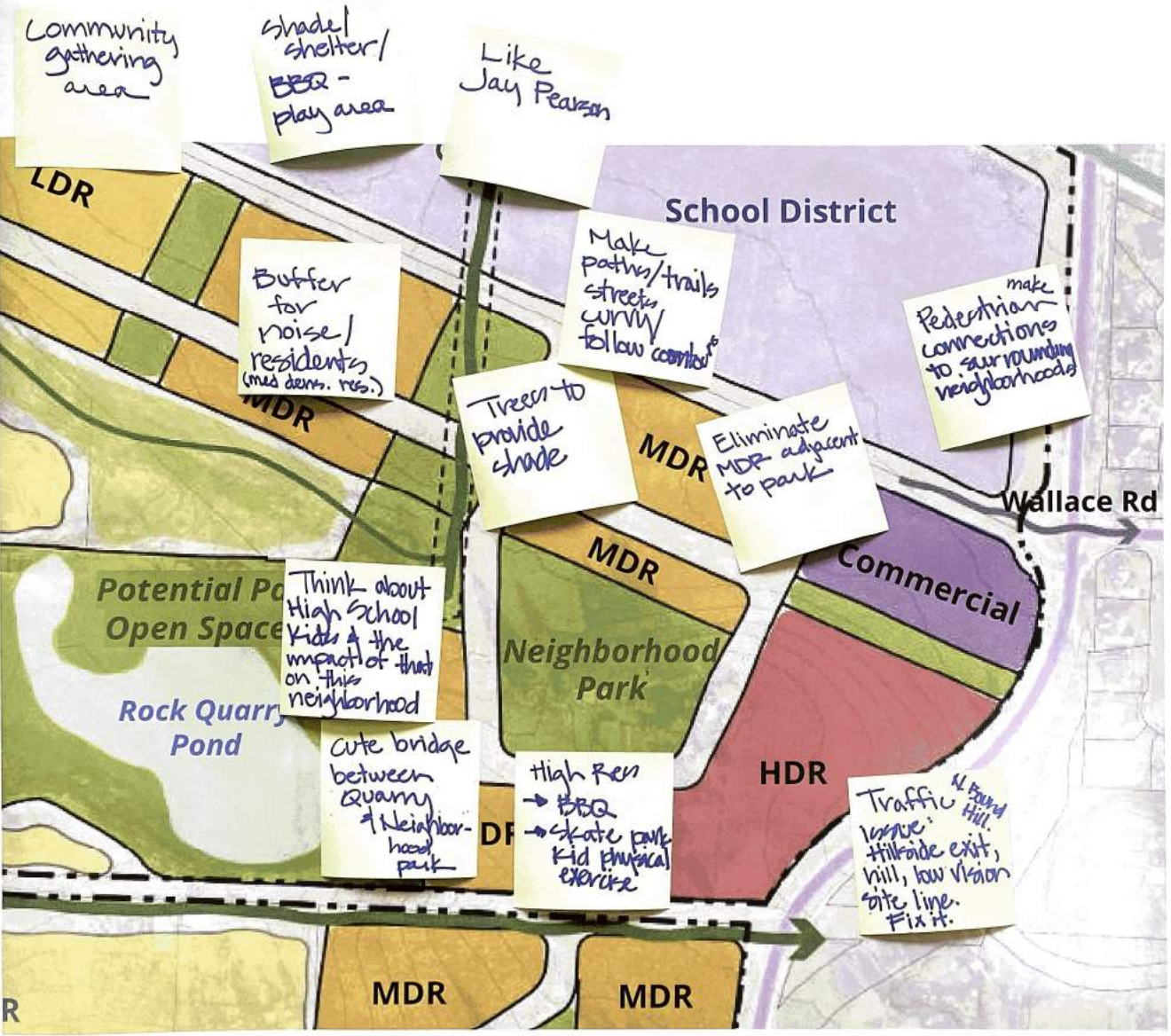
• SAFETY

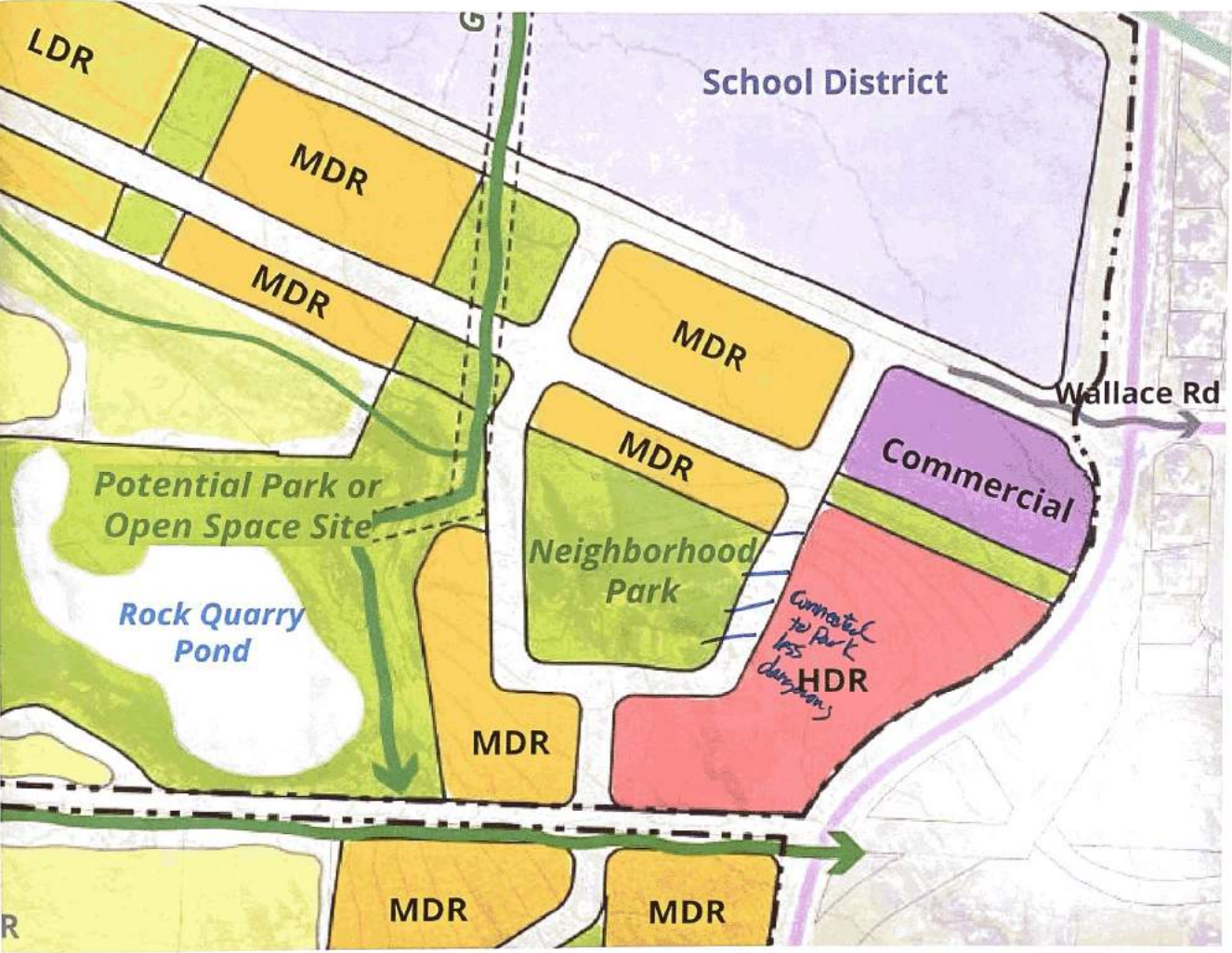
- BIKE-FRIENDLY PATHS (STROLLERS, WHEELCHAIRS, ETC.)
- CONNECTIVITY (PROMOTE NON-AUTO.)
- PRESERVATION OF MATURE, EXISTING TREES
- PARKING THAT IS APPROPRIATE ~~FOR~~ FOR THE NEIGHBORHOOD/VISITORS PROJECTS - TO SCALE
- COLLABORATION WITH LOCAL ORGS. (EDIBLE LANDSCAPES, IE.)
- COMMUNITY GARDEN
- MULTI-GENERATIONAL APPEAL
  - DOG PARK
  - SKATE PARK
  - MOVIE NIGHTS, AMPITHEATER; MUSIC
- MAINTAIN OPEN SPACES FOR MULTI-USE
- UTILIZE SMALLER GREENSPACES
  - POSSIBILITY FOR SMALLER SCALE GARDENS
  - EMPHASIS ON AREAS NEAR HDR
- PLAN FOR FUTURE SHADE TREES
  - LOW-INTENSITY/IMPACT PLANTINGS
- PICNIC TABLES
- BATHROOMS, WASTE ~~NECESSARY~~ <sup>MANAGEMENT, WATER</sup> FOUNTAIN
- BIKE REPAIR STATION
- COMMUNITY-BASED ART INSTALLATIONS
- COMMUNITY/CENTRAL MEETING LOCATION
- GREEN SPACE PROPORTIONAL TO MAX. DENSITY











# MEMORANDUM

City of McMinnville – Fox Ridge Road Area Plan



**Date:** December 1, 2022  
**To:** Tom Schauer, City of McMinnville  
**From:** Thuy Cao, HHPR  
**Subject:** **City of McMinnville Fox Ridge Road Area Plan  
PAC Meeting #1 Summary**

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## Agenda Items:

1. Call to Order / Roll Call
2. Welcome and Introductions
3. Minutes: None
4. Establishing the PAC
  - a. Committee Role and Ground Rules
  - b. Election of Chair and Vice-Chair
5. Information Sharing and Action Items: Project Overview
6. Action Items – Discussion and Direction
  - a. Evaluation criteria – how will success be measured?
  - b. Public engagement: survey & stakeholder interview
  - c. Existing conditions
  - d. Opportunities and constraints
7. Next Steps
  - a. Tour of planning area
  - b. Survey and stakeholder interviews: Dec-Jan
  - c. Community Design Workshop
  - d. Next PAC meeting
8. Citizen Comments
9. Task Force Member Comments
10. Adjournment

***Next PAC Meeting: May 10, 2023***

## Summary:

This was the first Project Advisory Committee (PAC) meeting for the Fox Ridge Road Area Plan. At the meeting, staff and the consultant provided a PowerPoint presentation that reviewed the project purpose, the role of the PAC, and set ground rules including expectations for the PAC. A thorough overview of the project area reviewed the boundary of the Fox Ridge Road study area, the area planning process, and the MGMUP Framework Plan and its applicable requirements. Discussion was then held to develop the evaluation criteria for the area plan, examine public engagement strategies, and existing conditions including applicable plans and policies; natural features and hazards; and opportunities and constraints. This information and discussion provided the PAC with necessary context to the study area and clarified questions on the project boundary, methods of evaluation, intent of the area plan, and the role of the PAC.





### Next Steps:

Following PAC Meeting #1, the HHPR team will:

- Schedule a tour of the Fox Ridge Road planning area with the PAC.
- Publish the online survey based on suggested topics from the PAC and perform stakeholder interviews throughout the months of December and January.
- Work with SERA to develop Opportunities and Constraints diagram prior to Community Design Workshop #1 where we will review housing typologies and land use concepts with the community.
- Report back findings and results from all public engagement at the next PAC meeting.

# MEMORANDUM

City of McMinnville – Fox Ridge Road Area Plan



**Date:** May 10, 2023  
**To:** Tom Schauer, City of McMinnville  
**From:** Thuy Cao, HHPR  
**Subject:** **City of McMinnville Fox Ridge Road Area Plan  
PAC Meeting #2 Summary**

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## Agenda Items:

1. Call to Order / Roll Call
2. Welcome and Introductions
3. Minutes (forthcoming)
4. Selection of Chair and Vice-Chair
5. Information Sharing and Action Items:
  - a. Project Update
  - b. Review of Draft Concepts and Background Information
6. Citizen Comments
7. Task Force Member Comments
8. Adjournment

*Next PAC Meeting: June 28, 2023*

## Summary:

The purpose of the meeting was as follows:

- To provide a project status update to the Project Advisory Committee (PAC),
- To present a summary of the work completed to date, key findings, and the results of public engagement activities.
- To review the three preliminary draft concepts that were prepared based on the work to date, and to obtain input and guidance from the PAC regarding aspects of this work to be developed into a preferred draft concept.

At the last meeting held on December 1, 2022, the Project Advisory Committee was presented with the project summary and schedule and asked to discuss key questions such as the criteria for measuring project success and development scenarios, identifying key stakeholders within the study area, and potential topics for questions to gather feedback for an online survey and stakeholder interviews. Since then, the online survey was conducted, and Community Design Workshop #1 was held on March 21, 2023 to reviewed the opportunities and constraints of the Fox Ridge Road Area and asked community members to provide input on land uses and the development of land use concepts appropriate for the study area. At PAC Meeting #2, Sara Tucholsky was selected as Chair for the Fox Ridge Road Project Advisory Committee, with Sid Friedman selected as the Vice-Chair to the committee. Following this selection, a summary of the work completed to date, key findings , and the results of all public engagement activities were shared with the PAC. Based on these findings and results, three land use concepts were created and presented to the PAC for discussion.



A summary of the key themes from this meeting based on the community design workshop findings and land use concept evaluations are provided below:

**Key Themes:**

- **Element 1: Neighborhood Park.** The PAC generally agreed that Concept 1 provided the greatest potential for the neighborhood park, centrally located within the Neighborhood Activity Center and allowing for a mix of passive and active recreational uses due to the flat, large, open space area. This open space would allow for sports courts and larger gathering spaces for the community. The Neighborhood Park would not require a parking lot and street parking would be provided within the adjacent higher density uses surrounding the neighborhood park location. This element sparked discussion of the Community Park at the west end, with some committee members sharing their concern for increased traffic due to the size and typical capacity of a Community Park.
- **Element 2: Location of Commercial/Mixed-Use.** Several committee members shared their concerns about the proposed commercial locations regarding access, safety, and traffic. The PAC ultimately agreed that the commercial location near the Wallace Road extension made the most sense when considering traffic and the proximity to the future high school site so that students may have safe access to commercial development. Alternative points and routes for access would need to be considered due to the existing limitations along Hill Road.
- **Element 3: Residential Development and High School Site.** Several committee members shared their concerns for the lack of housing units within the city, expressing their desire to maximize housing units within the concept plan. It was pointed out that the market analysis did indicate that there is market potential above the minimum requirements of acreage for multi-family residential within the study area. A majority of the PAC agreed that medium-density and high-density residential units should be maximized to provide diverse and affordable housing to the area.
- **Element 4: Rock Quarry Pond.** The Rock Quarry Pond had been identified as a key community feature to be preserved. Discussion around the use of the Rock Quarry Pond revolved around the impact of current private ownership and existing hazards surrounding the area. There was interest in preserving the quarry pond as a park that could potentially provide future access to residents, however, the Community Park designation in Concept 3 was not favorable due to the intensity of uses associated with community parks per the Parks Master Plan. A Special Use Park designation was suggested as a possible use to both preserve the quarry pond and provide some limited amenities or access to the natural area.
- **Element 5: Connection at Eastern Edge.** The eastern edge is key to the area plan as it contains the location of the Neighborhood Activity Center and one of the main thoroughfares of Hill Road. The PAC shared significant concerns regarding the speed of traffic and safety of Hill Road, and wanted to ensure that any connections along the eastern edge considered both accessibility and safety of Fox Ridge Road. The PAC expressed interest in the suggested pedestrian greenway that provided a shared use path protected from the street along Fox Ridge Road from Hill Road. North/south connections were discussed as pedestrian trails rather than auto-oriented street connections.
- **Element 6: West End of Fox Ridge Road.** The Community Park identified in Concept 1 was heavily discussed due to repeated concerns about traffic on Fox Ridge Road and impact to adjacent communities. The committee expressed their desire to maintain the natural area located along the northern ridge to preserve identified scenic views, while also agreeing that sports fields may not be appropriate at the west end park. The PAC reached a consensus that a smaller park feature with

benches, canopies and other passive uses would be suitable for the west end. The Community Park was suggested to be shifted towards the east end, however, no location was ultimately decided.

- **Element 7: Southern Ridge and Cemetery.** The Masonic Cemetery was another key community feature identified in the Opportunities and Constraints diagram. Because of its sensitivity, the PAC discussed the use of a buffer between the cemetery and any abutting uses. Specifically, committee members agreed that low-density housing should not be located adjacent to the cemetery.

At the conclusion of the meeting, it was noted that Concept 1 was favored for the provided housing typologies, commercial location, and neighborhood park allocation, with Concept 2 being preferred for the smaller west end park and natural open space designations. The PAC considered the relationship between land uses within the concept plan layouts, urban design components, and a mix of housing densities. The feedback provided by the PAC will be captured within one draft preferred plan that will be presented at the upcoming Community Design Workshop #2 and the following PAC Meeting #3.

### **Next Steps:**

Following PAC Meeting #2, the HHPR team will:

- Work with SERA to create a draft preferred land use concept that reflects the feedback provided from the PAC at the meeting.
- Begin considering draft goals and policies for the Fox Ridge Road Area Plan.
- Prepare for Community Design Workshop #2 to discuss specific neighborhood park uses and opportunities for trails and connections.

# MEMORANDUM

City of McMinnville – Fox Ridge Road Area Plan



**Date:** July 14, 2023  
**To:** Tom Schauer, City of McMinnville  
**From:** Thuy Cao, HHPR  
**Subject:** **City of McMinnville Fox Ridge Road Area Plan  
PAC Meeting #3 Summary**

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## Agenda Items:

1. Call to Order / Roll Call
2. Welcome and Introductions
3. Information Sharing and Action Items, *Exhibit 1*:
  - a. Project Status Update
  - b. Draft Preferred Concept
  - c. ~~Goals and Policies Discussion~~
  - d. ~~Next Steps~~
4. Citizen Comments
5. Task Force Member Comments
6. Adjournment

***Next PAC Meeting: August 2, 2023***

## Purpose:

The purposes of the meeting were as follows:

- To provide a project status update to the Project Advisory Committee (PAC),
- To summarize the work completed to date, key findings, and the results of the most recent public engagement activities.
- To review the draft preferred land use concept developed following guidance from the PAC provided at PAC Meeting #2 and public input received through Community Design Workshop #2.
- To obtain input and guidance regarding draft goals, policies, and implementation measures for the area plan.

At the meeting, staff and the consultant provided a PowerPoint presentation that reviewed a summary of the items above and lead into a discussion regarding the preferred draft land use concept. Due to time restrictions and prolonged discussion regarding the preferred draft land use concept, feedback on potential draft goals and policies for the draft area plan document was not received during the meeting. A summary of the meeting is provided that includes key themes and comments from the Project Advisory Committee that will be taken into consideration when developing the draft goals and policies. An updated draft of the preferred land use concept and the draft goals and policies will be presented at the next PAC meeting on August 2, 2023, for additional comments and final recommendations.

*(Graphics presented at reduced scale in this report and attachments were presented with full-sized graphics in the PowerPoint presentation, and large-format hard copies of graphics are available).*



### Key Themes:

- **Traffic impact from park location on west end of Fox Ridge Road.** When looking at the proposed park location on the west end, committee members shared their concerns for increased traffic impacts along Fox Ridge Road. The PAC agreed that a large community park use would not be appropriate due to the existing traffic concerns along both Hill Road and Fox Ridge Road. However, a smaller scale park feature was expressed to complement the area well.
- **Rock quarry pond discussion – Special Use Park.** Committee members further discussed changes to the draft preferred land use concept that included graphic updates to better reflect the vision for the area plan. Minor changes, such as the depiction of the rock quarry pond needing to be updated to the correct shape, were addressed. Several committee members raised concerns regarding the steep slopes and general terrain surrounding the rock quarry pond. However, many committee members expressed that the rock quarry pond should be designated as a special use park, rather than a community park, as the area is not appropriate for typical recreational uses of a community park but may serve the area better as a natural feature with trail access.
- **Clarification of all green area in Fox Ridge Road and green patches shown in NAC.** Other concept map updates requested by the committee included the distinction between open green spaces, neighborhood park space, and special use park space around the rock quarry pond or elsewhere. The shades of green used to depict these green spaces were noted to be too similar and therefore difficult to distinguish. Specifically, the committee discussed the green patches throughout the neighborhood activity center that were not directly part of the neighborhood park. Those identified green patches were intended to be open green space/buffers between residential buildings and should be separately identified on the draft preferred land use concept for clarification of use.
- **Trails, connectivity, and shorter loops.** The committee reviewed the proposed trails and connectivity of the draft preferred land use concept plan and shared additional feedback concerning both north and south side connections of the Fox Ridge Road area. The north expansion of the McMinnville reservoirs was brought to the committee's attention, which may impact access through the north side of the area. On the south side of the area, trail access through the low-density residential areas and masonic cemetery were discussed as possible options. Concerns regarding trails being located on the steep topography of the Fox Ridge Road area led to discussion of providing short trail loops as options for accessibility. Alternative street access points for vehicular traffic were also discussed to help alleviate traffic along Fox Ridge Road and provide additional means of connection with the surrounding neighborhoods.
- **Housing densities and the NAC.** There was some discussion about the low-density residential (LDR) designations within a majority of the Fox Ridge Road area, with some committee members sharing their preference for the possibility of a community park designation on some of those areas rather than LDR. However, due to traffic impacts, the committee agreed that a special use park would be favored to a community park use. Within the neighborhood activity center, committee members drew attention to an area previously designated as high-density residential (HDR) that had been changed to medium-density residential (MDR) in the draft preferred land use concept. The committee agreed that due to the location of that specific area on the intersection of Hill Road and Fox Ridge Road, it should return to the HDR designation and be utilized for high-density residential under the plan. An additional update to the draft concept plan is to emphasize property lines of existing parcels to make it clear and legible for existing property owners.



### Next Steps:

Following PAC Meeting #3, the HHPR team will:

- Work with SERA to update the draft preferred land use concept and reflect the feedback provided at the meeting.
- Create draft goals, policies and implementation measures based on comments and concerns from both community design workshops and all three Project Advisory Committee meetings for review at the next meeting (to be held August 2<sup>nd</sup>). These draft goals, policies and implementations will be informed by all community feedback received and will be the topic of discussion during the next Project Advisory Committee meeting (PAC Meeting #4).
- After PAC Meeting #4 the draft goals, policies, and implementation measures based on comments and feedback from the Project Advisory Committee will be refined before being presented at both Planning Commission and City Council work sessions.

# MEMORANDUM

City of McMinnville – Fox Ridge Road Area Plan



**Date:** August 30, 2023  
**To:** Tom Schauer, City of McMinnville  
**From:** Thuy Cao, HHPR  
**Subject:** **City of McMinnville Fox Ridge Road Area Plan  
PAC Meeting #4 Summary**

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## Agenda Items:

1. Call to Order / Roll Call
2. Welcome and Introductions
3. Information Sharing and Action Items:
  - a. Project Status Update
  - b. Refinement of Draft Preferred Concept
  - c. Goals and Policies Discussion
  - d. Next Steps
4. Citizen Comments
5. Task Force Member Comments
6. Adjournment

***Next PAC Meeting: September 19, 2023***

## Purpose:

The purposes of the meeting were as follows:

- To provide a project status update to the Project Advisory Committee (PAC),
- To review the regulatory requirements and planning framework for the area plan.
- To discuss the draft preferred concept highlights and deficiencies.
- To obtain input and guidance regarding draft goals and policies for the area plan.

At the meeting, staff and the consultant provided a PowerPoint presentation that reviewed a summary of the items above and led into a discussion regarding the preferred draft land use concept. In order to clarify the regulatory and planning frameworks of the Fox Ridge Road Area Plan, the regulatory standards and planning goals were carefully reviewed with the PAC, including the MGMUP, MGMUP Framework Plan, McMinnville Comprehensive Plan, and the Parks Master Plan. Using these set requirements, the draft preferred concept was evaluated against all applicable standards and a list of plan highlights and deficiencies was provided to the PAC for review. After discussion on amendments to the preferred concept plan, an open discussion was held regarding aspirational goals and policies the PAC felt the area plan should successfully accomplish. An updated draft of the preferred land use concept and the draft goals and policies will be presented at the next PAC meeting on September 19, 2023, for additional comments and discussion.

*(Graphics presented at reduced scale in this report and attachments were presented with full-sized graphics in the PowerPoint presentation, and large-format hard copies of graphics are available).*



### Key Themes:

- **Community Park designation.** Based on the preferred land use concept map analysis, one of the plan deficiencies identified was the lack of a Community Park designation. The MGMUP Framework Plan calls out a need for a natural resource community park within the study area. After discussion regarding an appropriate location for the park, the PAC agreed that the large open space area located at the west end of the study area would be suitable for a Community Park. This area was selected due to its potential for protecting existing significant tree groves, large acreage to accommodate both passive and active recreational opportunities, and having a potential park feature already identified within the concept plan within that area. The location was also optimal as it connected to the northern ridge that the PAC has identified for natural resource protection and could be connected via primary greenway and secondary trail connections.
- **Neighborhood Park designation.** At the time of analysis, the draft preferred concept identified a Neighborhood Park central to the Neighborhood Activity Center (NAC). However, after analysis, the Neighborhood Park did not meet the maximum distance requirement of being no more than ½-mile away from all residences within the study area. Because of this requirement, the PAC discussed new potential locations for the park that could meet the minimum size and maximum distance requirements. Per staff suggestion, the natural area located north of Fox Ridge Road at the end of Dawson Lane, and the large open area south of Fox Ridge Road abutting the Masonic Cemetery were prime locations for potential neighborhood parks as they were centrally located and could meet all regulatory requirements. The PAC ultimately decided to designate both locations as two separate neighborhood parks within the study area that were accessible on either side of Fox Ridge Road.
- **Open Space/Natural Areas calculations.** The draft preferred land use concept did not include calculations for the areas designated as “natural area,” and the PAC requested that information to be provided within the concept map for reference.
- **Goals and Policies discussion.** The following are comments provided from the PAC regarding goals and policies for the Fox Ridge Road Area Plan:
  - Protect the Rock Quarry Pond.
  - Provide a variety of housing types for current and future residents.
  - High-Density Residential to exceed minimum acreage requirement and to be located at the east end of the study area.
  - Protect existing significant tree groves.
  - Preserve scenic view sheds along the northern ridge of the Fox Ridge Road study area.

### Next Steps:

Following PAC Meeting #4, the HHPR team will:

- Work with SERA to update the draft preferred land use concept and reflect the feedback provided at the meeting.
- Create draft goals and policies based on PAC feedback and comments from previous online survey responses and community design workshops.

# MEMORANDUM

City of McMinnville – Fox Ridge Road Area Plan



**Date:** September 19, 2023  
**To:** Tom Schauer, City of McMinnville  
**From:** Thuy Cao, HHPR  
**Subject:** **City of McMinnville Fox Ridge Road Area Plan  
PAC Meeting #5 Summary**

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## Agenda Items:

1. Call to Order / Roll Call
2. Welcome and Introductions
3. Information Sharing and Action Items
  - a. Project Status Update
  - b. Draft Concept Analysis and Refinement
  - c. Goals and Policies Discussion
  - d. Next Steps
4. Citizen Comments
5. Task Force Member Comments
6. Adjournment

*Next PAC Meeting: November 29, 2023*

## Summary:

The purpose of the meeting was as follows:

- To provide a project status update to the Project Advisory Committee (PAC),
- To review the most recent land use concept map analysis.
- To obtain input on the draft goals and policies for the area plan.

At the last meeting held on August 30, the Project Advisory Committee was presented with deficiencies in the land use concept plan and asked to provide input on how to address those planning requirements that were not currently being met by the plan. Based on that feedback, SERA revised the plan and provided an updated concept plan for review at PAC Meeting #5. At this meeting, staff and the consultant reviewed an analysis of the updated preferred land use concept and the newly proposed locations for neighborhood parks within the area plan. The Project Advisory Committee was then asked to provide input based on the analysis for further refinement of the concept plan. After reaching consensus on those refinements, the draft goals and policies were then reviewed with comments being provided from the committee for revisions or additions to the goals and policies of the area plan. A summary of the meeting is provided that includes key themes and comments from the Project Advisory Committee that will be taken into consideration when developing the draft Area Plan.



### Key Themes:

- **Neighborhood Park locations.** As a result of discussion during PAC Meeting #4, there were ultimately two neighborhood park locations identified to satisfy the park distance and minimum size requirements for the area. However, when reviewing the analysis for both locations in context of existing slopes, significant tree groves, and natural hazard overlays, the PAC was asked to reconsider the siting of two neighborhood parks. The PAC was asked to consider the incorporation of Neighborhood Park Location #1 (north of Fox Ridge Road at the end of Dawson Lane) as part of the open space network and removing the neighborhood park designation due to its limited use. Rather, Neighborhood Park Location #2 (south of Fox Ridge Road, above the Masonic Cemetery) would be expanded to the east to increase the designated size, allowing for a flatter area suitable for a mix of both active and passive recreation areas. The PAC agreed to these suggestions, acknowledging that Neighborhood Park Location #2 would exceed the minimum size criteria, meet the maximum distance of ½-mile from residences as it is centrally located within the study area, helped preserve identified significant tree groves, and would have flat areas for typical uses associated with neighborhood parks. The PAC also confirmed the establishment of a natural buffer along the area abutting the Masonic Cemetery.
- **Goals and Policies discussion.** Several comments were provided from the PAC regarding amendments to the Area Plan goals and policies. Specifically, suggestions for additional policies included clarifying language on aesthetics and design, lighting to accommodate dark sky practices, safety design features, or placement of specific amenities. Many of these suggestions are addressed through the City's development standards, Great Neighborhood Principles, and language within the draft goals and policies that will be considered at the time of new development prior to any new construction. Additional language has been added to the goals and policies to support the concerns and comments of the PAC where feasible.
- **Preferred Land Use Concept updates.** Concept map updates will need to include the updated Neighborhood Park location and natural buffer from the Masonic Cemetery, along with visual changes to make the map more legible such as differentiating the color of the primary and secondary trails.

### Next Steps:

Following PAC Meeting #5, the HHPR team will:

- Update the draft preferred land use concept and reflect the feedback provided at the meeting.
- Amend the draft goals and policies based on comments and concerns from the PAC.
- Present the updated preferred land use concept map, goals and policies, and key findings at the joint Planning Commission and City Council work session scheduled October 10, 2023.

# MEMORANDUM

City of McMinnville – Fox Ridge Road Area Plan



**Date:** November 29, 2023  
**To:** Tom Schauer, City of McMinnville  
**From:** Thuy Cao, HHPR  
**Subject:** **City of McMinnville Fox Ridge Road Area Plan  
PAC Meeting #6 Summary**

---

## Agenda Items:

1. Call to Order / Roll Call
2. Welcome and Introductions
3. Information Sharing and Action Items:
  - a. Update on Joint Planning Commission/City Council Work Session
  - b. Recommendations on Draft Fox Ridge Road Area Plan.
4. Citizen Comments
5. Task Force Member Comments
6. Adjournment

## Purpose:

The purposes of the meeting were as follows:

- To provide an update on the joint Planning Commission/City Council work session and associated updates to the draft Area Plan Map and Goals and Policies.
- To obtain a recommendation from the PAC on the draft area plan that will go to the Planning Commission in the legislative public hearing process.

At the meeting, staff and the consultant provided a PowerPoint presentation that reviewed a summary of the items above and lead into discussion regarding the draft Area Plan Map, goals and policies, and area plan document. A summary of the meeting is provided that includes key themes and comments from the Project Advisory Committee that will be taken into consideration when refining the draft Fox Ridge Road Area Plan document and Area Plan Map. Updated drafts will be presented to the Planning Commission at a public hearing scheduled for January 4, 2024.

## Key Themes:

- **Area Plan Map.** Based on comments provided at the joint Planning Commission/City Council work session, the Project Advisory Committee agreed with the following changes to the Plan Map:
  - Increase the area designated for commercial/mixed-use within the NAC.
  - Rearrange the high- and medium-density residential configuration so that all high-density residential land use is located north of Fox Ridge Road.
  - Clearly delineate a multi-use path (Greenway along Fox Ridge Road).





- Better illustrate the NAC area on the Plan Map to clearly show the NAC boundary with labeled focus and support areas.
- **Goals and Policies.** The Project Advisory Committee considered comments provided from the joint Planning Commission/City Council work session and provided guidance on the following:
  - Include specific goals and policies for natural resource protection and conservation, especially relative to protected tree groves (including tree grove west of Dawson Lane along Fox Ridge Road). This will be accomplished during the Natural Resources Planning that is planned to occur in the near future for inventory and protection/mitigation.
  - Include specific goal and policy language regarding natural hazards and the planned reduction of density in areas with multiple natural hazards.
  - Ensure that the western park area (previously labeled as a Community Park) is developable and annexation timing/phasing issues will not prevent the realization of the natural resource park by removing the community park designation and identifying the whole area as a Natural Resource Park with trails for connections and scenic viewpoints.
  - Create a policy that planned multi-use paths should be a minimum of 10 – 12 feet wide for utility purposes.
  - Include language as a goal to protect dark night skies by preventing light pollution from new future developments.
- **Plan Narrative.** Additional narrative was discussed to help clarify specific comments and concerns raised by both the Planning Commission/City Council and the Project Advisory Committee:
  - Provide narrative in the plan equating LDR, MDR and HDR to specific city zoning (i.e., LDR is R1 (9,000 minimum lots) and R2 (7,000 minimum lots), MDR is R3 (6,000 minimum lots) and R4 (5,000 minimum lots) and HDR is R5 (multi-family only).
  - Provide narrative in the plan specifying that the Neighborhood Activity Center overlay is intended to be applied at the Wallace Road roundabout with the intent to encourage mixed-use development (ground floor commercial and upper floor residential) radiating out to high density residential and eventually medium density residential, utilizing language from the Comprehensive Plan and Zoning Ordinance.
  - Provide narrative in the plan specific to the planned Special Use Park/Rock Quarry Pond in terms of utilizing it as a nature resource park that serves the community with trail systems and interpretation for the ecosystem of the area.
  - Provide narrative about the Natural Resource Park as an intentional park to preserve natural resources that serve the community with trails systems, view sheds and protected ecosystems along the ridgeline such as significant tree groves.

### Next Steps:

Following the final PAC Meeting #6, the HHPR team will:

- Revise the Draft Fox Ridge Road Area Plan document to submit to DLCD for noticing prior to the Planning Commission hearing.
- Update the preferred land use concept map or “Area Plan Map” to better illustrate the NAC including focus and support areas, as well as primary and secondary trails.
- Prepare for the Planning Commission hearing scheduled for January 4<sup>th</sup>, 2024.



**MARKET ANALYSIS FOR  
HIGH DENSITY RESIDENTIAL AND COMMERCIAL USES  
IN THE FOX RIDGE ROAD PLANNING AREA,  
MCMINNVILLE, OREGON**

PREPARED FOR  
CITY OF MCMINNVILLE,  
APRIL 2023

**JOHNSON ECONOMICS, LLC**

621 SW Alder St, Suite 506  
Portland, Oregon 97205



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## I. INTRODUCTION

This report presents a market and feasibility analysis for residential and commercial uses in the Neighborhood Activity Center (NAC) envisioned within the Fox Ridge Road planning area in McMinnville, Oregon. The main objectives of the study are to provide market overviews; generate reliable assumptions with respect to achievable pricing and absorption; and outline feasible uses, scale, and development forms within the NAC. The residential analysis is focused on high-density uses, evaluating rental and ownership housing separately.

The market analysis is organized in three main sections: Rental Housing, Ownership Housing, and Commercial Space. For each use, we provide an overview of market trends, conduct a survey of comparable properties, and analyze achievable pricing and absorption within the NAC. Residential absorption estimates draw in part on conclusions from the most recent Housing Needs Analysis completed for the City of McMinnville (ECONorthwest, 2019). Identification of feasible uses, development forms, and scale is provided in the Conclusions.

## II. EXECUTIVE SUMMARY

### RENTAL APARTMENTS

#### MARKET TRENDS

Demand for rental housing increased over the last decade, reflecting higher thresholds to homeownership and strong millennial household formation. McMinnville has not seen the same development response to this demand as most other cities, and the city experienced a decline in multifamily development over the last decade. The apartment shortage has resulted in a low vacancy rate, currently 1.2% - well below the 5.0% that typically represents a balanced market. In comparison, vacancy rates in the Salem and Portland metro areas are currently 3.9% and 4.5%, respectively.

Rent levels in McMinnville are relatively low, with monthly averages of \$1,200 per unit and \$1.41 per square foot. This may have deterred some new development over the past decade. However, the low vacancy rates suggest that many properties are priced below market-clearing levels.

#### SURVEY OF COMPARABLES

JOHNSON ECONOMICS surveyed five apartment projects of relatively recent vintage in McMinnville for this analysis. Together, the properties have only three vacant units, representing a vacancy rate of 0.7%. This is unusually low, indicating capacity for additional supply and rent growth. The average rent level across the properties is \$1,524 per unit and \$1.66 per square foot. Some of the properties exhibit clear indications of underpricing.

#### ACHIEVABLE PRICING

We estimate that a new mid-market apartment project with surface parking in the NAC can achieve monthly rents in the range of \$1,380-\$1,750 per unit in today's market, depending on unit type and size, with per-square-foot (PSF) rents in the \$1.59-1.98 range. These rates are adequate to support traditional walk-up structures, but likely not adequate for more costly formats like elevator buildings with tuck-under or podium parking. We estimate that rental townhomes can achieve rents around \$2,000 per unit and \$1.59 PSF, plus premiums of \$100-150 for attached garages.

FIGURE 2.1: ACHIEVABLE RENTAL PRICING (1Q23)

Unit Type	Units	Unit Allocation	Average Unit Size	Rent per Unit	Rent per Square Foot
1B/1b Apt	50	30%	700	\$1,384	\$1.98
2B/2b Apt	70	42%	900	\$1,604	\$1.78
3B/2b Apt	30	18%	1,100	\$1,752	\$1.59
3B/2b TH	15	9%	1,300	\$1,957	\$1.51
<b>Total/Avg.</b>	<b>165</b>	<b>100%</b>	<b>912</b>	<b>\$1,596</b>	<b>\$1.75</b>

SOURCE: JOHNSON ECONOMICS



### ABSORPTION

In the current low-vacancy market, we estimate that an apartment project in the NAC could achieve absorption of around 200 units in a year. Assuming a less pressured market in future years, we estimate that around 150 units can be absorbed in a year, plus around 15 rental townhomes. With two phases separated by 1-2 years of stabilized phase-one operations, we would assume that a project of twice this scale could be built within the NAC.

## OWNERSHIP HOUSING

### MARKET TRENDS

For-sale attached homes were harder hit during the 2008-09 recession than detached homes due to buyers in this segment generally being younger and more sensitive to layoffs and tightened credit standards. However, the market for attached homes has since recovered, though construction of new attached homes has been very limited in McMinnville. Thus, attached homes represent a smaller share (6%) of all homes sales in McMinnville currently than 10 years ago (10%).

Both attached and detached homes have been undersupplied in McMinnville over the past 10 years, resulting in significant declines in the market time for listed units. In 2022, the median market time was 10 days, while 60-90 days is generally considered to represent a balanced market. The undersupply has caused rapid price gains, as in all other parts of the region, with the median price of attached homes gaining 11.6% per year on average over the past 10 years. In 2022, the median price of attached homes in McMinnville was \$369,000, or \$264 PSF.

### SURVEY OF COMPARABLES

JOHNSON ECONOMICS surveyed five subdivisions in McMinnville for this analysis. Three are townhome projects built out between 2004 and 2009, while two are newer detached-home projects with homes built over the past three years. Adjusting sales prices from the past three years to current values using the county median, the homes range from around \$243,000 to \$710,000, or \$188 to \$322 PSF. The average value is \$412,000 per home and \$243 PSF.

### ACHIEVABLE PRICING

Based on the resale prices in the surveyed townhome subdivisions and new-home prices in the detached-home subdivisions (adjusted based on typical townhome discounts), we estimate that townhomes in the NAC in the current market would represent pricing in the range of \$360,000 to \$440,000, or \$243-258 PSF. This is likely adequate to support construction of suburban townhomes with a mid-market profile in the NAC.

FIGURE 2.2: ACHIEVABLE OWNERSHIP PRICING, 1Q23

2-STORY TH.	APPROXIMATE RENTABLE OWNERSHIP PRICES, 2020					
	UNIT MIX				PRICING	
Type	Units (#)	Units (%)	Home Size	Lot Size	Per Home	Per SF
2B/2.5b	10	33%	1,400	2,000	\$361,400	\$258
3B/2.5b	10	33%	1,600	2,500	\$400,400	\$250
3B/2.5b	10	33%	1,800	3,000	\$436,600	\$243
<b>Total</b>	<b>30</b>	<b>100%</b>	<b>1,600</b>	<b>2,500</b>	<b>\$399,467</b>	<b>\$250</b>

SOURCE: JOHNSON ECONOMICS

### ABSORPTION

Assuming a normalization of mortgage rates in future years, we estimate that around 15 for-sale townhomes can be absorbed annually in the NAC. This assumes that the supply of new townhomes continues to be limited elsewhere in the city.



## COMMERCIAL SPACE

### MARKET TRENDS

As in most other places, the shift to online shopping has constrained commercial development in McMinnville in recent years. 2006 was the last year with a substantial amount of new supply, when 81,000 square feet were added to the market. Over the past 10 years, only 34,000 square feet have been completed, according to CoStar. However, 87,000 square feet were absorbed on a net basis over this period, resulting in declining vacancy. The current vacancy rate is 1.8%, which is unusually low. This compares to 2.0% in Salem Metro and 3.5% in Portland Metro. Lease rates have risen in recent years, roughly in pace with general inflation.

### SURVEY OF COMPARABLES

JOHNSON ECONOMICS surveyed six commercial properties with a neighborhood orientation for this study: two just south of the NAC at the 2<sup>nd</sup> Street/Hill Road intersection (built 1990 and 2009), and four from other parts of the Portland-Salem region (built 2008-22). The latter represent some of the most recent commercial developments in peripheral suburban locations in the region. Annual PSF lease rates at the two McMinnville properties are \$18 (modified gross) and \$27.36 (full service). The four regional comparables represent lease rates in the \$23.50-28.00 range (triple net).

### ABSORPTION

Current traffic volumes and household counts around the NAC indicate inadequate support for new construction commercial space in the NAC. However, following the completion of 570 housing units in the Fox Ridge planning area, a commercial center in the NAC would be the closest shopping location for an estimated 1,500 households. At that point, we expect a small commercial project with 5,000-10,000 square feet to be feasible in the NAC, primarily with food/beverage and service tenants. Additionally, we expect a daycare center and possibly a gas station with a convenience store to be feasible around the same time.

### ACHIEVABLE PRICING

The surveyed comparables and the households sales estimates for the area around the NAC indicate lease rates in the low end of what can support new construction, likely requiring cost-effective designs and features. Based on today's market rates, we would expect lease rates in the \$24-27 range (NNN) to be achievable, with somewhat lower rates for a daycare center.

FIGURE 2.3: POTENTIAL TENANTS AND ACHIEVABLE PRICING (1Q23)\*, SUBJECT SITE

#	MAJOR CATEGORY	CATEGORY	SQ.FT.	FAR	ACRES	RATE LOW	RATE HIGH
1	Eating/drinking places	Restaurant	2,800	0.25	0.3	\$25.00	\$27.00
2	Eating/drinking places	Restaurant/coffee	1,500	0.25	0.1	\$25.00	\$27.00
3	Personal care	Hair/nail/spa salon	1,500	0.25	0.1	\$24.00	\$26.00
4	Health/medical services	Physician/chiropractor	1,500	0.35	0.1	\$24.00	\$26.00
5	Professional/financial services	Real estate/insurance	1,000	0.35	0.1	\$24.00	\$26.00
6	Education	Daycare/preschool	4,000	0.30	0.3	\$22.00	\$24.00
<b>Total:</b>			<b>12,300</b>		<b>1.0</b>	<b>\$22.00</b>	<b>\$27.00</b>

\* Achievable lease rates are annual NNN rates per square foot.

SOURCE: JOHNSON ECONOMICS

## CONCLUSIONS

### FEASIBLE USES

This analysis indicates adequate market support for rental apartments, rental townhomes, ownership townhomes, and commercial space in the NAC. With a single-phase, 12-month absorption period, we estimate that 170 housing units are feasible in the NAC. We would expect these to require roughly eight acres of land. A strip mall and daycare center may need another acre of land, while an additional acre might be absorbed by a gas station with convenience store. Together, these uses would bring the total size of the NAC to roughly 10 acres.





FIGURE 2.4: POTENTIAL LAND ABSORPTION

FEASIBLE USES			Res. Density	Com.	Land Need
LAND USE	Scale	Unit	(U/Ac)	FAR	(Acres)
Rental apartments	150	Units	28		5.4
Rental townhomes	15	Units	14		1.1
Ownership townhomes	15	Units	10		1.5
Retail space	8,300	SF		0.27	0.7
Daycare center	4,000	SF		0.30	0.3
Gas station w/conv. store	5,000	SF		0.15	0.8
<b>Total</b>					<b>8.9 (9.7)</b>

SOURCE: JOHNSON ECONOMICS

We expect there will be potential for a larger residential component, at roughly twice the indicated scale, assuming absorption over a three- to four-year period. This would shorten the time needed to develop adequate support for the commercial component. However, the land need for the NAC would then likely increase to around 17-18 acres.

#### FEASIBLE BUILDING FORMATS

Based on the anticipated market support and pricing, rental apartments in the NAC are likely to be of a three-story walk-up format with surface parking. The rental townhomes will likely be two-story structures, either with or without attached garages. The ownership townhomes are most likely to be two-story structures with attached garages.

Commercial space for food/beverage and service tenants is most likely to have a standard single-story strip mall format, while a daycare center is most likely to be a single-story building with a gable roof.

#### LOCATION OF USES

Commercial activity in the NAC will depend on good exposure to auto traffic, and will therefore need a location near one of the major Hill Road intersections, either at Wallace Road or Fox Ridge Road. Assuming future development of the high school site, the Wallace Road intersection will likely provide the strongest exposure, positioning the commercial component to capture demand from residents east of Hill Road in addition to Fox Ridge residents. This will require a site and road layout that provides easy access between Fox Ridge Road and the commercial center.

Both rental apartments and townhomes function well adjacent to commercial uses from a market standpoint. However, we therefore recommend rental apartments closest to the commercial section, as rental housing tends to benefit more from this proximity.



### III. RENTAL HOUSING

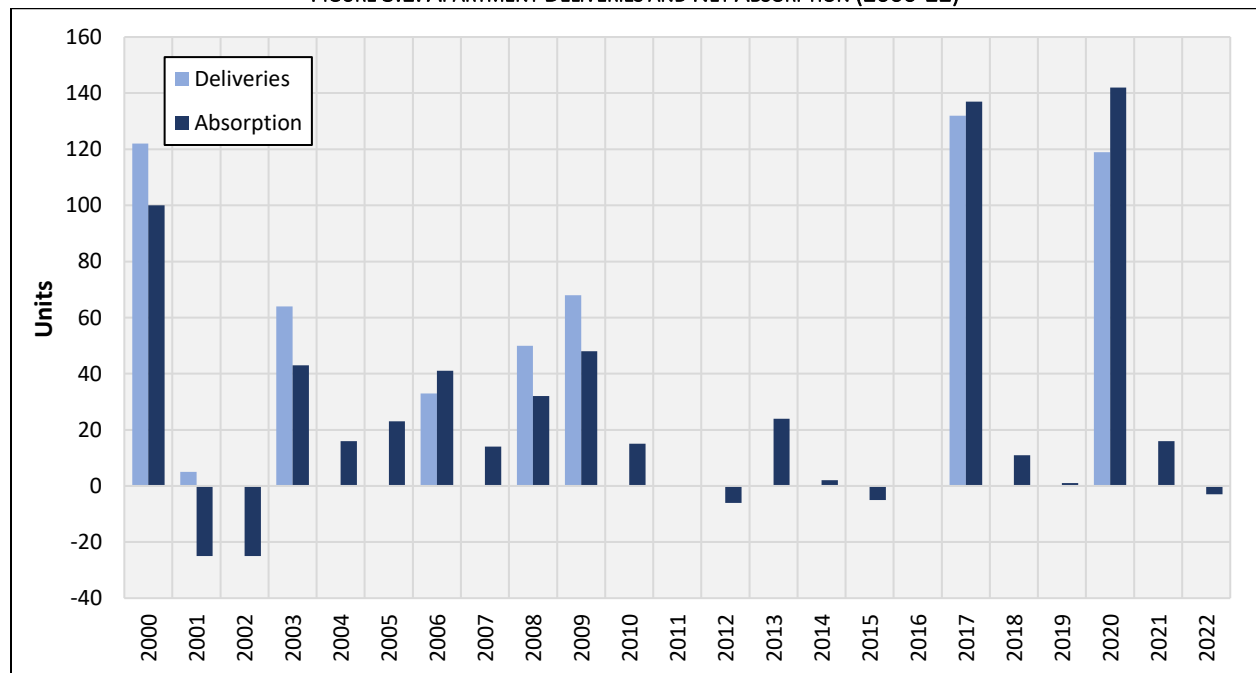
#### MARKET TRENDS

##### SUPPLY AND DEMAND

Demand for rental housing increased notably during the last decade, following the foreclosure crisis and recession in the late 2000s. Stricter credit conditions resulted in fewer households qualifying for mortgages, while rapidly rising college tuition and rents made it more difficult – especially for young households – to save up for the higher downpayment requirements. Thus, segments of the previous homeowner market were now relegated to the rental market. Early in the decade, there was excess supply of ownership housing left over from the foreclosures. Many of these were bought by investors and turned into rentals. As the ownership market recovered and these homes appreciated rapidly, many investors sold the homes – predominantly to owner-occupants. This reduced the supply of single-family rentals, forcing many renters into apartments. Thus, most markets saw strong gains in apartment demand over the decade, which in many places was met by a record construction pace.

McMinnville has not seen the same increase in apartment construction as most other parts of the region. Multifamily building permits for buildings with five or more units averaged 40 units annually over the past decade, compared to 60 units annually during the 2000s (likely including some condominium flats). According to CoStar, which tracks most rental apartment properties with online listings, the supply of new apartments in McMinnville over the past decade was roughly on par with the supply in the prior decade. The new supply was generally absorbed quickly. Net market absorption was as high as 140 units annually in 2017 and 2020, when large new projects were completed. The market absorption has been constrained by a lack of new supply over the past two years, as it was in the first half of the last decade. Note that the CoStar data does not include all recent projects in McMinnville. The Housing Needs Analysis recently completed for the City of McMinnville estimates a need for 75 new multifamily units annually over the coming years – most of which will be rental apartments.

FIGURE 3.1: APARTMENT DELIVERIES AND NET ABSORPTION (2000-22)



SOURCE: CoStar, JOHNSON ECONOMICS

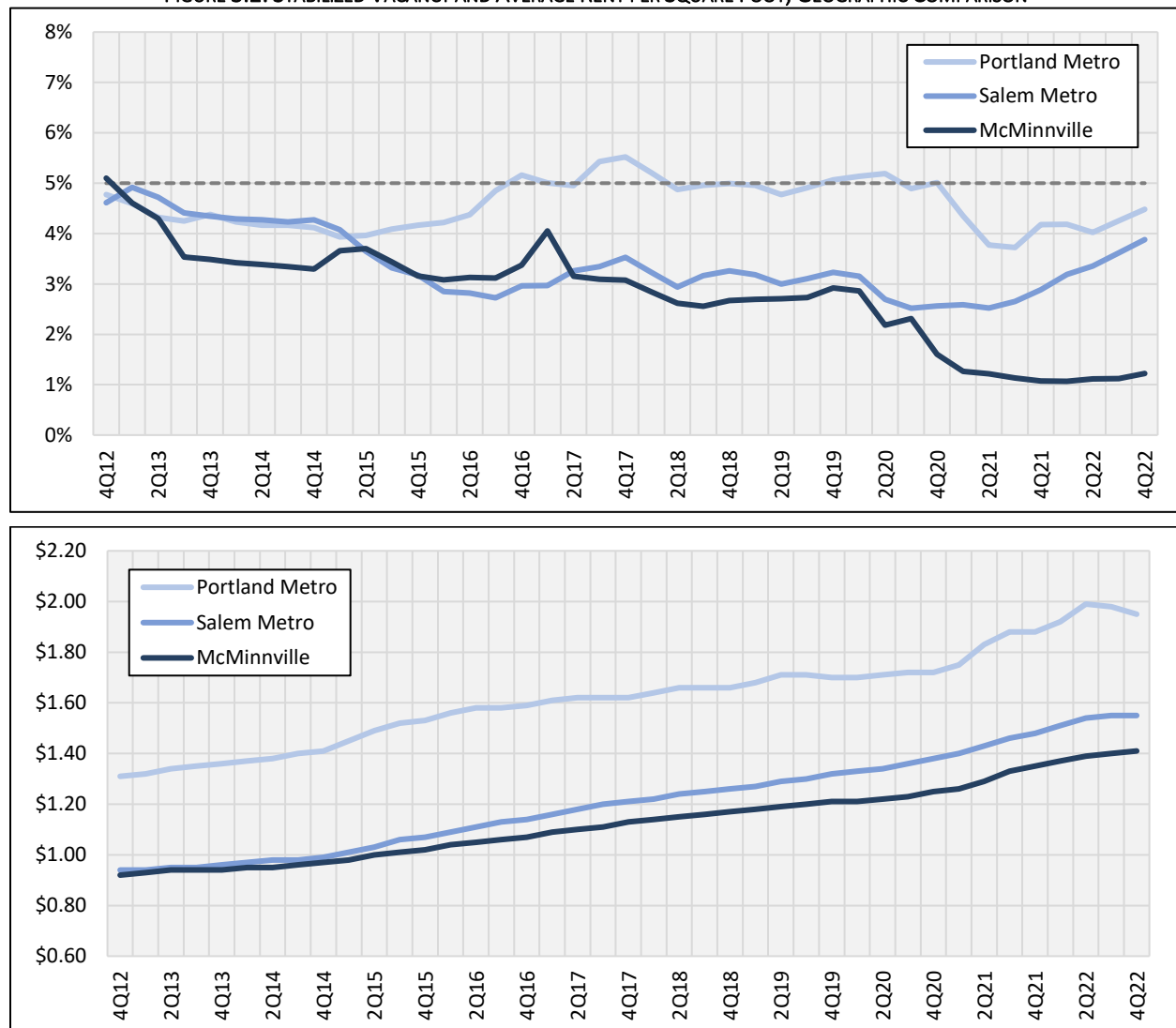


### VACANCY AND RENT GROWTH

Reflecting the limited new supply, apartment properties in McMinnville have seen a decline in vacancy rates over the past 10 years, with a current rate of 1.2%, according to CoStar. A 5.0% rate is generally considered to represent a balanced market, where supply matches demand, and rent growth is kept in line with general income growth. McMinnville has not been at this level since late 2012, when its vacancy rate was on par with that of the Portland and Salem metro areas. Over the following 10 years, the city followed the Salem market for a while, but has diverged from the Salem trend over the past three years. The current low vacancy rate indicates considerable pent-up demand.

One of the factors that has likely sustained strong occupancy in McMinnville is its relatively affordable rent levels. According to CoStar, its average rent level for market-rate units is currently \$1,200 per unit and \$1.41 per square foot. This is well below the average in the Salem and Portland markets. Moreover, properties in McMinnville have not raised their rents as quickly as most properties in these markets, despite stronger occupancy. Over the past five years, the market-wide rent growth has averaged 4.5% per year. The current low vacancy rate suggests that the market is somewhat underpriced currently. The relatively low rents may have deterred new development over the past decade.

FIGURE 3.2: STABILIZED VACANCY AND AVERAGE RENT PER SQUARE FOOT, GEOGRAPHIC COMPARISON



SOURCE: CoStar, JOHNSON ECONOMICS



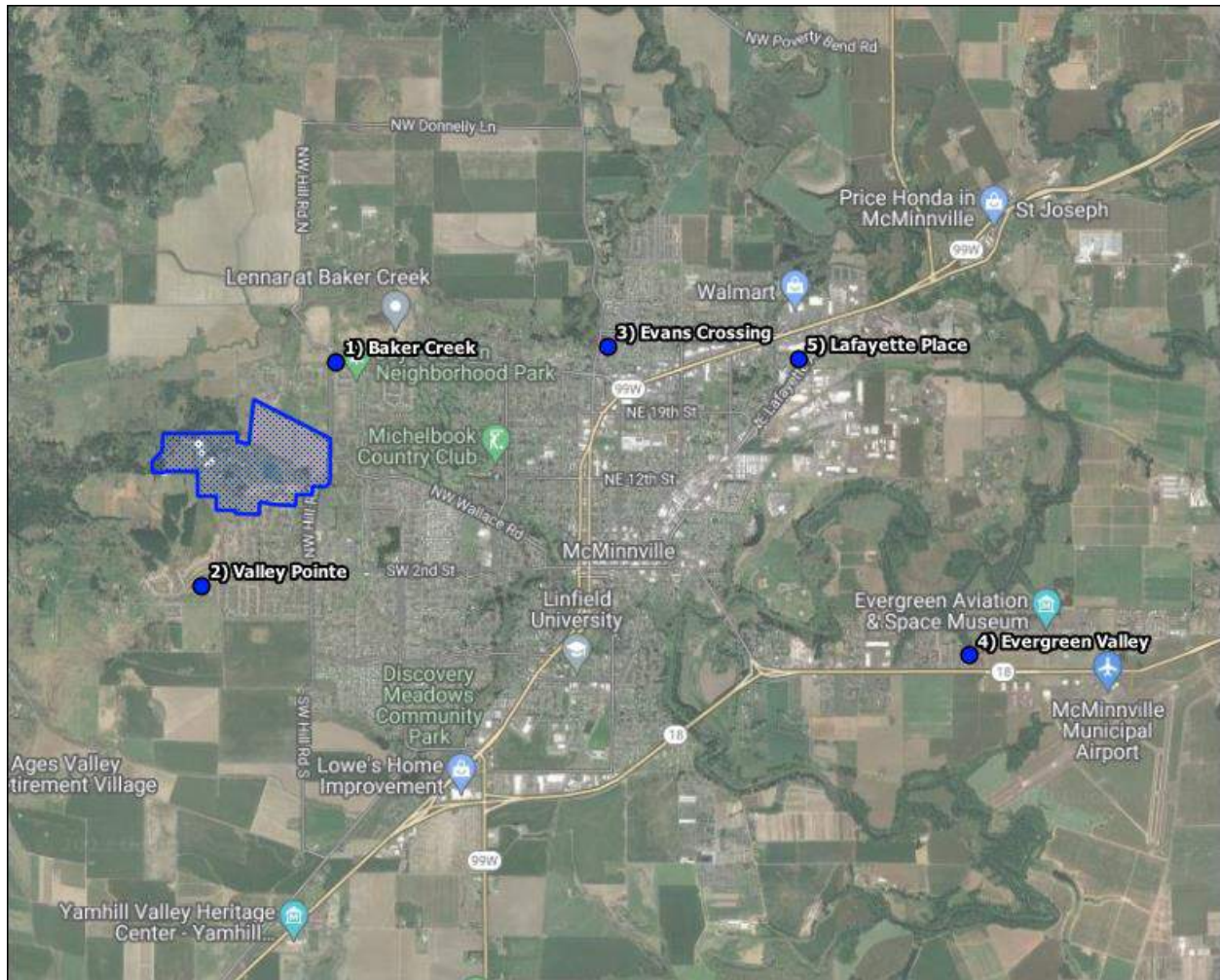
## SURVEY OF COMPARABLES

### COMPARABLES

JOHNSON ECONOMICS surveyed five apartment projects of relatively recent vintage in McMinnville for this analysis. Three of these opened over the past three years, while one opened in 2016 and one in 2009. The projects represent a typical suburban, walk-up format, with multiple two- or three-story buildings. None of the projects include ground-floor commercial space, which is not represented at apartment projects in suburban parts of McMinnville.

The following map shows the locations of the surveyed properties. Detailed profiles of the projects are included over the next pages, followed by a rent and vacancy summary.

FIGURE 3.3: MAP OF SURVEYED APARTMENT PROPERTIES



SOURCE: JOHNSON ECONOMICS



FIGURE 3.4: PROFILES OF SURVEYED APARTMENT PROPERTIES

## 1 - BAKER CREEK APARTMENTS

2005 NW 23rd St, McMinnville, OR



**YEAR BUILT:** 2021  
**TOTAL UNITS:** 70  
**PARKING SPACES/UNIT:** 1.64  
**OCCUPANCY:** 98.6%  
**AVERAGE RENT/SF:** \$1.47



### Project Amenities

Clubhouse  
 Playground  
 Lawn/park  
 On-site management



### Unit Amenities

Vinyl plank flooring  
 Solid surface countertops  
 Stainless steel appliances  
 9-foot ceilings, washer/dryer  
 Balcony

	UNIT CHARACTERISTICS			OCCUPANCY		RENTS			
	Units (#)	Units (%)	Avg. Size	Vac. (#)	Occ. (%)	Low	High	Average	Avg. PSF
1B/1b	11	16%	750	0	100%	\$1,200	\$1,200	\$1,200	\$1.60
2B/2b	54	77%	952	1	98%	\$1,400	\$1,400	\$1,400	\$1.47
3B/2b	5	7%	1,204	0	100%	\$1,575	\$1,575	\$1,575	\$1.31
<b>Tot./Avg:</b>	<b>70</b>	<b>100%</b>	<b>938</b>	<b>1</b>	<b>99%</b>	<b>\$1,200</b>	<b>\$1,575</b>	<b>\$1,381</b>	<b>\$1.47</b>

## 2 - VALLEY POINTE

2825 SW 2nd St, McMinnville, OR



**YEAR BUILT:** 2009  
**TOTAL UNITS:** 68  
**PARKING SPACES/UNIT:** 1.69  
**OCCUPANCY:** 100.0%  
**AVERAGE RENT/SF:** \$1.69



### Project Amenities

Park  
 Playground  
 (Pets not allowed)



### Unit Amenities (Renovated)

Laminate counters, white appliances  
 Carpet and vinyl flooring  
 Washer/dryer hookups  
 9' and vaulted ceilings  
 Patio/balcony

	UNIT CHARACTERISTICS			OCCUPANCY		RENTS			
	Units (#)	Units (%)	Avg. Size	Vac. (#)	Occ. (%)	Low	High	Average	Avg. PSF
2B/1b	34	50%	832	0	100%	\$1,400	\$1,400	\$1,400	\$1.68
2B/2b	34	50%	918	0	100%	\$1,550	\$1,550	\$1,550	\$1.69
<b>Tot./Avg:</b>	<b>68</b>	<b>100%</b>	<b>875</b>	<b>0</b>	<b>100%</b>	<b>\$1,400</b>	<b>\$1,550</b>	<b>\$1,479</b>	<b>\$1.69</b>





### 3 - EVANS CROSSING APARTMENTS

2501 NE Evans St, McMinnville, OR



**YEAR BUILT:** 2020  
**TOTAL UNITS:** 119  
**PARKING SPACES/UNIT:** 1.61  
**OCCUPANCY:** 99.2%  
**AVERAGE RENT/SF:** \$1.65



#### Project Amenities

Laundry room  
 Dog park  
 On-site management



#### Unit Amenities

Vinyl plank, carpet flooring  
 Laminate countertops  
 White appliances  
 9-foot ceilings  
 Balcony

	UNIT CHARACTERISTICS			OCCUPANCY		RENTS			
	Units (#)	Units (%)	Avg. Size	Vac. (#)	Occ. (%)	Low	High	Average	Avg. PSF
1B/1b	18	15%	704	0	100%	\$1,350	\$1,350	\$1,350	\$1.92
2B/1b	24	20%	940	1	96%	\$1,450	\$1,450	\$1,450	\$1.54
2B/2b	77	65%	965	0	100%	\$1,575	\$1,575	\$1,575	\$1.63
<b>Tot./Avg:</b>	<b>119</b>	<b>100%</b>	<b>920</b>	<b>1</b>	<b>99%</b>	<b>\$1,350</b>	<b>\$1,575</b>	<b>\$1,523</b>	<b>\$1.65</b>

### 4 - EVERGREEN VALLEY APARTMENTS

725 SE Ford St, McMinnville, OR



**YEAR BUILT:** 2020  
**TOTAL UNITS:** 66  
**PARKING SPACES/UNIT:** 1.74  
**OCCUPANCY:** 100.0%  
**AVERAGE RENT/SF:** \$1.78



#### Project Amenities

Playground  
 Dog park



#### Unit Amenities

Granite countertops  
 Vinyl and carpet flooring  
 Stainless steel appliances  
 8-foot ceilings, A/C  
 Balcony

	UNIT CHARACTERISTICS			OCCUPANCY		RENTS			
	Units (#)	Units (%)	Avg. Size	Vac. (#)	Occ. (%)	Low	High	Average	Avg. PSF
2B/2b	66	100%	952	0	100%	\$1,695	\$1,695	\$1,695	\$1.78
<b>Tot./Avg:</b>	<b>66</b>	<b>100%</b>	<b>952</b>	<b>0</b>	<b>100%</b>	<b>\$1,695</b>	<b>\$1,695</b>	<b>\$1,695</b>	<b>\$1.78</b>





## 5 - LAFAYETTE PLACE

2349 NE Lafayette Ave, McMinnville, OR



**YEAR BUILT:** 2016  
**TOTAL UNITS:** 132  
**PARKING SPACES/UNIT:** 1.57  
**OCCUPANCY:** 99.2%  
**AVERAGE RENT/SF:** \$1.73



### Project Amenities

Community lounge  
 Fitness room  
 Dedicated surface parking  
 (Pets not allowed)



### Unit Amenities

Tile countertops, cherry wood cabinets  
 Carpet and vinyl plank flooring  
 Black appliances, washer/dryer  
 A/C, ceiling fan, 8'/vaulted ceilings  
 Balcony/patio w/storage

	UNIT CHARACTERISTICS			OCCUPANCY		RENTS			
	Units (#)	Units (%)	Avg. Size	Vac. (#)	Occ. (%)	Low	High	Average	Avg. PSF
<b>1B/1b</b>	36	27%	725	1	97%	\$1,395	\$1,395	\$1,395	\$1.92
<b>2B/2b</b>	96	73%	952	0	100%	\$1,595	\$1,595	\$1,595	\$1.68
<b>Tot./Avg:</b>	<b>132</b>	<b>100%</b>	<b>890</b>	<b>1</b>	<b>99%</b>	<b>\$1,395</b>	<b>\$1,595</b>	<b>\$1,540</b>	<b>\$1.73</b>

SOURCE: Property managers/agents, property websites, Craigslist, RealPage, CoStar, JOHNSON ECONOMICS

FIGURE 3.5: RENT AND OCCUPANCY SUMMARY, SURVEYED APARTMENT PROPERTIES

Project Name/ Location	Year	Occupancy	UNIT CHARACTERISTICS						RENT CHARACTERISTICS			
			Type	Units	Mix	Sq. Ft.	Vacant		Low Rent	High Rent	Avg. Rent	Avg. Rent Per SF.
1) Baker Creek Apts. 2005 NW 23rd St, McMinnville, OR	2021	99%	1B/1b	11	16%	750	0	0%	\$1,200	\$1,200	\$1,200	\$1.60
			2B/2b	54	77%	952	1	2%	\$1,400	\$1,400	\$1,400	\$1.47
			3B/2b	5	7%	1204	0	0%	\$1,575	\$1,575	\$1,575	\$1.31
			<b>Tot./Avg:</b>	<b>70</b>	<b>100%</b>	<b>938</b>	<b>1</b>	<b>1%</b>	<b>\$1,200</b>	<b>\$1,575</b>	<b>\$1,381</b>	<b>\$1.47</b>
2) Valley Pointe 2825 SW 2nd St, McMinnville, OR	2009	100%	2B/1b	34	50%	832	0	0%	\$1,400	\$1,400	\$1,400	\$1.68
			2B/2b	34	50%	918	0	0%	\$1,550	\$1,550	\$1,550	\$1.69
			<b>Tot./Avg:</b>	<b>68</b>	<b>100%</b>	<b>875</b>	<b>0</b>	<b>0%</b>	<b>\$1,400</b>	<b>\$1,550</b>	<b>\$1,479</b>	<b>\$1.69</b>
3) Evans Crossing Apts. 2501 NE Evans St, McMinnville, OR	2020	99%	1B/1b	18	15%	704	0	0%	\$1,350	\$1,350	\$1,350	\$1.92
			2B/1b	24	20%	940	1	4%	\$1,450	\$1,450	\$1,450	\$1.54
			2B/2b	77	65%	965	0	0%	\$1,575	\$1,575	\$1,575	\$1.63
			<b>Tot./Avg:</b>	<b>119</b>	<b>100%</b>	<b>920</b>	<b>1</b>	<b>1%</b>	<b>\$1,350</b>	<b>\$1,575</b>	<b>\$1,523</b>	<b>\$1.65</b>
4) Evergreen Valley 725 SE Ford St, McMinnville, OR	2020	100%	2B/2b	66	100%	952	0	0%	\$1,695	\$1,695	\$1,695	\$1.78
			<b>Tot./Avg:</b>	<b>66</b>	<b>100%</b>	<b>952</b>	<b>0</b>	<b>0%</b>	<b>\$1,695</b>	<b>\$1,695</b>	<b>\$1,695</b>	<b>\$1.78</b>
5) Lafayette Place 2349 NE Lafayette Ave, McMinnville, OR	2016	99%	1B/1b	36	27%	725	1	3%	\$1,395	\$1,395	\$1,395	\$1.92
			2B/2b	96	73%	952	0	0%	\$1,595	\$1,595	\$1,595	\$1.68
			<b>Tot./Avg:</b>	<b>132</b>	<b>100%</b>	<b>890</b>	<b>1</b>	<b>1%</b>	<b>\$1,395</b>	<b>\$1,595</b>	<b>\$1,540</b>	<b>\$1.73</b>

SOURCE: Property managers/agents, property websites, Craigslist, RealPage, CoStar, JOHNSON ECONOMICS



### OCCUPANCY

All five of the surveyed properties are at least 99% occupied. In total, only three units out of 455 are currently vacant. This represents a vacancy rate of 0.7% (99.3% occupancy). This is unusually low, indicating capacity for additional supply and rent growth.

### RENTS

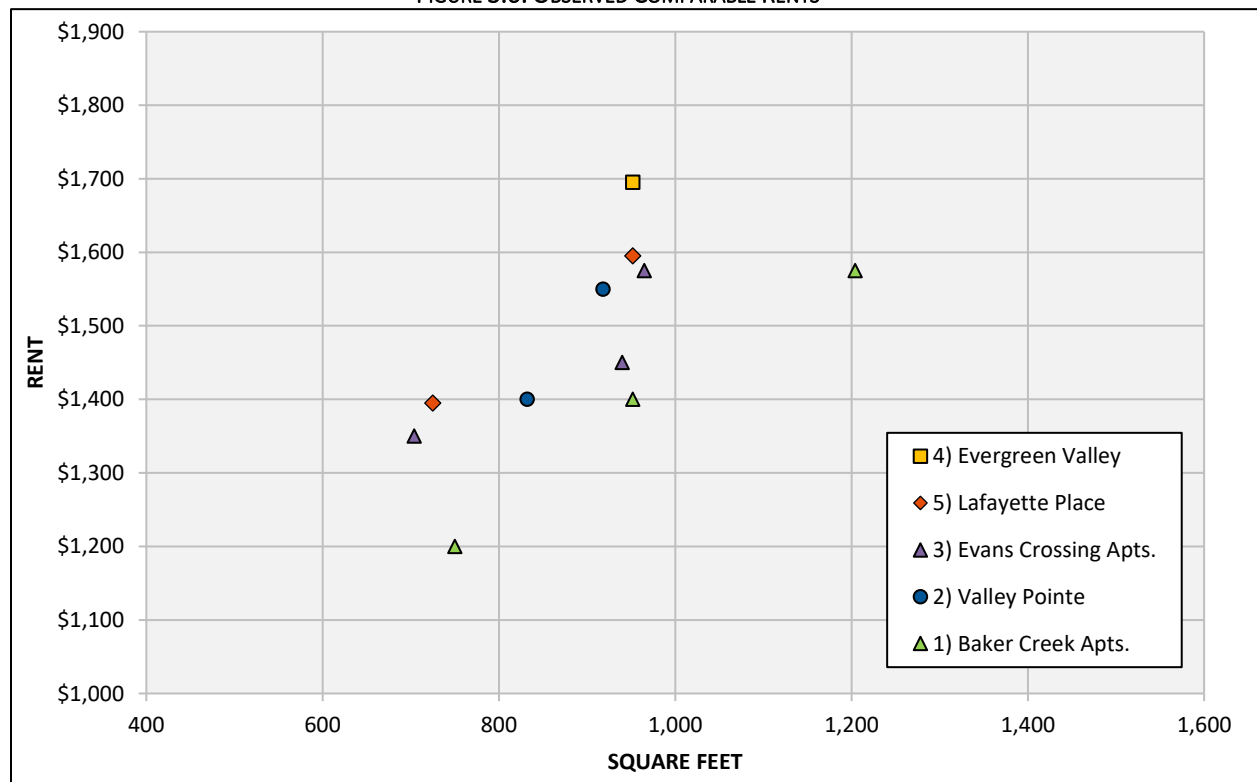
Rents at the surveyed properties range from \$1,200 to 1,600 per month and \$1.31 to \$1.92 per square foot (PSF). The average rent level in the sample is \$1,524 per unit and \$1.66 per square foot. None of the properties currently offer any rent concessions.

With 5.0% vacancy typically regarded to represent market-clearing rent levels, the current low vacancy rates indicate that the properties are priced below market levels.

Rents are generally highest at the properties in the east, which are near highways, employment, and services. The lowest rent levels are Baker Creek Apartments, despite this being the newest project in the sample (built 2021). This property thus appears particularly underpriced. The highest rent levels are represented by Evergreen Valley (built 2020), which is located near the McMinnville Airport. Between these two properties are the three remaining properties, which all have similar rent levels. These include Valley Pointe, which is located south of Fox Ridge along SW 2<sup>nd</sup> Street. The project is somewhat dated (built 2009), but benefits from a location adjacent to the West Hills Neighborhood Park. Taking into account that this property is 100% leased, significantly higher market-clearing rents should be achievable for a new project with a similar location.

The following scatter plot displays the observed rents as a function of square footage, with each plot representing the average for a specific unit type.

**FIGURE 3.6: OBSERVED COMPARABLE RENTS**



SOURCE: Property managers/agents, property websites, Craigslist, RealPage, CoStar, JOHNSON ECONOMICS



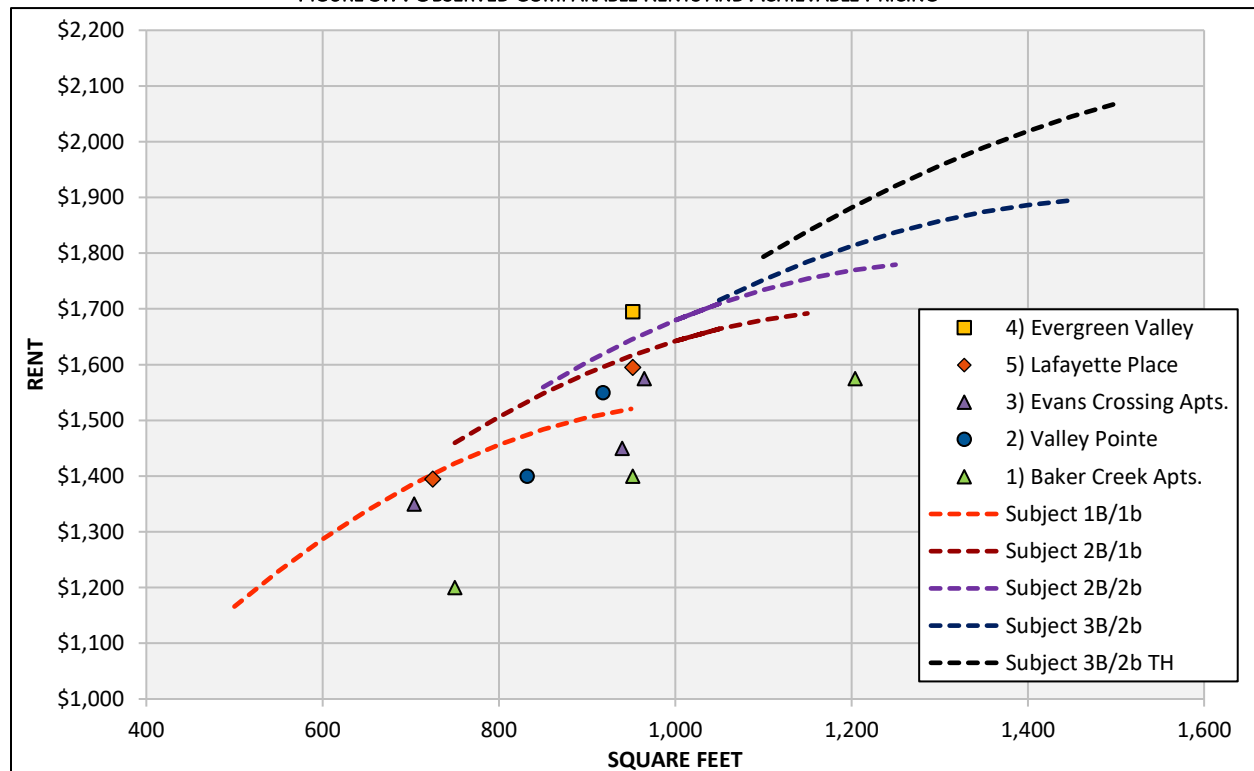
## ACHIEVABLE PRICING

Achievable pricing in the Neighborhood Activity Center (NAC) will depend on the standard, profile, and amenities of the community. In the following, we assume a nearby park and on-site amenities attractive to renters, as well as a mid-market apartment profile with surface parking. Though none of the comparables include townhomes, we include rent estimates for three-bedroom townhome units based on typical rent differentials to regular apartment flats. We do not assume that a commercial center is in place at the time of lease-up, which could generate rent premiums.

With the mentioned assumptions, we would expect rental apartments within the NAC to achieve pricing in the upper end of the sample. Access to a park and commercial amenities is expected to partly offset the greater distance to employment and major commercial areas. We would expect rents below Evergreen Valley, which is a recent project with a Highway 18 location, but just above Lafayette Place, which is seven years old, though it benefits from proximity to a large commercial area (Walmart, WinCo, Safeway).

The following chart displays our rent estimates as a function of unit type and square footage, alongside rents from the comparables. Rent examples for different unit types and sizes are shown on the next page. These rates are based on market rents as of 1Q23. We would expect the achievable rent levels to move with the wider market prior to market introduction. The estimates reflect 12-month contracts with utilities billed separately.

FIGURE 3.7: OBSERVED COMPARABLE RENTS AND ACHIEVABLE PRICING



SOURCE: Property managers/agents, property websites, Craigslist, RealPage, CoStar, JOHNSON ECONOMICS

With a program consisting of one- to three-bedroom apartments ranging in size from 700 to 1,100 square feet, plus three-bedroom townhomes with 1,300 square feet (see next page), the estimates indicate monthly rent levels ranging from \$1,384 to \$1,957 per unit and \$1.51 to \$1.98 PSF. With the suggested unit mix, this translates into an average rent level of \$1,596 per unit and \$1.75 PSF. We expect this to be adequate to support traditional two and three-story walk-up structures with surface parking, but not adequate for more costly formats like elevator buildings with tuck-under or podium parking.



FIGURE 3.8: ACHIEVABLE PRICING, 1Q23

Unit Type	Units	Unit Allocation	Average Unit Size	Rent per Unit	Rent per Square Foot
1B/1b Apt	50	30%	700	\$1,384	\$1.98
2B/2b Apt	70	42%	900	\$1,604	\$1.78
3B/2b Apt	30	18%	1,100	\$1,752	\$1.59
3B/2b TH	15	9%	1,300	\$1,957	\$1.51
<b>Total/Avg.</b>	<b>165</b>	<b>100%</b>	<b>912</b>	<b>\$1,596</b>	<b>\$1.75</b>

SOURCE: JOHNSON ECONOMICS

## ABSORPTION

### MARKET-WIDE ABSORPTION

The historical absorption data presented earlier in this section reflected annual net absorption of around 140 units in the two most recent years with significant amounts of new supply. According to Costar, 137 units were absorbed on a net basis in 2017, when 132 new units were delivered (Lafayette Place) and the city-wide vacancy rate averaged 3.3%. In 2020, 142 units were absorbed when 119 units were delivered and the vacancy rate averaged 2.2%.

The current vacancy rate in McMinnville is 1.2%, according to CoStar. This additional market pressure indicates that absorption higher than 140 units can be achieved, assuming adequate supply.

According to the Census Bureau, there are 2,600 rental apartment households in McMinnville currently. At the current vacancy rate, these households can absorb 165 additional units before the vacancy rate climbs above the 5.0% that represents a balanced market. Additionally, with a current vacancy rate around 1.0%, there is also significant pent-up demand from prospective renters unable to find units that match their needs. Thus, we would expect the current annual absorption potential to be well above 200 units, not taking into account new demand from population growth.

According to the most recent Housing Needs Analysis (HNA) conducted for the City of McMinnville (ECONorthwest, 2019), population growth in the city is projected to generate a need for 75 new multifamily units (mostly apartments) annually in coming years. Demand for other housing forms is projected to grow by roughly 150 units annually. The total housing need is thus estimated to grow by around 225 units per year. Over the past 15 years, the city has only been able to produce housing at this level once, in 2019, based on issued building permits. Over the past five years, the new housing supply has averaged roughly 175 units annually. In markets with undersupply of housing, the unmet demand typically filters down to the least costly housing form (rental apartments) as the least affluent households are priced out of the more expensive housing forms. Thus, it is not unlikely that McMinnville in coming years will see additional apartment demand from an undersupplied single-family market. The potential market-wide apartment absorption may therefore be higher than the 75 units annually indicated by the HNA.

Demand for attached homes is estimated to grow by 27 units annually, according to the HNA. We will assume that 50% of this will be for rental units, indicating annual absorption of around 15 attached rental homes (the current rental percentage in this category is 71%, according to Census Bureau, but includes renter-occupied for-sale homes).

### SUBJECT SITE ABSORPTION

Given the current demand pressures, we would expect a single-phase apartment project in McMinnville to absorb up to 200 units annually in the current market. If additional supply were to ease the pressures to the point where the market-wide vacancy rate reaches 5.0%, we would assume that around 100 units could be absorbed annually. As McMinnville's vacancy rate has stayed well below 4.0% since 2013, we regard the latter scenario to be unlikely. We therefore expect a project with around 150 apartments to be feasible in the NAC with an absorption period of around 12 months in coming years. Additionally, we would assume that around 15 rental townhomes can be absorbed annually. We would assume that up to 300 apartments and 30 townhomes may be feasible over a period of three to four years, assuming two-phase approach with one to two years of stabilized phase-one operations.



## IV. OWNERSHIP HOUSING

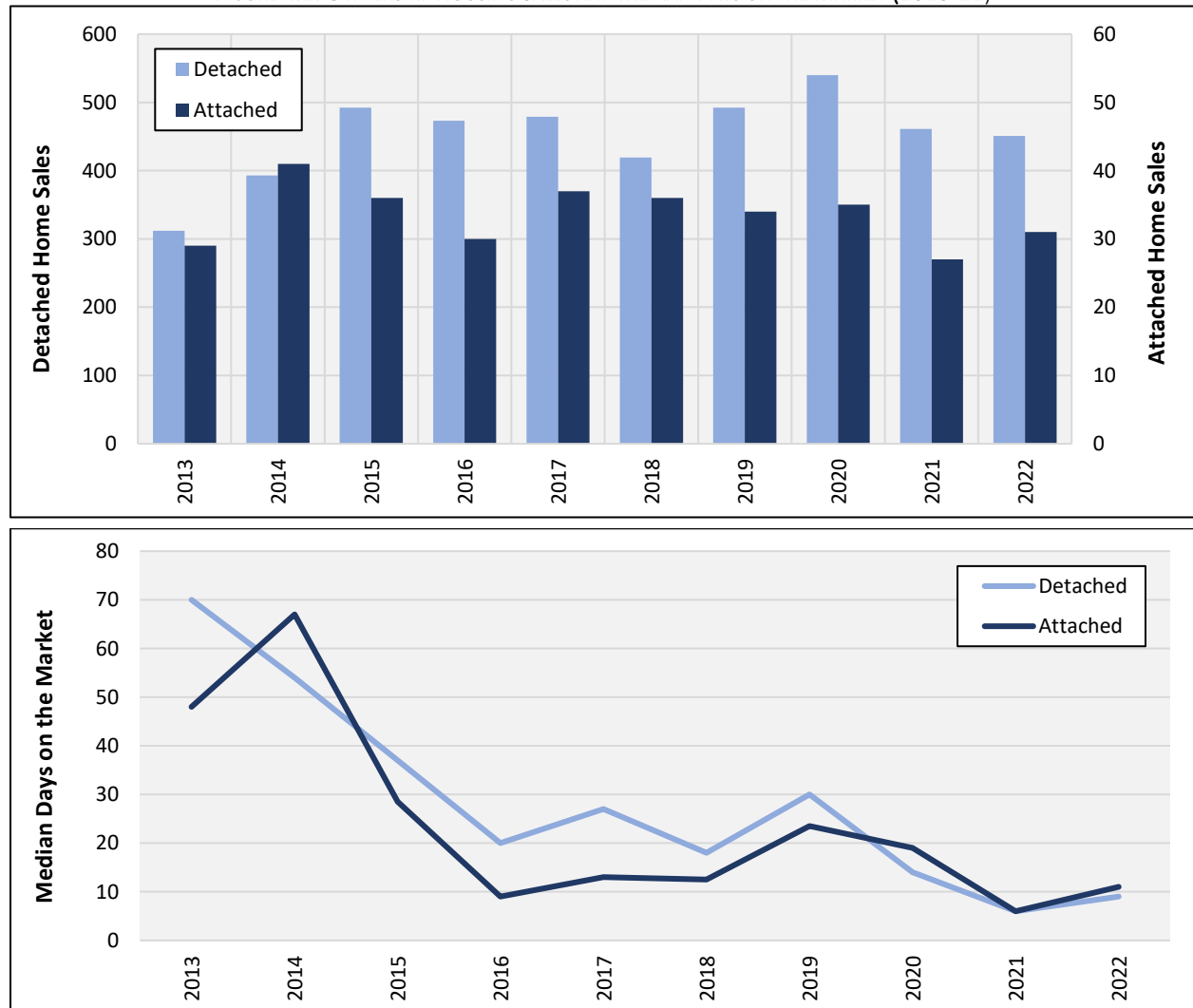
### MARKET TRENDS

#### SALES VELOCITY

Detached single-family homes currently account for 94% of all home sales in McMinnville, while attached homes account for 6%. The latter made up roughly 10% of all sales transactions early in the last decade. Based on records from the Regional Multiple Listing System (RMLS), the total sales volume has been fairly stable at around 500 transactions per year over the past 10 years.

The stable sales pace masks the increase in demand that has taken place over this period. This is evident in the decline in market time for listed units. In 2013 the median time between listing and sale was 68 days. By 2021, the median had fallen to 6 days. There was a slight increase to 10 days in 2022, and sales so far in 2023 indicate a continued increase, reflecting the impact of higher mortgage rates. Attached homes have generally sold quicker than detached homes over the past decade, though there has been little difference between the two in recent years. A median market time of 60-90 days is generally considered to represent a balanced market in terms of supply and demand.

FIGURE 4.1: OWNERSHIP HOUSING SALES AND MEDIAN DAYS ON THE MARKET (2013-22)



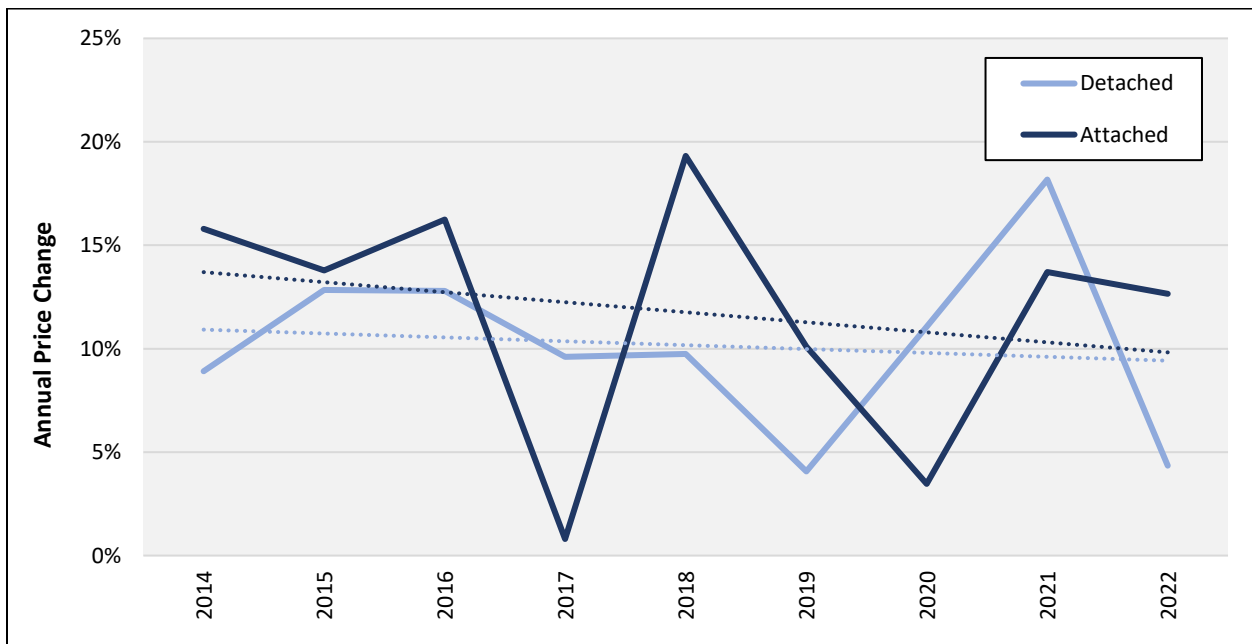
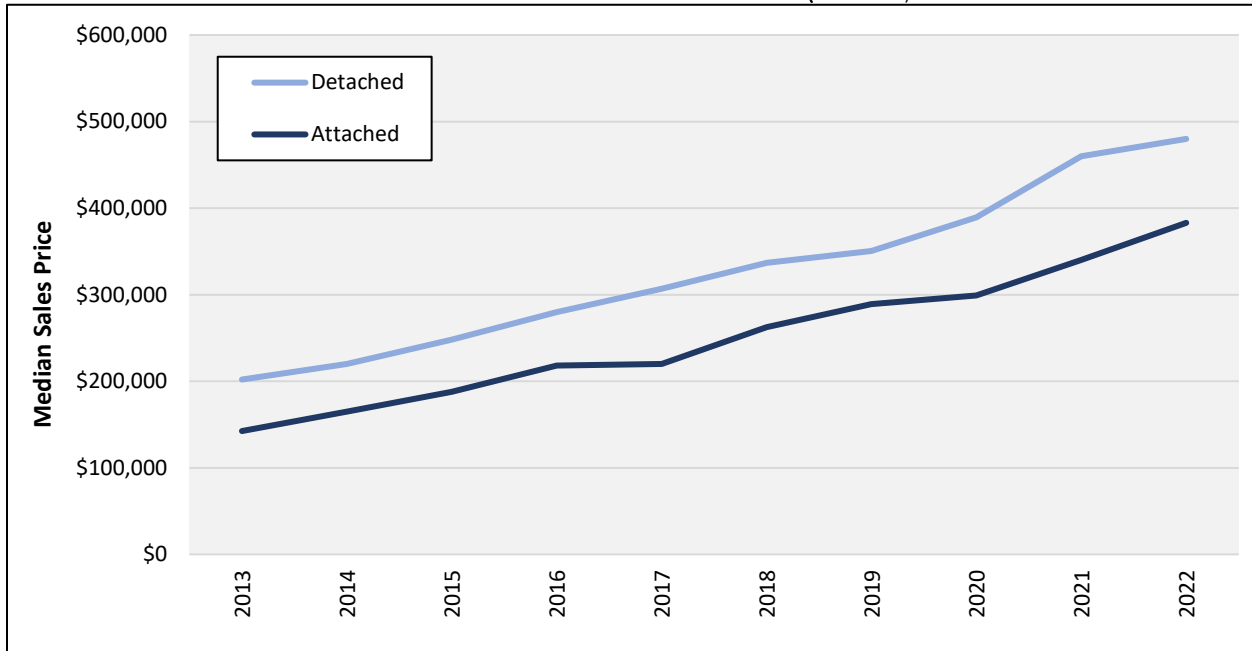
SOURCE: RMLS, JOHNSON ECONOMICS



### SALES PRICES

Sales prices in McMinnville have risen rapidly over the past 10 years, as they have all across the Pacific Northwest. Attached homes have seen the strongest gains, with an average annual price increase of 11.6%. This might reflect that attached home values were more depressed in the wake of the 2008-09 recession due to the loss of demand from young buyers. Detached homes have gained 10.1% annually over the same period. Median prices in 2022 were \$453,000 for detached homes and \$369,000 for attached homes. On per-square-foot (PSF) basis, the median was \$280 for detached homes and \$264 for attached homes.

FIGURE 4.2: OWNERSHIP HOUSING PRICE TRENDS (2013-22)



SOURCE: RMLS, JOHNSON ECONOMICS





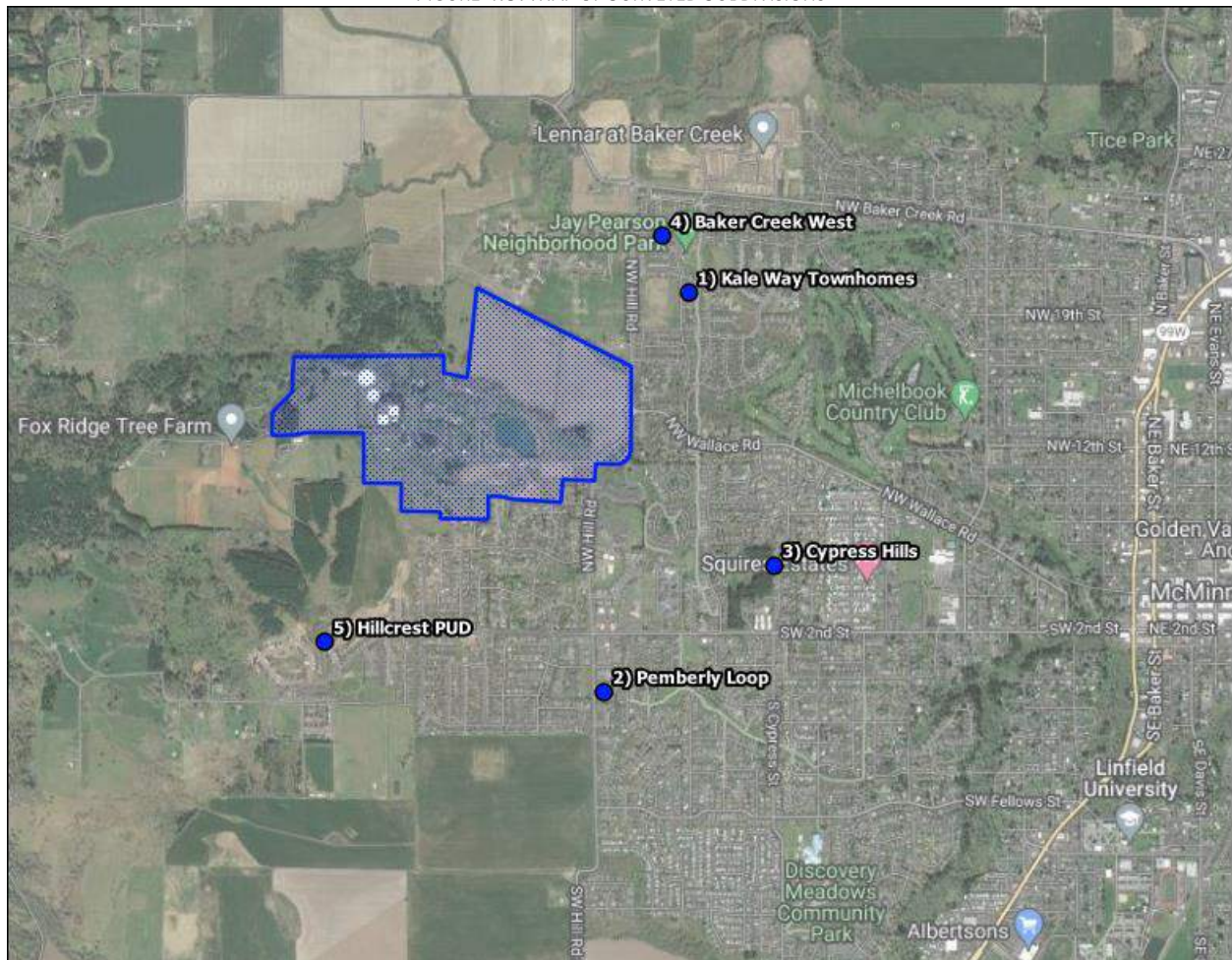
## SURVEY OF COMPARABLES

### COMPARABLES

JOHNSON ECONOMICS surveyed five subdivisions in McMinnville for this analysis. Three are suburban, two-story townhome projects, built out between 2004 and 2009 (#1-3). In the following pricing analysis, we will rely on resale transactions within these subdivisions. Due to the lack of more recent townhome projects, we have included two recent detached-home projects near the Fox Ridge area (#4-5). We will use new-home transactions from these projects in order to provide additional pricing references for townhomes, taking into account typical price differentials between the two housing types. The following map shows the locations of the surveyed subdivisions.

Details on each project is included over the next pages. We have included the most recent sales transactions within each subdivision, with estimates of current value based on trended price estimates, using an index of monthly median sales prices in Yamhill County (the county dataset reflects the same price trend as McMinnville, but with more data points and less random fluctuations).

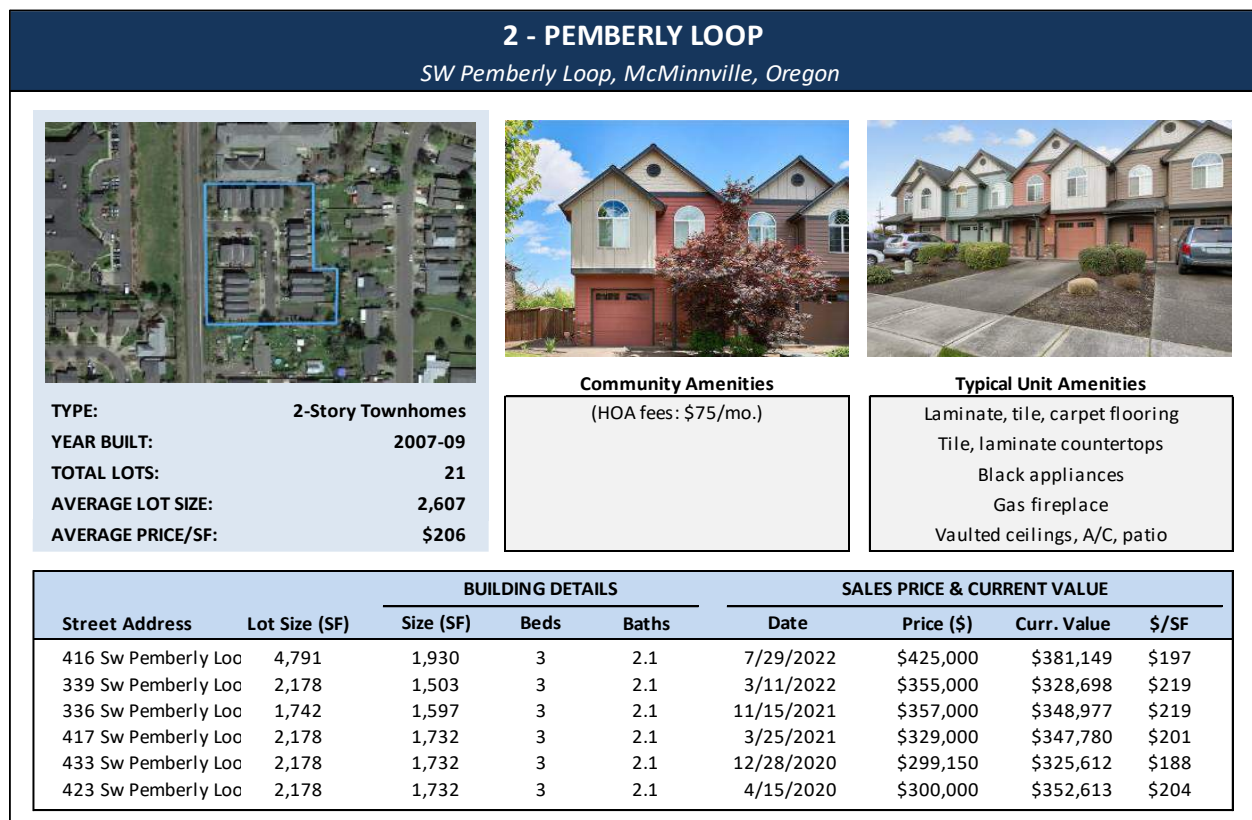
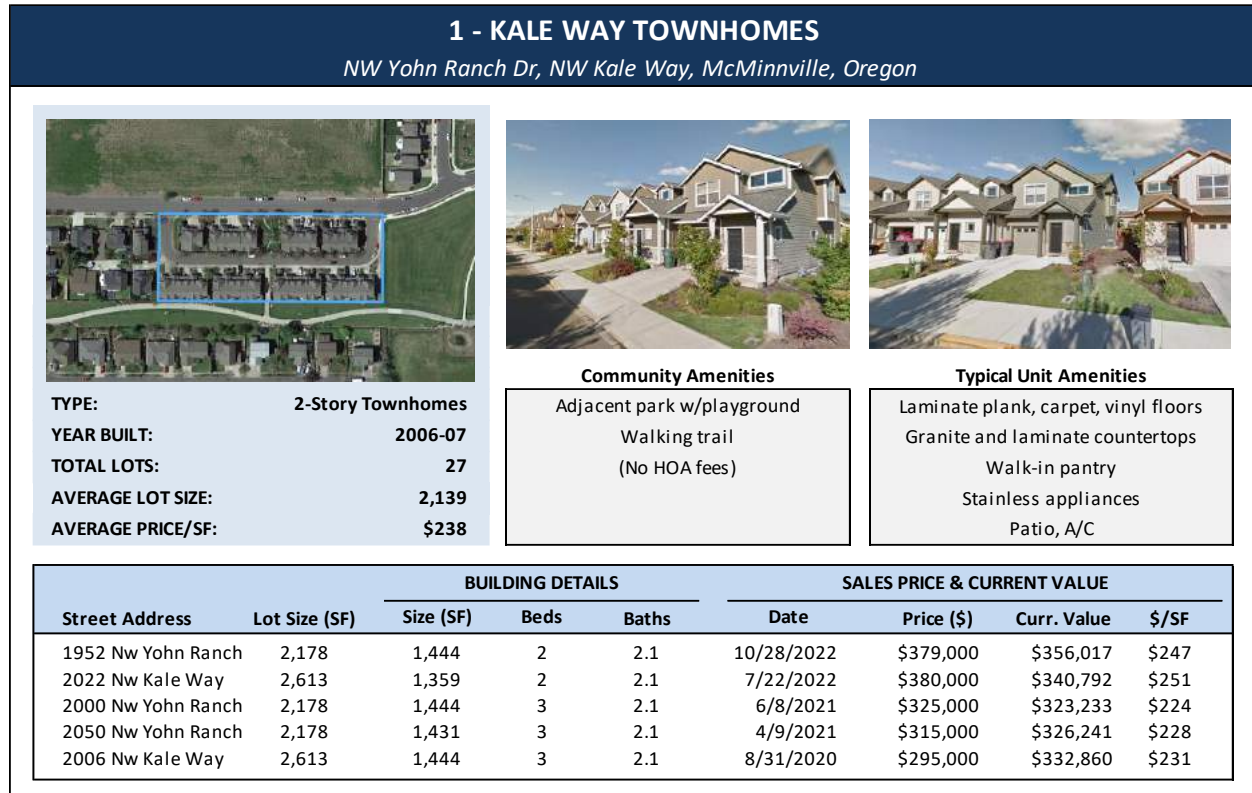
FIGURE 4.3: MAP OF SURVEYED SUBDIVISIONS



SOURCE: JOHNSON ECONOMICS



FIGURE 4.4: PROFILES OF SURVEYED SUBDIVISIONS







### 3 - CYPRESS HILLS

NW Cypress St at W 6th St, McMinnville, Oregon



**TYPE:** 2-Story Townhomes  
**YEAR BUILT:** 2004  
**TOTAL LOTS:** 20  
**AVERAGE LOT SIZE:** 2,591  
**AVERAGE PRICE/SF:** \$239



#### Community Amenities

Backing forested hill  
 (No HOA fees)



#### Typical Unit Amenities

Laminate plank, carpet, vinyl flooring  
 Laminate countertops  
 White appliances, el. range  
 Vaulted ceilings, split level entry  
 Deck

Street Address	Lot Size (SF)	BUILDING DETAILS			SALES PRICE & CURRENT VALUE			
		Size (SF)	Beds	Baths	Date	Price (\$)	Curr. Value	\$/SF
527 Nw Cypress St	2,613	1,480	3	2.1	2/3/2023	\$380,000	\$380,000	\$257
675 Nw Cypress St	1,742	1,306	2	2.1	5/27/2022	\$379,500	\$340,178	\$260
563 Nw Cypress St	2,613	1,480	3	2.1	7/2/2021	\$338,000	\$332,697	\$225
575 Nw Cypress St	2,613	1,480	3	2.1	5/24/2021	\$340,000	\$345,049	\$233
511 Nw Cypress St	1,742	1,308	2	2.0	2/1/2019	\$243,000	\$305,657	\$234
667 Nw Cypress St	2,613	1,480	3	2.1	10/19/2018	\$265,000	\$336,751	\$228

### 4 - BAKER CREEK WEST

NW Baker Creek Rd & NW Hill Rd, McMinnville, Oregon



**TYPE:** 2-Story Detached  
**YEAR BUILT:** 2019+  
**TOTAL LOTS:** 125  
**TYPICAL LOT SIZE:** 4,000  
**AVERAGE PRICE/SF:** \$269



#### Community Amenities

Neighborhood park  
 Playground  
 Trails  
 (HOA fees: \$28/mo.)



#### Typical Unit Amenities

Laminate plank, carpet flooring  
 Quartz/tile countertops  
 Stainless appliances, kitchen island  
 Gas fireplace/range, walk-in closet  
 9-foot ceilings, A/C

Street Address	Lot Size (SF)	BUILDING DETAILS			SALES PRICE & CURRENT VALUE			
		Size (SF)	Beds	Baths	Date	Price (\$)	Curr. Value	\$/SF
1939 Nw Haun Dr	3,049	1,532	3	2.1	2/10/2023	\$429,000	\$429,000	\$280
2276 Nw Woodland C	3,049	1,525	3	2.1	1/27/2023	\$420,000	\$423,776	\$278
2003 Nw 21St St	3,049	1,526	3	2.1	9/15/2022	\$442,000	\$406,946	\$267
2398 Nw Matteo Dr	3,484	1,498	3	2.1	6/30/2022	\$435,500	\$388,016	\$259
1984 Nw 21St St	3,049	1,498	3	2.1	5/20/2022	\$440,000	\$394,409	\$263
2316 Nw Matteo Dr	3,484	1,498	3	2.1	3/30/2022	\$424,000	\$392,585	\$262



## 5 - HILLCREST PD (PART)

SW 2nd St, Valley's Edge St, NW Brookside St, McMinnville, Oregon



**TYPE:** 1- & 2-Story Detached  
**YEAR BUILT:** 2019+  
**TOTAL LOTS:** 94  
**TYPICAL LOT SIZE:** 9,000  
**AVERAGE PRICE/SF:** \$281



### Community Amenities

Neighborhood Park  
 Playground  
 Views  
 (No HOA fees)



### Typical Unit Amenities

Hardwood, laminate, carpet flooring  
 Stone countertops  
 Stainless appliances, kitchen island  
 Gas fireplace/range  
 9-foot ceilings, A/C, deck

Street Address	Lot Size (SF)	BUILDING DETAILS			SALES PRICE & CURRENT VALUE			
		Size (SF)	Beds	Baths	Date	Price (\$)	Curr. Value	\$/SF
2837 Nw Mt Ashland Ln	6,969	2,548	4	2.1	1/31/2023	\$650,000	\$655,844	\$257
2893 Nw Mt Ashland Ln	6,969	2,538	4	2.1	1/3/2023	\$703,900	\$710,229	\$280
2999 Nw 2Nd St	12,632	1,620	3	2.0	12/8/2022	\$525,000	\$521,284	\$322
2842 Nw Mt Ashland Ln	8,276	2,727	4	2.1	12/5/2022	\$650,000	\$645,399	\$237
2848 Nw Mt Ashland Ln	8,276	2,504	4	2.1	11/23/2022	\$650,000	\$626,073	\$250
115 Sw Blue Heron Ct	8,276	1,729	4	2.1	10/31/2022	\$499,900	\$469,586	\$272

SOURCE: RMLS, Yamhill County, Google Earth, JOHNSON ECONOMICS



FIGURE 4.5: RECENT HOME SALES SUMMARY, SURVEYED SUBDIVISIONS

SUBDIVISION	Location	Property Address	Lot Size (SF)	HOME TYPE			HOME PRICES			
				Size (SF)	Beds	Baths	Date	Price (\$)	Curr. Value	\$/SF
<b>1) Kale Way Townh.</b>		1952 Nw Yohn Ranch Dr	2,178	1,444	2	2.1	10/28/2022	\$379,000	\$356,017	\$247
		NW Yohn Ranch Dr	2,613	1,359	2	2.1	7/22/2022	\$380,000	\$340,792	\$251
		NW Kale Way	2,178	1,444	3	2.1	6/8/2021	\$325,000	\$323,233	\$224
		McMinnville, OR	2,178	1,431	3	2.1	4/9/2021	\$315,000	\$326,241	\$228
		2006 Nw Yohn Ranch Dr	2,613	1,444	3	2.1	8/31/2020	\$295,000	\$332,860	\$231
	Townhomes, 2006-07	2030 Nw Yohn Ranch Dr	2,178	1,359	2	2.1	8/2/2019	\$275,000	\$337,239	\$248
<b>2) Pemberly Loop</b>		416 Sw Pemberly Loop	4,791	1,930	3	2.1	7/29/2022	\$425,000	\$381,149	\$197
		339 Sw Pemberly Loop	2,178	1,503	3	2.1	3/11/2022	\$355,000	\$328,698	\$219
		McMinnville, OR	1,742	1,597	3	2.1	11/15/2021	\$357,000	\$348,977	\$219
		417 Sw Pemberly Loop	2,178	1,732	3	2.1	3/25/2021	\$329,000	\$347,780	\$201
	Townhomes, 2007-09	433 Sw Pemberly Loop	2,178	1,732	3	2.1	12/28/2020	\$299,150	\$325,612	\$188
<b>3) Cypress Hills</b>		527 Nw Cypress St	2,613	1,480	3	2.1	2/3/2023	\$380,000	\$380,000	\$257
		NW Cypress St	1,742	1,306	2	2.1	5/27/2022	\$379,500	\$340,178	\$260
		McMinnville, OR	2,613	1,480	3	2.1	7/2/2021	\$338,000	\$332,697	\$225
		575 Nw Cypress St	2,613	1,480	3	2.1	5/24/2021	\$340,000	\$345,049	\$233
	Townhomes, 2004	511 Nw Cypress St	1,742	1,308	2	2.0	2/1/2019	\$243,000	\$305,657	\$234
<b>4) Baker Creek West</b>		1939 Nw Haun Dr	3,049	1,532	3	2.1	2/10/2023	\$429,000	\$429,000	\$280
		NW Baker Creek Rd	2,276	1,525	3	2.1	1/27/2023	\$420,000	\$423,776	\$278
		NW Hill Rd	2,003	1,526	3	2.1	9/15/2022	\$442,000	\$406,946	\$267
		McMinnville, OR	2,398	1,498	3	2.1	6/30/2022	\$435,500	\$388,016	\$259
		1984 Nw 21st St	3,049	1,498	3	2.1	5/20/2022	\$440,000	\$394,409	\$263
	SF Detached, 2019+	2316 Nw Matteo Dr	3,484	1,498	3	2.1	3/30/2022	\$424,000	\$392,585	\$262
<b>5) Hillcrest PD</b>		2837 Nw Mt Ashland Ln	6,969	2,548	4	2.1	1/31/2023	\$650,000	\$655,844	\$257
		SW 2nd St	2,893	2,538	4	2.1	1/3/2023	\$703,900	\$710,229	\$280
		Valley's Edge St	2,999	1,620	3	2.0	12/8/2022	\$525,000	\$521,284	\$322
		McMinnville, OR	2,842	2,727	4	2.1	12/5/2022	\$650,000	\$645,399	\$237
		2848 Nw Mt Ashland Ln	8,276	2,504	4	2.1	11/23/2022	\$650,000	\$626,073	\$250
	SF Detached, 2019+	2842 Nw Mt Ashland Ln	8,276	2,727	4	2.1	12/5/2022	\$650,000	\$645,399	\$237

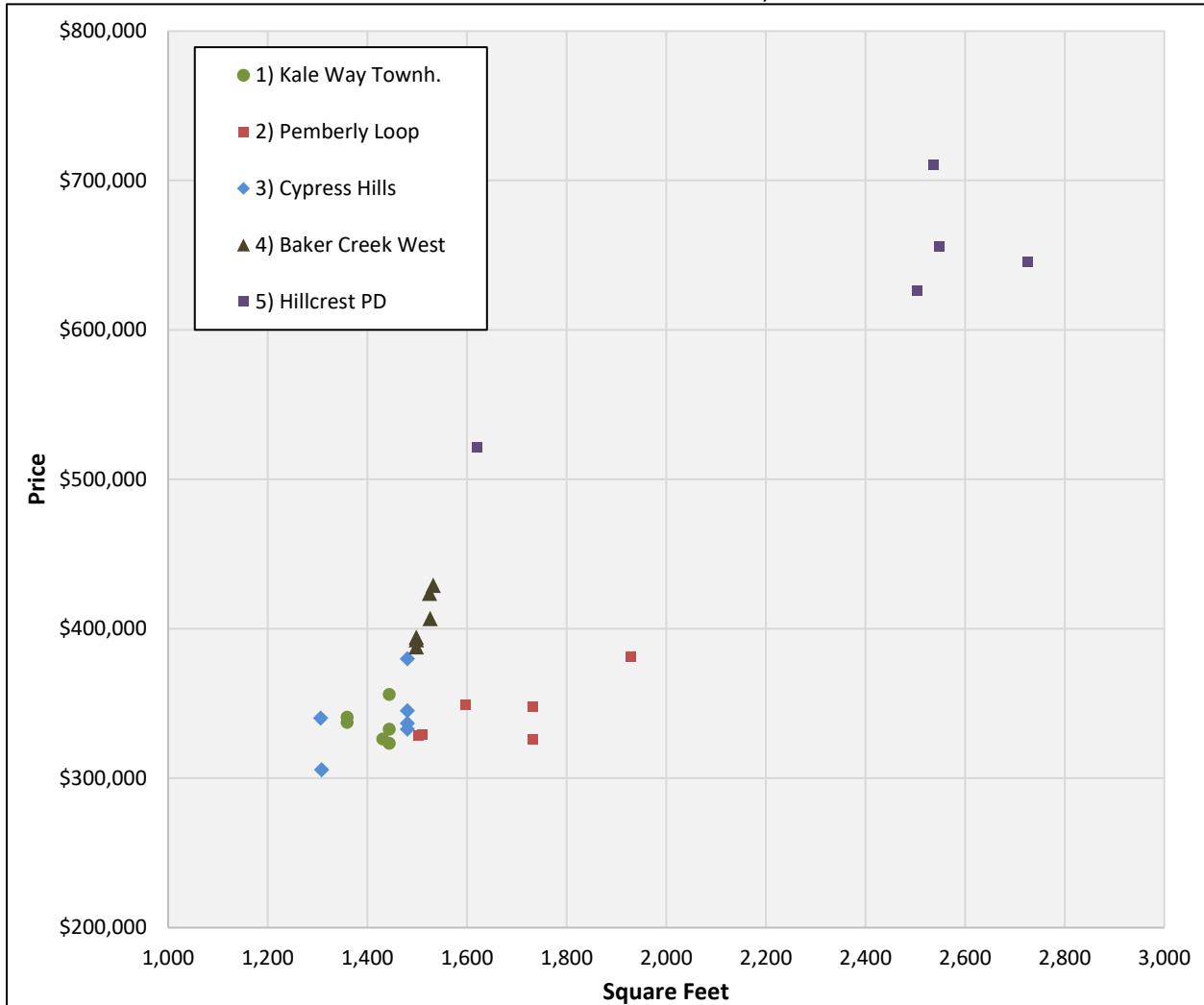
SOURCE: RMLS, Yamhill County, JOHNSON ECONOMICS

Adjusted to current values, the most recent sales transactions at the surveyed projects range from around \$243,000 to \$710,000 per home and \$188 to \$322 per square foot (PSF). The average value is \$412,000 per home and \$243 PSF.

The three townhome projects represent the lowest current values, reflecting the housing form and that these are resale transactions of homes built in the 2000s. The lowest values are represented by Pemberly Loop, which is the only of the townhome projects with HOA fees (\$75/mo.). Hillcrest, which is without HOA fees, represents the highest values, also when adjusted for home size. This reflects its detached-home format, its relatively upscale home features, and its large share of single-story homes – which sell at a premium on PSF basis. The following scatter plot displays the sales prices adjusted to current levels as a function of square footage.



FIGURE 4.6: RECENT SALES PRICES ADJUSTED TO CURRENT LEVELS, SURVEYED SUBDIVISIONS



SOURCE: RMLS, Yamhill County, JOHNSON ECONOMICS

## ACHIEVABLE PRICING

Achievable pricing in the NAC will depend on the standard, profile, and amenities of the community, as well as parks and amenities at the site. In the following, we make the same assumptions as for the rental housing regarding amenities and market positioning. These include the assumption that no commercial amenities will be in place at time of sale.

In order to assist the process of estimating achievable pricing, we first adjust the detached-home values from Hillcrest and Baker Creek West to be representative of townhomes. For this, we rely on price differentials observed by JOHNSON ECONOMICS in detailed analyses of master plan projects with multiple housing forms. We generally observe discounts of 5-15% for suburban townhomes relative to detached homes of similar size and features. The discount depends on the lot size and width of the homes.

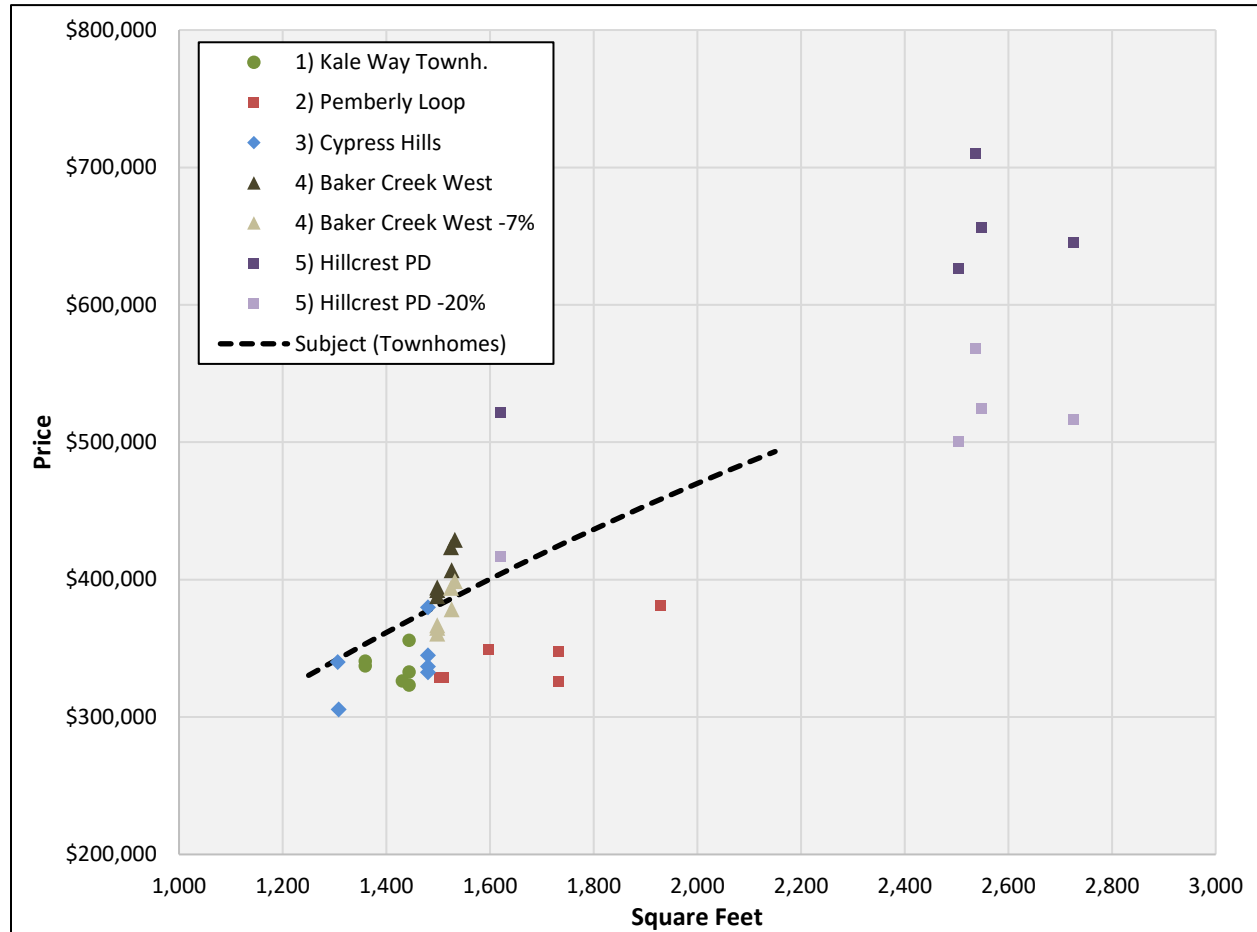
For the detached homes at Baker Creek West, we apply a 7% discount, due to the relatively small lots and narrow homes. At Hillcrest, which has much larger lots and wider homes, we apply a 20% discount in order to also account for its single-story homes and relatively upscale features, which exceed our mid-market assumptions for the NAC.





The following chart displays our estimates of achievable townhome pricing in today's market in the NAC, alongside the current values at the comparables – including the adjusted detached-home values. We assume pricing above the three townhome projects, due to their age (built 2004-09), but in line with the values adjusted to reflect townhome pricing at Baker Creek West and Hillcrest.

FIGURE 4.7: ADJUSTED COMPARABLE PRICING AND ACHIEVABLE SUBJECT PRICING



SOURCE: RMLS, Yamhill County, JOHNSON ECONOMICS

With two- and three-bedroom townhomes ranging in size from 1,400 to 1,800 square feet, the analysis indicates achievable pricing ranging from around \$360,000 to \$440,000, or \$243-258 PSF. With the following mix, which is estimated to represent a two-year absorption period (see next page), this translates into an average home price of around \$400,000 per home and \$250 PSF. This is likely adequate for suburban townhomes with a mid-market profile.

FIGURE 4.8: ACHIEVABLE OWNERSHIP PRICING, 1Q23

2-STORY TH.	UNIT MIX				PRICING	
Type	Units (#)	Units (%)	Home Size	Lot Size	Per Home	Per SF
2B/2.5b	10	33%	1,400	2,000	\$361,400	\$258
3B/2.5b	10	33%	1,600	2,500	\$400,400	\$250
3B/2.5b	10	33%	1,800	3,000	\$436,600	\$243
<b>Total</b>	<b>30</b>	<b>100%</b>	<b>1,600</b>	<b>2,500</b>	<b>\$399,467</b>	<b>\$250</b>

SOURCE: JOHNSON ECONOMICS



## ABSORPTION

As discussed in the section on rental housing, the most recent Housing Needs Analysis for McMinnville includes a projected need for 27 attached single-family homes annually, which we assume will be split 50/50 between rentals and ownership. Thus, we assume a city-wide absorption potential of roughly 15 for-sale townhomes and duplexes per year. Given the very limited supply of new attached homes in McMinnville in recent years, we would assume that the NAC can capture all of this demand, absorbing around 15 townhomes annually.



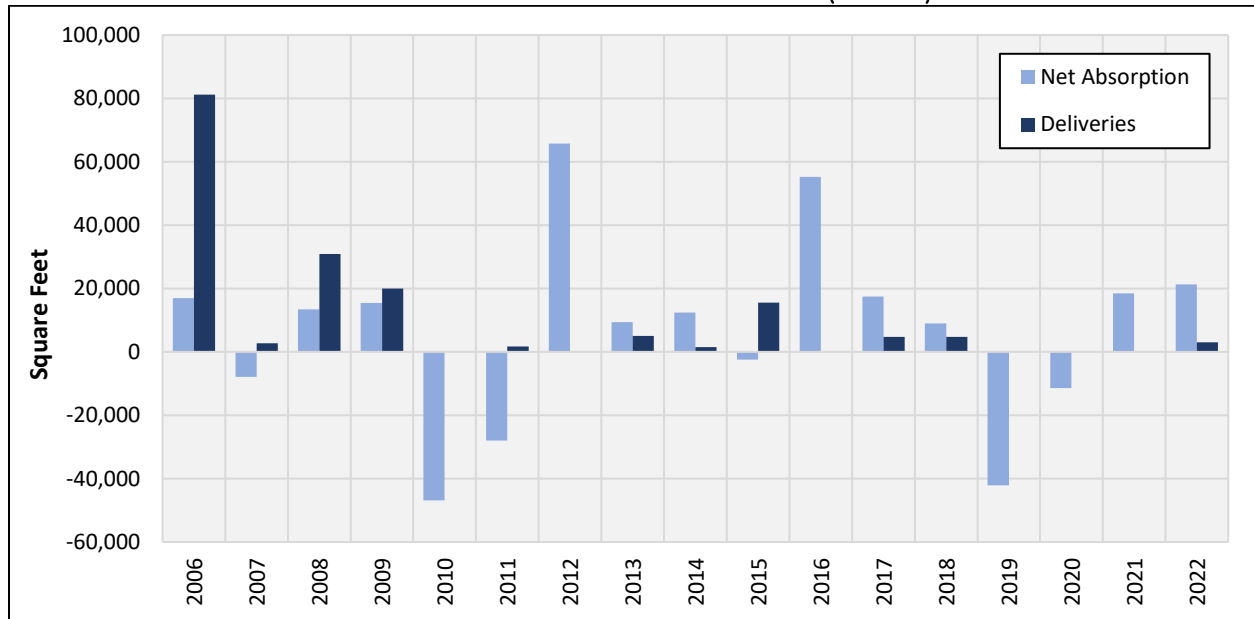
## V. COMMERCIAL SPACE

### MARKET TRENDS

The retail market in McMinnville has seen limited development activity in recent years. According to CoStar, 2006 was the last year with a significant amount of new space delivered, when 81,000 square feet were completed. Over the past 10 years, only 34,000 square feet have been completed, reflecting limited demand due to increasing online competition. However, 87,000 square feet have been absorbed on a net basis over this period, suggesting stronger demand than reflected in the development activity. This has eaten into the inventory of vacant space in the city.

The net absorption has been uneven in recent years, with declines in 2019 and 2020 followed by gains in 2021 and 2022. Roughly 20,000 square feet were absorbed on a net basis in each of the last two years, above the annual average of 8,700 square feet over the past 10 years.

FIGURE 5.1: RETAIL DELIVERIES AND NET ABSORPTION (2006-22)

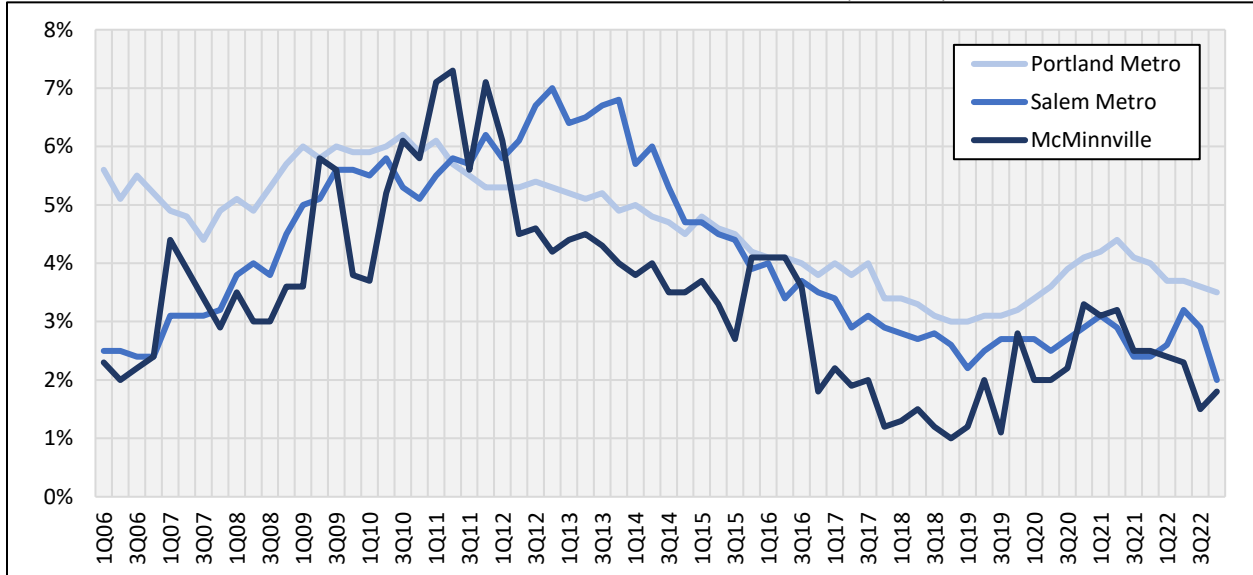


SOURCE: CoStar, JOHNSON ECONOMICS

The small size of the McMinnville market leads to wide fluctuations in the vacancy rate when spaces are vacated or become occupied. However, the city has generally exhibited low vacancy over the past decade – lower than in the Portland Metro and Salem Metro markets (see chart next page). The rate peaked at 7.3% in 2011, and thereafter fell to 1.0% in early 2019. This is unusually low. The rate rose again early in COVID, but has since fallen back to 1.8% as of year-end 2022. This is on par with the Salem Metro vacancy rate, but well below the Portland Metro rate. The low vacancy rate indicates potential for additional supply.



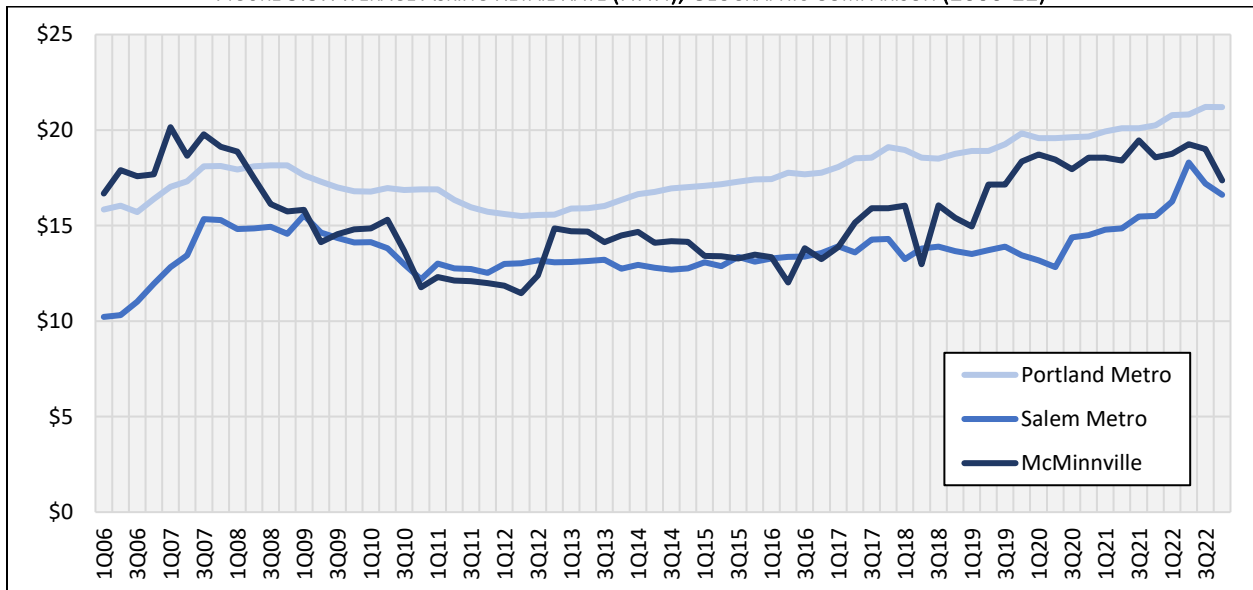
FIGURE 5.2: RETAIL VACANCY, GEOGRAPHIC COMPARISON (2006-22)



SOURCE: CoStar, JOHNSON ECONOMICS

Average lease rates reported by CoStar will reflect the space available for lease at any given time. In McMinnville, the average rate has generally exceeded the average in the Salem Metro Area, but been lower than in the Portland Metro Area. The McMinnville average trended higher at a relatively rapid pace during the second half of the last decade, and thereafter saw more moderate gains over the 2020-22 period, before falling to \$17.36 at year-end 2022. This recent decline may be a function of short-term fluctuations rather than underlying market softness. If we follow the trendline, the market has averaged 5.9% annual rent growth over the past five years. If we use the actual quarterly averages, the annual rent growth was 1.6%. The average of the two (3.8%) is identical to general inflation over this period. In comparison, Portland Metro averaged 2.1% annual rent growth while Salem Metro averaged 3.1% annually over this period.

FIGURE 5.3: AVERAGE ASKING RETAIL RATE (NNN), GEOGRAPHIC COMPARISON (2006-22)



SOURCE: CoStar, JOHNSON ECONOMICS



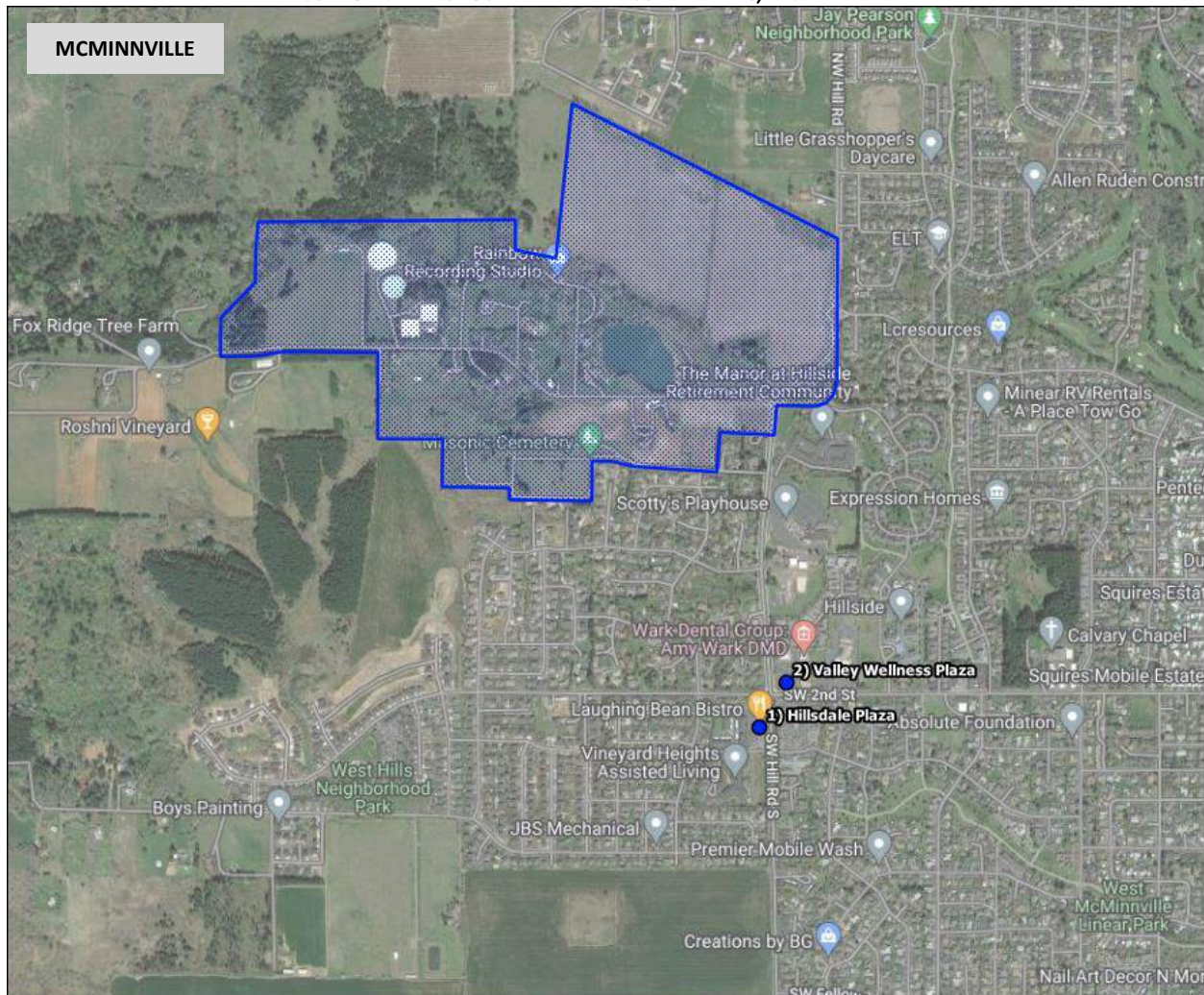
## SURVEY OF COMPARABLES

### COMPARABLES

Recent commercial projects in McMinnville are few in number and generally located along Highway 99 or in Downtown, both of which represent stronger environments for commercial uses than the subject site. In our survey of comparables, we have therefore focused on suburban retail properties with a neighborhood orientation. We have included two such properties near the subject site on NW Hill Road in McMinnville. These were built in 1990 and 2009.

In order to provide reference points from newer projects, we have included four newer properties from other parts of the Portland-Salem region that represent locations somewhat similar to the subject site. However, it should be mentioned that there are few examples of recent commercial developments along roads with traffic volumes comparable to the subject site (3,200 AADT in 2021). The four properties included from outside McMinnville have daily traffic volumes ranging from 10,000 to 20,000, and are located in Salem, Beaverton, and Felida (unincorporated Clark County, Washington). Maps from each of these areas are included over the next pages, followed by profiles of the retail properties.

FIGURE 5.4: MAP OF SURVEYED RETAIL COMPARABLES, MCMINNVILLE

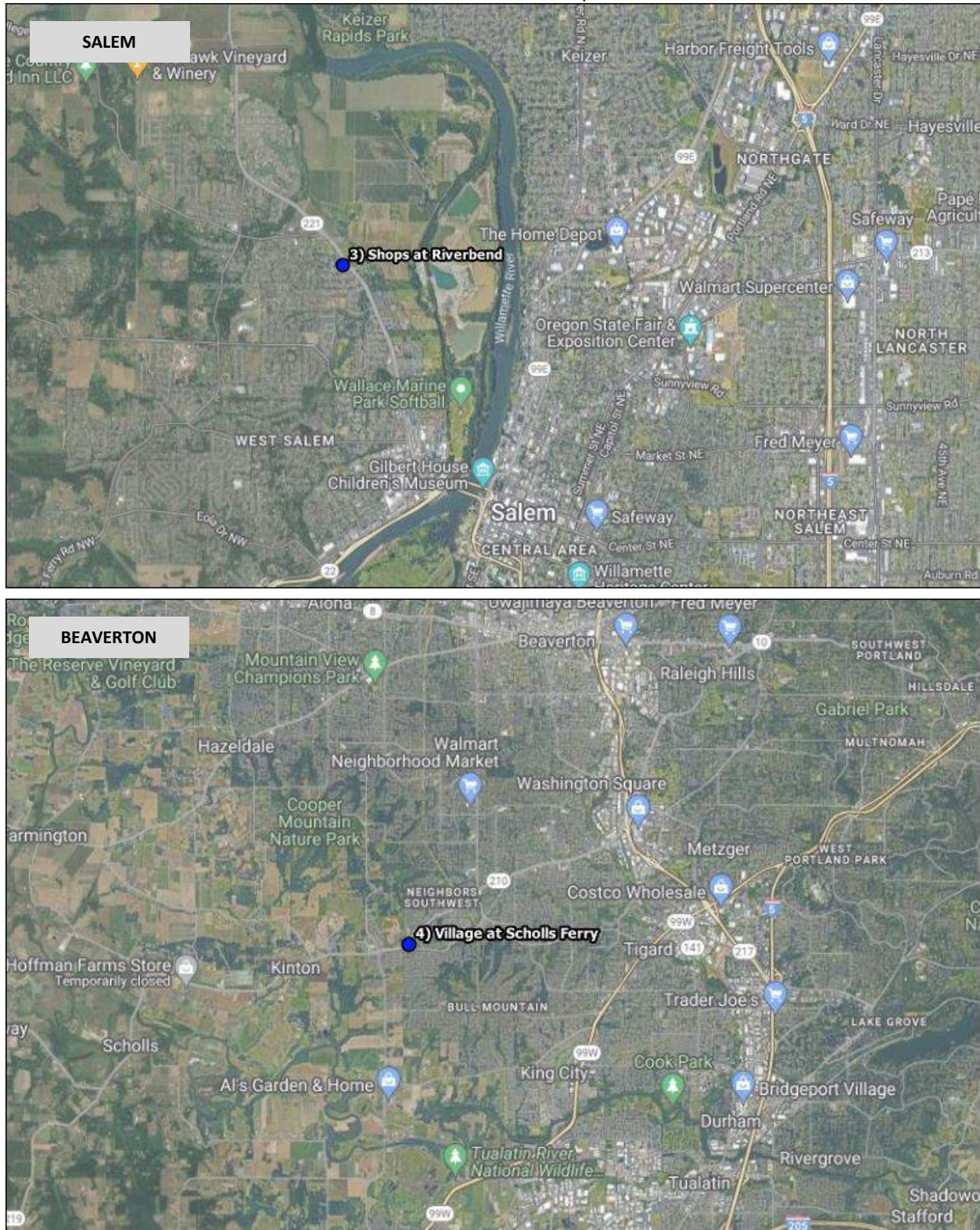


SOURCE: Google Earth, JOHNSON ECONOMICS





FIGURE 5.5: MAP OF SURVEYED RETAIL COMPARABLES, SALEM AND BEAVERTON

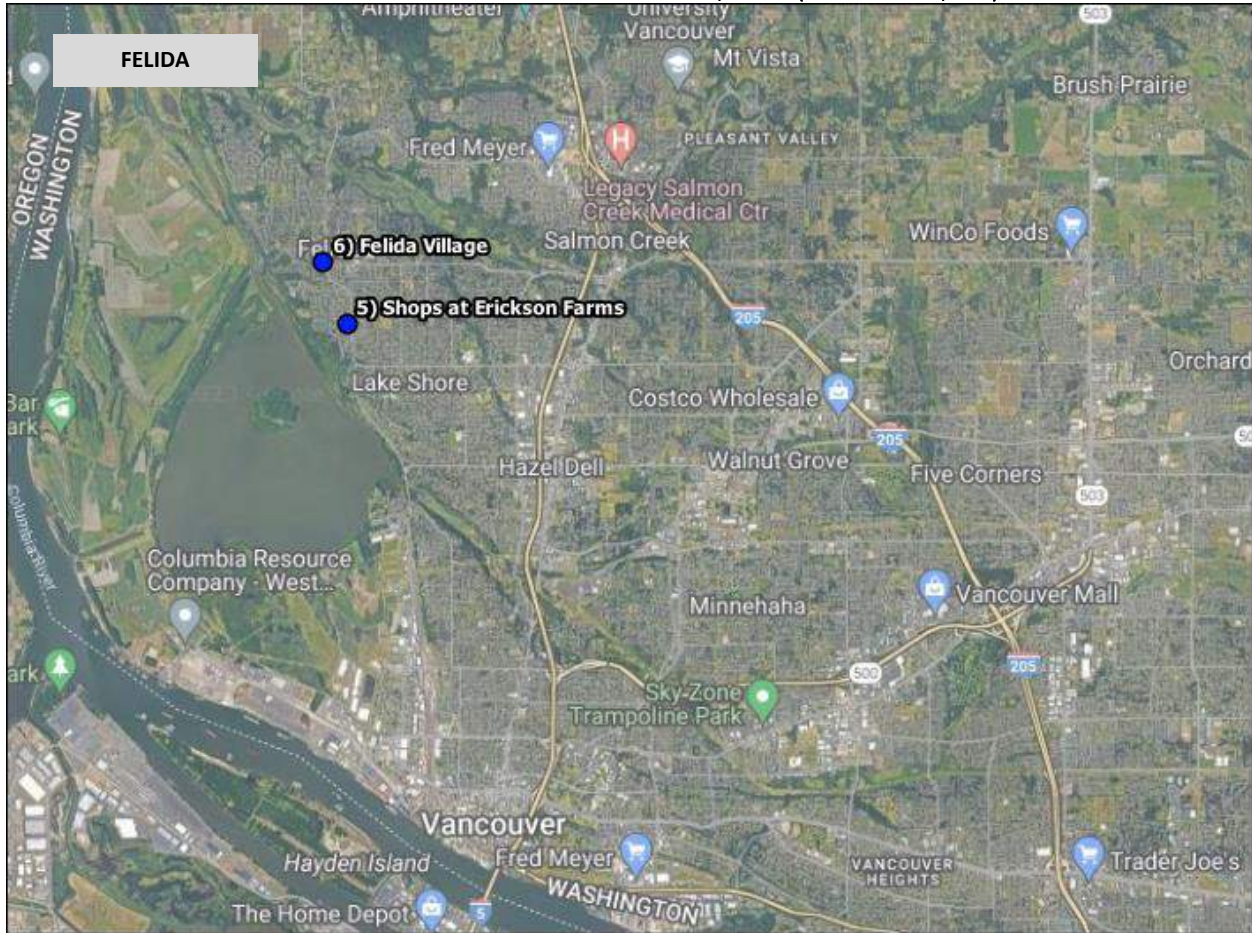


SOURCE: Google Earth, JOHNSON ECONOMICS





FIGURE 5.6: MAP OF SURVEYED RETAIL COMPARABLES, FELIDA (CLARK COUNTY, WA)



SOURCE: Google Earth, JOHNSON ECONOMICS

FIGURE 5.7: PROFILES OF SURVEYED RETAIL COMPARABLES

1) HILLSDALE PLAZA	
2274 SW 2nd St, McMinnville, OR	
Type:	Gabled suburban
Year built:	2009
Total RBA SF:	5,000
Parking/1,000 SF:	7.6
Street frontage 1:	SW 2nd St
Street frontage 2:	SW Hill Rd
Street 1 AADT:	8,200
Street 2 AADT:	3,200
Available SF:	0
Available %:	0%
Lease type:	MG
Asking lease rate:	\$18.00 (3Q22)
Current equiv. rate*:	\$18.00
2,447 SF leased in August 2022 at \$18 MG ask. Tenants: Valley Oasis Massage, Laughing Bean Bistro.	









## 2) VALLEY WELLNESS PLAZA

2191 NW 2nd St, McMinnville, OR

Type:	Medical Office
Year built:	1990
Total RBA SF:	13,900
Parking/1,000 SF:	7.5
Street frontage 1:	SW 2nd St
Street frontage 2:	SW Hill Rd
Street 1 AADT:	8,200
Street 2 AADT:	3,200
Available SF:	981
Available %:	7%
Lease type:	FS
Asking lease rate:	\$27.36
Current equiv. rate*:	\$27.36

Notes: Tenants: Ability Physical Therapy, McMinnville Family Eye Care, Columbia Allergy, Providence Heart Clinic.



## 3) SHOPS AT RIVERBEND

1221 Riverbend Rd, Salem, OR

Type:	Strip mall
Year built:	2022
Total RBA SF:	10,780
Parking/1,000 SF:	7.3
Street frontage 1:	Wallace Rd NW
Street frontage 2:	Riverbend Rd
Street 1 AADT:	19,600
Street 2 AADT:	1,000
Available SF:	1,296
Available %:	12%
Lease type:	NNN
Asking lease rate:	\$25.00
Current equiv. rate*:	\$25.00

Notes: Strip mall with four 1,300-SF spaces and food cart pod with dining pavilion and spaces for 15 carts (all leased).



## 4) VILLAGE AT SCHOLLS FERRY

16315 SW Barrows Rd, Beaverton, OR

Type:	Neighborhood Ctr
Year built:	2008
Total RBA SF:	53,126
Parking/1,000 SF:	2.2
Street frontage 1:	SW Scholls Ferry Rd
Street frontage 2:	SW Barrows Rd
Street 1 AADT:	18,300
Street 2 AADT:	6,377
Available SF:	7,335
Available %:	14%
Lease type:	NNN
Asking lease rate:	\$28.00
Current equiv. rate*:	\$28.00

Notes: 3 bldgs (one 2-story on slope). Adjacent Dutch Bros. Tenants: Hillside Pub, Casa Lola Kitchen, Biscuits Café, Edward Jones, Inspired Life, Twist Spa ++





5) ERICKSON FARMS	
10722 NW Lakeshore Ave, Vancouver, WA	
Type:	Neighborhood Center
Year built:	2017-19
Total RBA SF:	34,376
Parking/1,000 SF:	5.1
Street frontage 1:	NW Lakeshore Ave
Street frontage 2:	NW 106th St
Street 1 AADT:	9,923
Street 2 AADT:	
Available SF:	0
Available %:	0%
Lease type:	NNN
Asking lease rate:	\$23.50
Current equiv. rate*:	\$23.50
Notes: Tenants: Los Potrillos, Mahoney Public House, Arktana, Creed Coffee, Nail Kitchen Spa, Windermere, Lakeshore Learning Center, Grapes & Growlers.	



6) FELIDA VILLAGE	
3600-04 NW 119th St, Vancouver, WA	
Type:	Neighborhood mixed-use
Year built:	2016
Total RBA SF:	10,600
Parking/1,000 SF:	3.8
Street frontage 1:	NW 36th Ave
Street frontage 2:	NW 119th St
Street 1 AADT:	11,100
Street 2 AADT:	4,500
Available SF:	0
Available %:	0%
Lease type:	NNN
Negotiated lease rate:	\$24.70
Current equiv. rate*:	\$24.70
Notes: Retail with office and apartments above. Office leased at \$20 in late 2021; retail at \$24 in 2020. Mt. Tabor Brewing, VX Vinos, Studio V, Barre3, Edward Jones.	



SOURCE: JOHNSON ECONOMICS

### KEY OBSERVATIONS

The two comparables from McMinnville are located at the intersection of NW 2<sup>nd</sup> Street and SW Hill Road, as part of a commercial cluster at this intersection. The traffic volume at this intersection is in the low end of what can support new commercial development in today's market. Estimates from ODOT (2021) indicate 8,200 daily trips on 2<sup>nd</sup> Street and 3,200 on Hill Road. The retail building at the southwest corner – Hillsdale Plaza, built in 2009 – most recently advertised an annual asking rate of \$18.00 modified gross per square foot (PSF) in late 2022. This likely represents a triple-net (NNN) rate below \$16.00 PSF, which is well below the typical threshold for supporting new construction. However, the building has a basic profile without strong tenant visibility or signage potential due to its gabled roof and low ceiling height. A modern retail building would likely capture higher rents.

The medical office building at the northeast corner of the 2<sup>nd</sup>/Hill intersection – Yamhill Valley Wellness Plaza – is older (1990) but built to a higher standard. It currently has a small suite available at a \$27.36 full-service asking rate. Converted to triple-net terms, this may reflect a rate in the low \$20s. Again, more modern space would likely capture somewhat higher rates.





To our knowledge, the best example of a recent commercial development with a neighborhood orientation on a site with similar traffic exposure is the Shops at Erickson Farms in Felida, north of Vancouver, Washington. Felida is one of the most affluent suburban areas in Clark County. The project sits along Lakeshore Avenue, centrally within a large residential area that was without commercial amenities prior to its opening in 2017. The nearest commercial options are in the I-5 corridor, two-three miles to the east. In comparison, Hill Road is roughly two miles from Highway 99. The current daily traffic volume on Lakeshore Avenue is 9,900, which means that the project has one of the lowest traffic volumes among newer retail centers in the suburban parts of the Portland-Salem area. The relatively low lease rates, \$23.50, are reflective of the limited traffic exposure. The rates have remained at this level since opening. The property totals 34,000 square feet (fully leased), including office/daycare buildings. Most tenants are food/beverage and service establishments. Felida's relatively affluent household base has contributed to the support for the project.

Felida Village is a mixed-use project located along the same road, with slightly higher traffic volumes (11,100 AADT). It was built in 2016 and includes 10,600 square feet of commercial space (mostly ground-floor retail) plus eight apartments on the second floor. While most mixed-use projects are built in more urban areas, near transit centers, or along roads with more pedestrian/bike traffic, this project is a unique example of a mixed-use project along a suburban arterial road with moderate traffic. Current lease rates average \$24.70 NNN for ground-floor space and \$19.25 for second-floor office space. Tenants include a brewpub and service providers. As with Erickson Farms, the relatively affluent household base in Felida and the distance to larger commercial centers have helped the project.

The Village at Scholls Ferry in Beaverton is a larger project, totaling 53,000 square feet. It also has a neighborhood orientation, but benefits from higher traffic exposure (18,000 AADT). However, at the time it was built in 2008, it was at the western periphery of Beaverton, with farmland to the west. Traffic volumes on Scholls Ferry Road were likely much lower than today. It leased up at rates in the \$26-32 range. The current asking rate is \$28.00, with 7,000 square feet vacant. Tenants are mainly food/beverage and service providers.

The Shops at Riverbend is a smaller project with one retail building (5,200 SF) for four smaller tenants plus a food cart pod and a dining pavilion. It is located along Wallace Road in West Salem, with average daily traffic of roughly 20,000. The asking rate for the retail space is \$25.00 NNN, with only one space left. Current tenants include a nail salon and flower shop, plus the food carts.

**FIGURE 5.8: SUMMARY OF SURVEYED RETAIL PROPERTIES**

PROPERTY	ADDRESS	TRAFFIC	YEAR	TOTAL	AVAIL.	LEASE RATE	
		AADT	BUILT			\$	TYPE
1) Hillsdale Plaza	2274 SW 2nd St, McMinnville, OR	8,200	2009	1	5,000	0%	\$18.00 MG
2) Valley Wellness Center	2191 NW 2nd St, McMinnville, OR	8,200	1990	1	13,900	7%	\$27.36 FS
3) Shops at Riverbend	1221 Riverbend Rd, Salem, OR	13,300	2021+	1	46,100	0%	\$25.00 NNN
4) Village at Scholls Ferry	16315 SW Barrows Rd, Beaverton, OR	18,300	2008	2	53,126	14%	\$28.00 NNN
5) Shops at Erickson Farms	10722 NW Lakeshore Ave, Vancouver, WA	9,900	2017-19	1	34,376	0%	\$23.50 NNN
6) Felida Village	3600-04 NW 119th St, Vancouver, WA	11,100	2016	1	10,600	0%	\$24.70 NNN

SOURCE: Brokers; developers; online media; CoStar; JOHNSON ECONOMICS

## HOUSEHOLD SUPPORT

Support for commercial establishments in the Neighborhood Activity Center (NAC) will come from the surrounding household base, both within and outside the Fox Ridge area. In order to evaluate this support, we estimate the sales generated by the surrounding households, today and in the future. We also evaluate current and future traffic flows past the site, before we in the next section estimate the amount of commercial space that is feasible within the NAC.

### NEIGHBORHOOD TRADE AREA

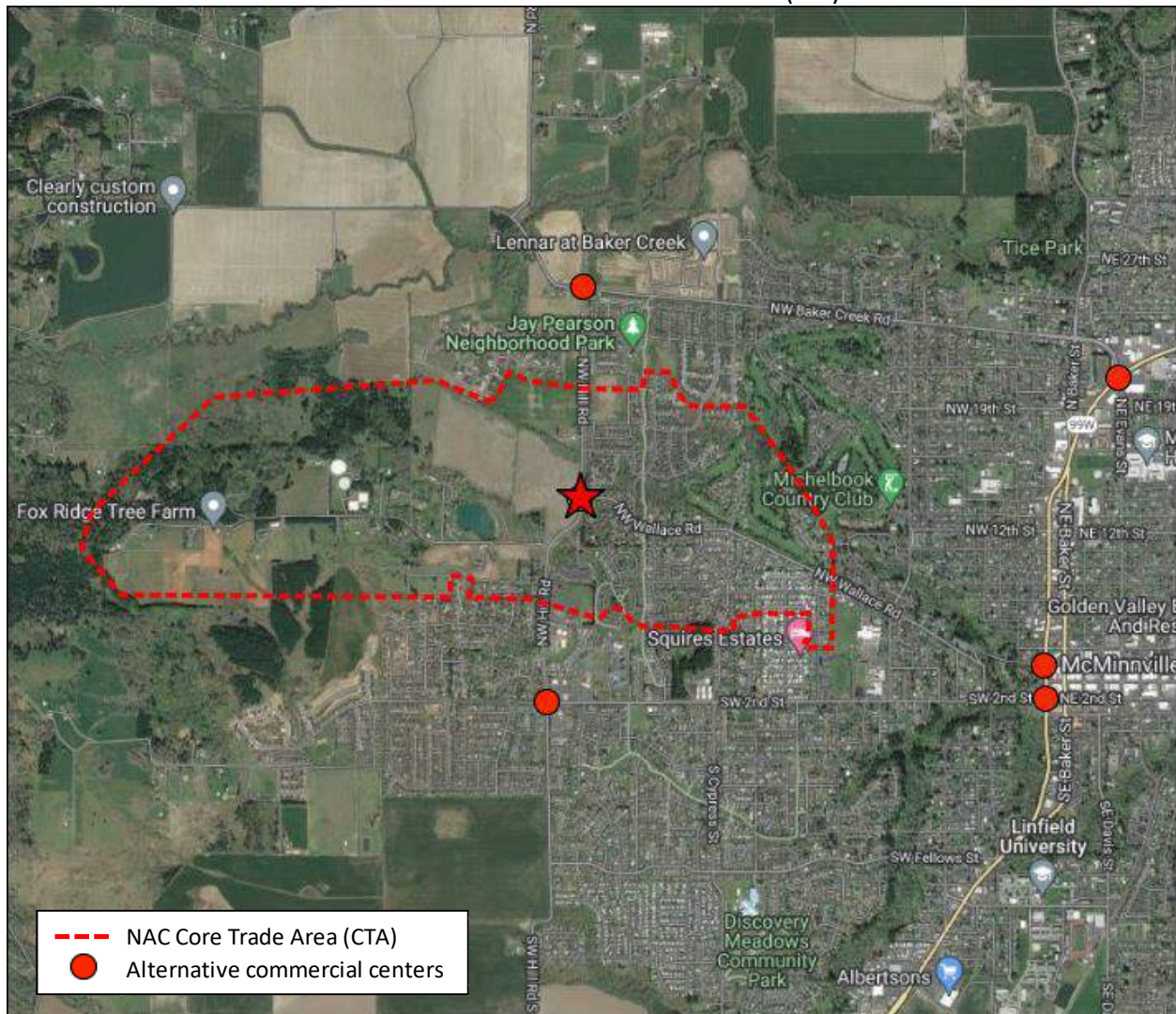
The first step in this analysis is to delineate the geographic area from which the NAC is likely to capture household spending. For this determination, we assume that each household in the surrounding area will use the nearest



commercial center, as measured in drive time (Google Maps). Though households in reality conduct their shopping at multiple locations, we assume that the nearest commercial center has the advantage in capturing shopping traffic from the household if the type of retail or service is provided at this location. The delineated trade area for the NAC represents the drive-time mid-points between the NAC and other commercial centers. And though households within this trade area will do much of their shopping outside this area, establishments within the NAC will also attract customers from outside the area. We assume that the trade area boundary represents the points where these in- and outflows of demand offset each other. We refer to this trade area as the Core Trade Area (CTA).

In the delineation of the CTA, we take into account both existing and planned commercial centers. The existing commercial cluster around 2<sup>nd</sup> Street and Hill Road limits the trade area to the south, while the planned commercial center on Baker Creek Road and Hill Road limits the trade area to the north. The nearest alternatives to the east are in the Highway 99 corridor. For each center or commercial area, we use the nearest main intersection when estimating drive times (Wallace Rd/Hill Rd for the NAC). The resulting trade area delineation for the NAC is shown below.

FIGURE 5.9: NAC COMMERCIAL CORE TRADE AREA (CTA)



SOURCE: Google Earth, Metro, JOHNSON ECONOMICS



### **SUPPORT FOR COMMERCIAL ACTIVITIES**

A geographic analysis of assessor data indicates that there are 915 housing units within the CTA currently. In the following, we present estimates of supported employment and spending in retail and service categories that typically take place in commercial buildings, based on averages from suburban and rural parts of Oregon and Washington states. We also provide estimates for future support, assuming the increase of 567 housing units in the Fox Ridge area. This assumption is based on the preceding residential analysis and includes 150 rental apartments, 30 townhomes, and 387 detached single-family homes (80 acres with 9,000-square-foot lots). At that point, the housing inventory in the CTA will have grown to almost 1,500.

Employment and sales estimates are converted to square footage based on typical/average ratios observed in various surveys and studies conducted by Johnson Economics. These include employment density surveys, surveys published in trade publications, and analyses of financial reports from retailers. Per-square-foot spending estimates are updated annually to account for inflation. Note that there is significant variation in space utilization between different types of establishments within each category.

The estimates of current and future commercial support are presented over the next two pages. Categories in grey font are retail/service formats that would either be inconsistent with the type of neighborhood center envisioned in the NAC or that require a mall or downtown location in the current retail market.

In most categories, the support estimated to be generated by the households within the CTA represents less than one average-size establishment. Based on the current household count, only two categories exhibit support for at least one establishment: full- and limited-service restaurants. Each is estimated to have support for roughly two establishments. This means that restaurant spending by the households currently living in the CTA should total the average sales of around four restaurants. However, it does not mean that there is market support for four restaurants in the NAC currently. Neighborhood centers can only capture a portion of the restaurant spending by surrounding households, as some restaurant spending takes place in conjunction with shopping at larger centers or as part of travel or destination visits to downtown restaurants. A qualitative evaluation is required to estimate the amount of household spending that can be captured in the NAC. The same is true for the other categories as well. Based on the current-year sales estimates, we believe there is inadequate support for new construction commercial space in the NAC currently.

In the estimates of future support, the model indicates that five additional categories will have CTA support equivalent to at least one average-size establishment. These are all service categories, representing medical, professional, and personal service providers. These indicate potential for a small commercial center in the NAC. In the following, we will evaluate which of these are likely to capture adequate demand with a NAC location.





FIGURE 5.10: CURRENT SUPPORT FOR COMMERCIAL ACTIVITIES, NAC CTA (2023)

CURRENT COMMERCIAL POTENTIAL		MARKET SUPPORT			
Category	Major Category	Establish-ments	Employ-ment	An. Sales (\$1,000)	Square Feet
Physician/clinic	Health services	1.0	18	\$3,127	12,387
Grocery	Everyday goods	0.3	19	\$6,584	11,351
Hardware/materials/garden	Home/garden	0.4	7	\$2,057	10,203
<b>FS restaurant</b>	<b>Eating/drinking places</b>	<b>2.0</b>	<b>37</b>	<b>\$2,468</b>	<b>5,494</b>
Fitness	Fitness/dance/martial arts	0.4	7	\$387	5,241
<b>LS restaurant</b>	<b>Eating/drinking places</b>	<b>1.8</b>	<b>30</b>	<b>\$2,241</b>	<b>4,021</b>
Bank	Bank	0.4	8	\$1,095	2,208
Chiropractor/physical therapy	Health services	0.8	6	\$609	2,082
Dentist	Health services	0.9	7	\$1,103	1,987
Pet supplies	Hobby/leisure/pets	0.1	1	\$255	1,706
Hair/nail/spa	Personal care	0.8	4	\$233	1,492
Used goods	Used goods	0.2	4	\$342	1,466
Insurance	Financial/legal/insurance	0.7	5	\$835	1,234
Bar/pub	Eating/drinking places	0.3	3	\$277	980
Convenience	Everyday goods	0.4	2	\$677	966
Pet care/grooming	Personal care	0.2	1	\$56	953
Coffee/juice/ice cream	Eating/drinking places	0.6	7	\$442	753
Wireless	Wireless	0.4	6	\$2,438	705
Gas station	Gas station	0.4	4	\$3,873	699
Specialty foods/drinks	Everyday goods	0.4	3	\$534	670
Vet/animal clinic	Health services	0.3	4	\$573	662
Attorney	Financial/legal/insurance	0.3	2	\$481	579
Optic/vision	Health services	0.2	1	\$153	550
Martial arts	Fitness/dance/martial arts	0.1	1	\$81	442
Brewery/winery/distillery	Eating/drinking places	0.1	1	\$50	414
CPA	Financial/legal/insurance	0.3	2	\$202	389
Mortgage/title	Financial/legal/insurance	0.2	2	\$491	344
Tanning	Personal care	0.1	1	\$61	300
Delivery/mailbox	Other service	0.1	1	\$124	287
Financial advisor/broker	Financial/legal/insurance	0.3	2	\$448	282
Drycleaning/laundry/alterations	Other service	0.2	1	\$107	195
Dance/aerobic/yoga/music	Fitness/dance/martial arts	0.1	1	\$49	185
Flowers	Home/garden	0.1	0	\$34	156
Health/supplements	Everyday goods	0.1	0	\$64	98
Supercenter/warehouse club	Everyday goods	0.1	16	\$7,472	8,181
Discount department store	Everyday goods	0.1	5	\$1,041	7,627
Furniture/home goods	Home/garden	0.3	3	\$903	6,683
Auto service/carwash	Auto service/care	0.8	6	\$961	3,738
Sporting goods	Hobby/leisure/pets	0.2	2	\$372	3,714
Pharmacy	Everyday goods	0.2	3	\$1,162	2,902
Auto parts	Auto parts	0.4	4	\$1,068	2,571
Motor vehicle dealer	Motor vehicle dealer	0.3	9	\$7,636	2,399
Hobby/games/toys	Hobby/leisure/pets	0.2	2	\$204	1,710
Discount store	Everyday goods	0.1	2	\$206	1,622
Movie theater	Entertainment	0.0	1	\$132	1,198
Clothing	Clothing/accessories/cosmetics	0.2	3	\$456	1,006
Office supplies	Office/electronics/appliances	0.0	1	\$138	871
Department store	Clothing/accessories/cosmetics	0.0	1	\$34	844
Discount clothing/home store	Clothing/accessories/cosmetics	0.0	1	\$363	835
Electronics/appliances	Office/electronics/appliances	0.0	0	\$191	797
Real estate agent	Financial/legal/insurance	0.3	1	\$692	408
Shoes	Clothing/accessories/cosmetics	0.1	1	\$191	389
Music	Hobby/leisure/pets	0.0	0	\$63	276
Gifts	Hobby/leisure/pets	0.1	1	\$93	275
Other	Other service	0.2	1	\$86	258
Cosmetics	Clothing/accessories/cosmetics	0.0	1	\$88	172
Books	Hobby/leisure/pets	0.0	0	\$65	153
Photography	Other service	0.0	0	\$19	132
Jewelry	Clothing/accessories/cosmetics	0.1	0	\$111	115
Travel	Other service	0.1	0	\$38	111
Printing	Other service	0.0	1	\$85	107
Other entertainment	Entertainment	0.0	0	\$10	30
Payday Loans	Financial/legal/insurance	0.0	0	\$69	18
<b>Total</b>		<b>19</b>	<b>268</b>	<b>\$56,498</b>	<b>120,620</b>

SOURCE: U.S. Commerce Department, U.S. Census Bureau, U.S. BLS, JOHNSON ECONOMICS



FIGURE 5.11: FUTURE SUPPORT FOR COMMERCIAL ACTIVITIES, NAC CTA (+567 HOUSEHOLDS)

FUTURE COMMERCIAL POTENTIAL, +567 HOUSEHOLDS		MARKET SUPPORT			
Category	Major Category	Establish-ments	Employ-ment	Sales (\$1,000)	Square Feet
Physician/clinic	Health services	1.6	30	\$5,084	20,138
Grocery	Everyday goods	0.5	31	\$10,704	18,455
Hardware/materials/garden	Home/garden	0.6	11	\$3,345	16,588
<b>FS restaurant</b>	<b>Eating/drinking places</b>	<b>3.2</b>	<b>60</b>	<b>\$4,013</b>	<b>8,933</b>
Fitness	Fitness/dance/martial arts	0.6	12	\$629	8,521
<b>LS restaurant</b>	<b>Eating/drinking places</b>	<b>3.0</b>	<b>49</b>	<b>\$3,644</b>	<b>6,537</b>
Bank	Bank	0.7	13	\$1,780	3,590
<b>Chiropractor/physical therapy</b>	<b>Health services</b>	<b>1.4</b>	<b>10</b>	<b>\$991</b>	<b>3,386</b>
<b>Dentist</b>	<b>Health services</b>	<b>1.5</b>	<b>12</b>	<b>\$1,793</b>	<b>3,231</b>
Pet supplies	Hobby/leisure/pets	0.2	2	\$415	2,774
<b>Hair/nail/spa</b>	<b>Personal care</b>	<b>1.3</b>	<b>6</b>	<b>\$379</b>	<b>2,425</b>
Used goods	Used goods	0.3	7	\$556	2,383
<b>Insurance</b>	<b>Financial/legal/insurance</b>	<b>1.1</b>	<b>9</b>	<b>\$1,357</b>	<b>2,007</b>
Bar/pub	Eating/drinking places	0.5	5	\$450	1,593
Convenience	Everyday goods	0.7	4	\$1,100	1,570
Pet care/grooming	Personal care	0.3	2	\$91	1,549
Coffee/juice/ice cream	Eating/drinking places	1.0	11	\$719	1,224
Wireless	Wireless	0.6	10	\$3,964	1,146
Gas station	Gas station	0.6	7	\$6,296	1,136
Specialty foods/drinks	Everyday goods	0.7	6	\$868	1,089
Vet/animal clinic	Health services	0.5	7	\$931	1,076
Attorney	Financial/legal/insurance	0.5	3	\$782	942
Optic/vision	Health services	0.3	2	\$248	895
Martial arts	Fitness/dance/martial arts	0.2	2	\$132	719
Brewery/winery/distillery	Eating/drinking places	0.1	1	\$81	673
CPA	Financial/legal/insurance	0.5	4	\$329	632
Mortgage/title	Financial/legal/insurance	0.3	3	\$798	560
Tanning	Personal care	0.2	2	\$99	487
Financial advisor/broker	Financial/legal/insurance	0.5	3	\$728	459
Drycleaning/laundry/alterations	Other service	0.3	1	\$173	317
Dance/aerobic/yoga/music	Fitness/dance/martial arts	0.2	2	\$80	301
Flowers	Home/garden	0.1	0	\$55	254
Health/supplements	Everyday goods	0.1	1	\$104	159
Delivery/mailbox	Other service	0.0	1	\$201	82
Supercenter/warehouse club	Everyday goods	0.1	27	\$12,148	13,301
Discount department store	Everyday goods	0.1	7	\$1,693	12,401
Furniture/home goods	Home/garden	0.5	5	\$1,469	10,865
Auto service/carwash	Auto service/care	1.3	9	\$1,562	6,077
Sporting goods	Hobby/leisure/pets	0.3	3	\$605	6,038
Pharmacy	Everyday goods	0.3	5	\$1,889	4,718
Auto parts	Auto parts	0.7	7	\$1,736	4,180
Motor vehicle dealer	Motor vehicle dealer	0.5	15	\$12,415	3,900
Hobby/games/toys	Hobby/leisure/pets	0.3	3	\$332	2,781
Discount store	Everyday goods	0.2	3	\$335	2,637
Movie theater	Entertainment	0.0	1	\$214	1,947
Clothing	Clothing/accessories/cosmetics	0.3	5	\$741	1,635
Office supplies	Office/electronics/appliances	0.1	1	\$224	1,416
Department store	Clothing/accessories/cosmetics	0.0	1	\$55	1,371
Discount clothing/home store	Clothing/accessories/cosmetics	0.0	2	\$591	1,357
Electronics/appliances	Office/electronics/appliances	0.1	1	\$311	1,295
Real estate agent	Financial/legal/insurance	0.5	2	\$1,124	663
Shoes	Clothing/accessories/cosmetics	0.1	2	\$311	633
Music	Hobby/leisure/pets	0.1	1	\$102	449
Gifts	Hobby/leisure/pets	0.2	1	\$151	448
Other	Other service	0.3	2	\$140	419
Cosmetics	Clothing/accessories/cosmetics	0.1	1	\$143	280
Books	Hobby/leisure/pets	0.0	1	\$105	249
Photography	Other service	0.1	0	\$31	214
Jewelry	Clothing/accessories/cosmetics	0.1	1	\$181	186
Travel	Other service	0.1	1	\$61	180
Printing	Other service	0.1	1	\$138	174
Other entertainment	Entertainment	0.0	0	\$16	48
Payday Loans	Financial/legal/insurance	0.0	0	\$113	30
<b>Total</b>		<b>31</b>	<b>435</b>	<b>\$91,857</b>	<b>195,724</b>

SOURCE: U.S. Commerce Department, U.S. Census Bureau, U.S. BLS, JOHNSON ECONOMICS



### TRAFFIC VOLUMES

Traffic flows also have some bearing on the ability of a site to capture commercial demand. We therefore include a brief analysis of current and future traffic flows past the site. Based on our surveys of retail centers built over the past 10 years, we find that most auto-oriented suburban centers require daily traffic volumes of 10,000-15,000 before sales levels can sustain lease rates that can support the cost of new construction. However, projects that function as neighborhood or village centers in underserved residential areas or with good pedestrian access can find adequate support at lower traffic levels (e.g., Forest Heights Village, Portland; Crescent Village, Eugene; Avimor, Boise; Issaquah Highlands, Issaquah).

The most recent traffic counts on Hill Road are from just south of SW Tamarack Road, where the 2021 ODOT count was 3,200 AADT. The closest recent count on Wallace Road was 2,800 AADT just west of Cypress Road, also from 2021. We will assume that these counts reflect the current traffic level at the Hill/Wallace intersection. These traffic counts would in most cases be inadequate for auto-oriented commercial users.

Development of the Fox Ridge area will generate additional traffic past the site. Trip generation varies with housing format. Based on the preceding residential analysis, we will assume that the Neighborhood Activity Center (NAC) will include 150 multifamily units and 30 attached single-family units (15 rental; 15 ownership). Based on typical trip generation rates, these will increase the traffic volume by around 1,250 daily trips. For the remaining residential portion of the Fox Ridge area, we will assume that 80 acres will be developed over a 10-year period, creating 387 detached units (9,000-SF lots). These will generate an estimated 3,700 trips. Not taking into account other development in the city, the daily trip count on Hill Road should then be around 8,000. A new high school within the Fox Ridge area would add to this count. Other development on the westside will further increase the traffic volume.

**FIGURE 5.12: ESTIMATED DAILY TRIPS PAST THE SUBJECT SITE, GENERATED BY FUTURE HOUSING**

	HOUSING UNITS				TRIPS			
	SFD	SFA	MF	Total	SFD	SFA	MF	Total
					9.5/u.	8.1/u.	6.7/u.	
Existing								<b>3,200</b>
Fox Ridge NAC	0	30	150	180	0	243	1,005	<b>1,248</b>
Fox Ridge Low-Density	387	0	0	387	3,678	0	0	<b>3,678</b>
Total	387	30	150	567	3,678	243	1,005	<b>8,126</b>

*SOURCE: Institute of Traffic Engineers, City of McMinnville, JOHNSON ECONOMICS*

As mentioned, the current traffic volume on Hill Road would in most cases be inadequate to support auto-oriented commercial activity. However, a daily traffic volume around 8,000, plus additional high-school traffic, is likely adequate for a small neighborhood center that can rely on pedestrian/resident traffic as well as pass-by arterial traffic. Tenants are most likely to be independent establishments or local chain. National chains typically seek locations with higher traffic volumes.

### **ABSORPTION**

As indicated, the NAC will only be able to capture a portion of the commercial demand generated within the CTA. Residents in this area will continue to visit major shopping centers outside the CTA, and they will continue to combine shopping with other activities outside the CTA. However, with anticipated household count and traffic volumes, we regard it likely that some establishments will find adequate support in the NAC. Food/beverage and service providers are the most likely tenants. We expect 5,000-10,000 square feet to be feasible, assuming a location by the Hill/Wallace intersection with good access from Hill Road as well as residential portions of Fox Ridge. We would plan for spaces in the range of 1,000-3,000 square feet (see next page), with a strip mall the most likely format.



We also expect potential for a daycare in a separate building within the NAC, given the increase in number of families in this area as Fox Ridge is built out. In total, this indicates potential for a commercial area of roughly 1.0 acre. We would assume that at least 400 residential units will have to be completed within the Fox Ridge area before a commercial center of this size becomes feasible.

FIGURE 5.13: POTENTIAL TENANTS AND ACHIEVABLE PRICING (1Q23)\*, SUBJECT SITE

#	MAJOR CATEGORY	CATEGORY	SQ.FT.	FAR	ACRES	RATE LOW	RATE HIGH
1	Eating/drinking places	Restaurant	2,800	0.25	0.3	\$25.00	\$27.00
2	Eating/drinking places	Restaurant/coffee	1,500	0.25	0.1	\$25.00	\$27.00
3	Personal care	Hair/nail/spa salon	1,500	0.25	0.1	\$24.00	\$26.00
4	Health/medical services	Physician/chiropractor	1,500	0.35	0.1	\$24.00	\$26.00
5	Professional/financial services	Real estate/insurance	1,000	0.35	0.1	\$24.00	\$26.00
6	Education	Daycare/preschool	4,000	0.30	0.3	\$22.00	\$24.00
<b>Total:</b>			<b>12,300</b>		<b>1.0</b>	<b>\$22.00</b>	<b>\$27.00</b>

\* Achievable lease rates are annual NNN rates per square foot.

SOURCE: JOHNSON ECONOMICS

Additionally, there may also be potential for a gas station with a convenience store within the NAC. Though the CTA households alone may provide inadequate support, the lack of a gas station west of Highway 99 suggests potential for a gas/convenience option along Hill Road. This may absorb another acre of land. We are aware of other neighborhood gas/convenience projects currently in development on sites with traffic volumes comparable to the estimated future traffic count on Hill Road (e.g., Camas Station at the northwest corner of NW 16<sup>th</sup> Avenue and Brady Road in Camas, 7,600 + 6,100 AADT).

## ACHIEVABLE PRICING

The above estimates of absorption potential include the inherent assumption of ability to pay lease rates that can justify new construction. However, based on our survey of comparables and our estimates of market support, we would expect the achievable lease rates to be in the low end of what can support new construction, requiring cost-effective design and building formats. Based on current market rates, we would assume rates in the \$24-27 range for ground-floor commercial space (NNN), with somewhat lower rates for a daycare building, as shown in the table above. These rates can be expected to increase with the market prior to market introduction.



## VI. CONCLUSIONS

### FEASIBLE USES

The preceding analysis indicates adequate market support for rental apartments, rental townhomes, ownership townhomes, and commercial space in the Fox Ridge Neighborhood Activity Center (NAC). In the current market, we would expect a single-phase 200-unit apartment project to be feasible with a 12-month absorption horizon, given the current apartment shortage and limited development pipeline in McMinnville. For a more long-term assumption, we regard a 150-unit apartment project plus 15 rental townhomes and 15 ownership townhomes to be feasible within a one-year absorption period. We expect a project of this scale to require roughly eight acres of land.

Following additional residential buildout of the Fox Ridge area, we expect a small commercial center of 5,000-10,000 square feet, plus a separate daycare center, to be feasible within the NAC. We expect these uses to absorb around one acre of land. A gas station with a convenience store may also become feasible, absorbing another acre or so.

In total, this indicates potential for a Neighborhood Activity Center that spans 9-10 acres. With a multi-phase approach to the residential components, with absorption over a three- to four-year period, we would expect that the scale of the residential development could be doubled, increasing the size of the NAC to 17-18 acres.

FIGURE 6.1: POTENTIAL LAND ABSORPTION

FEASIBLE USES			Res. Density	Com.	Land Need
LAND USE	Scale	Unit	(U/Ac)	FAR	(Acres)
Rental apartments	150	Units	28		5.4
Rental townhomes	15	Units	14		1.1
Ownership townhomes	15	Units	10		1.5
Retail space	8,300	SF		0.27	0.7
Daycare center	4,000	SF		0.30	0.3
Gas station w/conv. store	5,000	SF		0.15	0.8
<b>Total</b>					<b>8.9 (9.7)</b>

SOURCE: JOHNSON ECONOMICS

### FEASIBLE BUILDING FORMATS

#### RENTAL APARTMENTS

Current market rents indicate that rental apartments within the NAC are most likely to be three-story walk-up structures with surface parking. Higher rent levels would likely be needed to support taller and more costly formats like elevator buildings and tuck-under or podium parking.







### RENTAL TOWNHOMES

We expect rental townhomes both with and without attached garages to be feasible in the NAC, most likely two stories tall. The achievable rent estimates provided for rental townhomes earlier in the report assume surface parking. Attached garages would likely generate additional rent premiums (\$100-150/mo.).



### OWNERSHIP TOWNHOMES

We also expect ownership townhomes to be feasible. These typically represent a somewhat higher standard in terms of design and finishes than rental townhomes, and typically include attached garages. Two-story homes are most common, but three-story structures might also be feasible.



### COMMERCIAL SPACE

At the estimated achievable lease rates, a multi-tenant strip mall is the most likely commercial format in the NAC. Freestanding single-tenant buildings generally represent higher construction costs, but may be viable with cost-effective features (e.g., gable roof, smaller windows). One possible exception is a gas/convenience project, which is likely to a standard gas station format. The most likely format for a daycare is a gable-roof, single-story structure.







### **MIXED-USE POTENTIAL**

Vertical mixed-use projects with residential units above ground-floor commercial space are best suited for urban locations with significant bike and pedestrian traffic. In locations where the commercial tenants are dependent on auto traffic, the mixed-use format can be difficult to combine with the needs for visibility, signage, and parking convenience. These buildings usually do not offer the kind of signage surround that makes a logo stand out, while the upper floors tend to distract from the signage, especially if they include balconies. Moreover, suburban commercial tenants generally need convenient parking in front of the stores in order to maximize the capture of auto traffic. They also need clearly separated residential and commercial parking. Certain uses, like restaurants, may also require additional accommodation (e.g., soundproofing, ventilation) in order to limit nuisance for residents. Due to the cost and rent impacts of these factors, we do not expect vertical mixed-use projects to be feasible in the NAC. However, as shown by Felida Village in the previous section, low-cost versions of this format may be possible, though Felida Village has been helped by a relatively affluent surrounding household base.

### **LOCATION OF USES**

Commercial activity in the NAC will depend on good exposure to auto traffic, and will therefore need a location near one of the major Hill Road intersections, either at Wallace Road or Fox Ridge Road. Assuming future development of the high school site, the Wallace Road intersection will likely provide the strongest exposure, positioning the commercial component to capture demand from residents east of Hill Road in addition to Fox Ridge residents. This will require a site and road layout that provides easy access between Fox Ridge Road and the commercial center.

Both rental apartments and townhomes function well adjacent to commercial uses from a market standpoint. However, rental housing tends to benefit more from this proximity, as renters tend to value access higher than homeowners. The latter, who typically include a large share of families, tend to place greater emphasis on safety, and will often prefer separation from commercial traffic. We therefore recommend rental apartments closest to the commercial section.

## FOX RIDGE ROAD AREA PLAN

# TRANSPORTATION ANALYSIS: EXISTING AND FUTURE CONDITIONS

NOVEMBER 2023



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This report documents the traffic analysis performed in association with the Fox Ridge Road Area Plan in McMinnville, Oregon. The purpose of this traffic analysis is to help identify and inform transportation issues that would need to be addressed in the City's Transportation System Plan update.

An executive summary of this transportation analysis is provided below. The following sections of this memorandum document the existing traffic conditions (2023), future baseline and preferred land use traffic conditions (2041), and a list of resulting transportation projects needed to support the build out of the Fox Ridge Road plan area.

## EXECUTIVE SUMMARY

To determine existing and future transportation conditions for the Fox Ridge area, a comprehensive traffic analysis was performed. The analysis focused on five key intersections along NW Hill Road.

### Fox Ridge Road Plan Area

The Fox Ridge Road Plan Area includes 200+ acres of land that currently contains rural, low density lands and publicly owned lands. The future development of the Plan Area primarily includes a mix of residential housing (low-, medium-, and high-density), parks and open spaces, some neighborhood mixed-use commercial, and 42 acres that are owned by the school district.<sup>1</sup>

### Analysis Findings & Recommended Improvement Projects

Intersection traffic operations were analyzed for the weekday AM and PM peak hours under the existing 2023 conditions and future 2041 conditions to evaluate if the study intersections meet the City's desired performance levels under the Preferred Land Use scenario.

Currently, the five study intersections all meet the City's performance standard.

In the Preferred Land Use 2041 scenario, all but two of the study intersections are expected to continue to meet standards and targets in the future. The suggested improvements are listed below.

- **NW Hill Road at Fox Ridge Road:** Install a single-lane roundabout or traffic signal. This project is not listed in the City's current TSP (2010).
- **NW Hill Road at 2<sup>nd</sup> Street:** Install a single-lane roundabout or traffic signal. This is consistent with the priority project identified in the City's current TSP (2010).

<sup>1</sup> The property owned by the school district is already located within the City limits and is planned to be developed into a high school.



## EXISTING TRAFFIC CONDITIONS (2023)

Existing traffic conditions were evaluated for the study area and include traffic volumes; intersection operations; and bike, pedestrian, and transit needs.

### EXISTING TRAFFIC VOLUMES

---

Traffic counts were collected for the AM peak period (7:00 to 9:00 a.m.) and PM peak period (4:00 to 6:00 p.m.) at the following study intersections.<sup>3</sup> The AM and PM peak hour traffic volumes (i.e., the highest hourly volumes during the peak period) are shown in Figure 1 and the traffic counts are provided in the appendix.

- NW Hill Road & Baker Creek Road
- NW Hill Road & Wallace Road
- NW Hill Road & Fox Ridge Road
- NW Hill Road & 2<sup>nd</sup> Street
- NW Hill Road & Fellows Street

### INTERSECTION PERFORMANCE MEASURES

---

Agency mobility standards often require intersections to meet level of service (LOS) or volume-to-capacity (v/c) intersection operation thresholds. Additional operational details are provided in the appendix.

- The intersection LOS is similar to a “report card” rating based upon average vehicle delay. Level of service A, B, and C indicate conditions where traffic moves without significant delays over periods of peak hour travel demand. Level of service D and E are progressively worse operating conditions. Level of service F represents conditions where average vehicle delay has become excessive and demand has exceeded capacity. This condition is typically evident in long queues and delays.
- The volume-to-capacity (v/c) ratio represents the level of saturation of the intersection or individual movement. It is determined by dividing the peak hour traffic volume by the maximum hourly capacity of an intersection or turn movement. When the V/C ratio approaches 0.95, operations become unstable and small disruptions can cause the traffic flow to break down, resulting in the formation of excessive queues.

The City of McMinnville requires all city intersections to meet the mobility standard, which is a v/c ratio of 0.90 or less.<sup>4</sup>

<sup>3</sup> The counts were collected on June 1, 2023.

<sup>4</sup> Table 2-2, McMinnville Transportation System Plan, 2010.

# EXISTING INTERSECTION OPERATIONS

---

Intersection operations were analyzed for the PM peak hour to evaluate whether the transportation network currently operates within desired performance levels as required by the City of McMinnville. Intersections are the focus of the analysis because they are the controlling bottlenecks of traffic flow and the ability of a roadway system to carry traffic efficiently is nearly always diminished in their vicinity. The existing AM and PM peak hour intersection operations at the study intersection were determined based on the 6<sup>th</sup> Edition Highway Capacity Manual methodology.<sup>5</sup> Table 1 lists the estimated average delay (in seconds), level of service (LOS), and volume to capacity (v/c) ratio for each study intersection. As shown, all intersections currently meet the City’s mobility standard.

<sup>5</sup> Highway Capacity Manual, 6th Edition, Transportation Research Board, 2017.

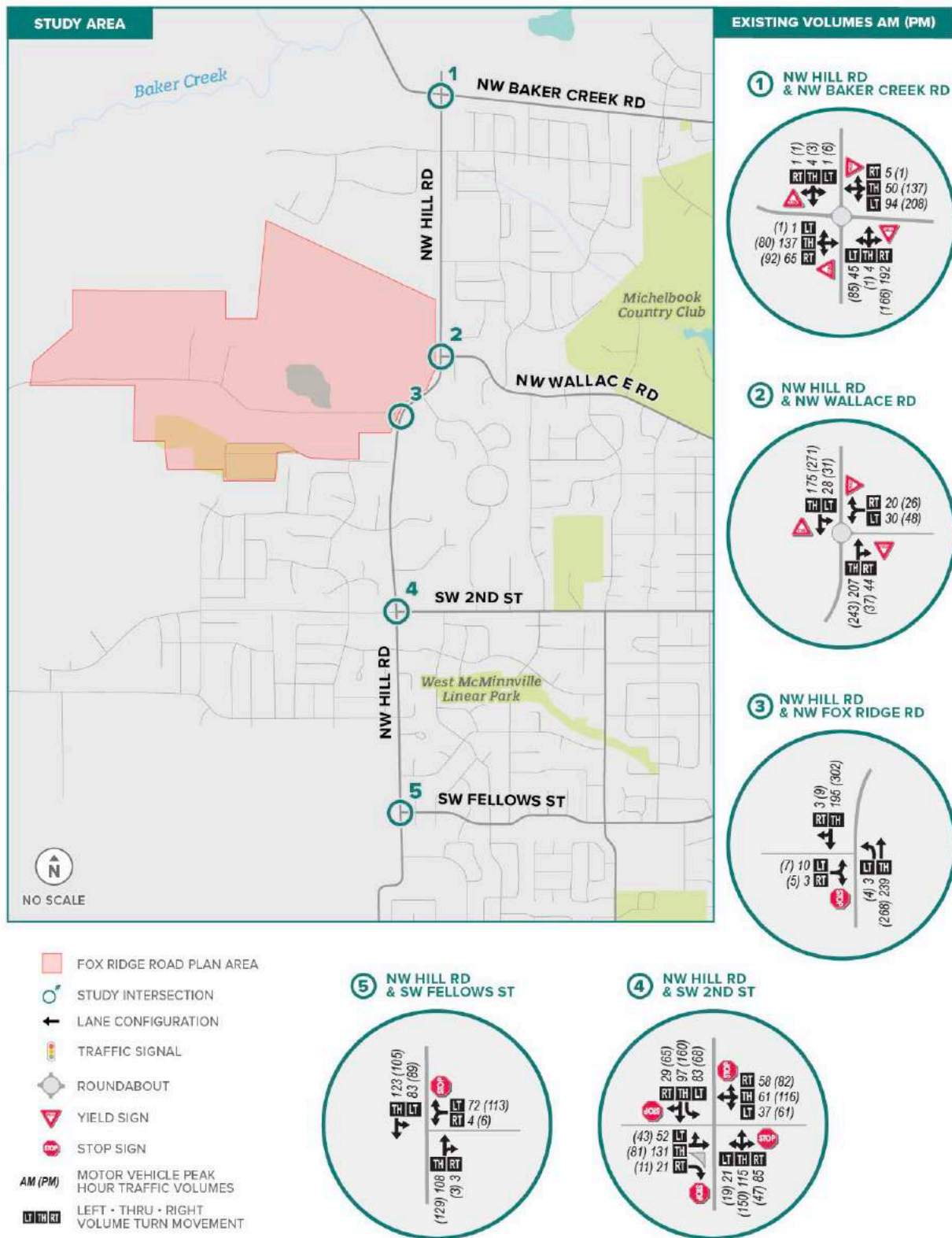


FIGURE 1: EXISTING 2023 TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL

**TABLE 1: EXISTING (2023) INTERSECTION OPERATIONS**

INTERSECTION	TRAFFIC CONTROL	OPERATING STANDARD	AM PEAK HOUR			PM PEAK HOUR		
			V/C	DELAY	LOS	V/C	DELAY	LOS
NW HILL ROAD AT BAKER CREEK ROAD	Roundabout	v/c ≤ 0.90	0.25	5	A	0.29	5	A
NW HILL ROAD AT WALLACE ROAD	Roundabout	v/c ≤ 0.90	0.29	6	A	0.26	5	A
NW HILL ROAD AT FOX RIDGE ROAD	Two-Way Stop	v/c ≤ 0.90	0.03	12	B	0.03	12	B
NW HILL ROAD AT 2 <sup>ND</sup> ST	All-Way Stop	v/c ≤ 0.90	0.48	15	C	0.46	15	C
NW HILL ROAD AT FELLOWS ST	Two-Way Stop	v/c ≤ 0.90	0.11	10	A	0.15	10	A

Delay = Critical Approach Delay (secs)  
v/c = Critical Approach Volume-to-Capacity Ratio  
LOS = Critical Approach Level of Service  
**BOLD/RED** = Does not meet the operating standard

## BICYCLE, PEDESTRIAN, AND TRANSIT NEEDS

Bicycle, pedestrian, and transit conditions and needs were considered for the study area.

NW Hill Road between Baker Creek Road and 2<sup>nd</sup> Street was reconstructed with on-street bike lanes, gutter, curb, sidewalks, and a center turn lane/raised median since the TSP was adopted in 2010. There are still some gaps in the sidewalk along the west side of Hill Road adjacent to the Fox Ridge Road plan area that will be filled in as development and annexation occurs. The segment of NW Hill Road between 2<sup>nd</sup> Street and Alexandria Street is presently lacking in sidewalks, curb, gutter, and on-street bike lanes (wide paved shoulders for bikes are currently present).

Currently, there are no local transit routes that stop or travel along NW Hill Road. As the Fox Ridge Road area develops, transit routes and stops should be extended to residential and commercial locations along NW Hill Road.

## PRIORITY TSP PROJECTS

The priority vehicle, pedestrian, and bicycle projects identified in the McMinnville TSP (2010) that are applicable to the Fox Ridge study area include the following. These improvements were not included in either of the future 2041 scenarios.

- Complete Streets Upgrade – NW Hill Road South (between 2<sup>nd</sup> Street and Alexandria Street) includes addition of on-street bicycle lanes and sidewalks
- Installation of a roundabout or traffic signal at NW Hill Road & 2<sup>nd</sup> Street

## FUTURE BASELINE CONDITIONS (2041)

Future baseline (2041) traffic conditions were evaluated for the study area and include the forecasted baseline traffic volumes and intersection operations.

### FUTURE BASELINE TRAFFIC VOLUMES

---

Future traffic volumes were forecasted for the study intersections using the travel forecast models developed specifically for McMinnville and maintained by the Transportation Planning Analysis Unit (TPAU).<sup>6</sup> The existing year and future year volumes from the models were used to estimate an average annual vehicle growth rate on NW Hill Road. The growth was estimated to be approximately 4% per year along NW Hill Road, which is consistent with the current urban growth boundary and population estimates through 2041. This growth rate was applied to all study intersections and includes expected growth in the future Southwest area west of NW Hill Road near 2<sup>nd</sup> Street and Fellows Street, the mixed-use area on the northeast corner of Baker Creek Road and NW Hill Road, and the planned high school<sup>7</sup> and elementary school<sup>8</sup> near Wallace Road. A fourth leg was assumed at the Wallace Road intersection and the Fellows Street intersection to provide access to these future growth areas.

Figure 2 shows the AM and PM peak hour traffic volumes for the study intersections based on the model assumptions. Because these forecasts are consistent with the current McMinnville land use assumptions, this scenario is referred to as the 2041 “Baseline” scenario. This scenario already accounts for a small amount of low-density residential land use in the Fox Ridge Road plan area by 2041 (213 residential units) as well as the planned high school.

<sup>6</sup> 2015 and 2041 Travel demand models maintained by ODOT TPAU.

<sup>7</sup> The high school is assumed to support up to 1,160 students, consistent with the NW Hill Road: Traffic Analysis Study by CH2M Hill (March 1, 2016)

<sup>8</sup> The elementary school is assumed to support up to 382 students, consistent with the NW Hill Road: Traffic Analysis Study by CH2M Hill (March 1, 2016).

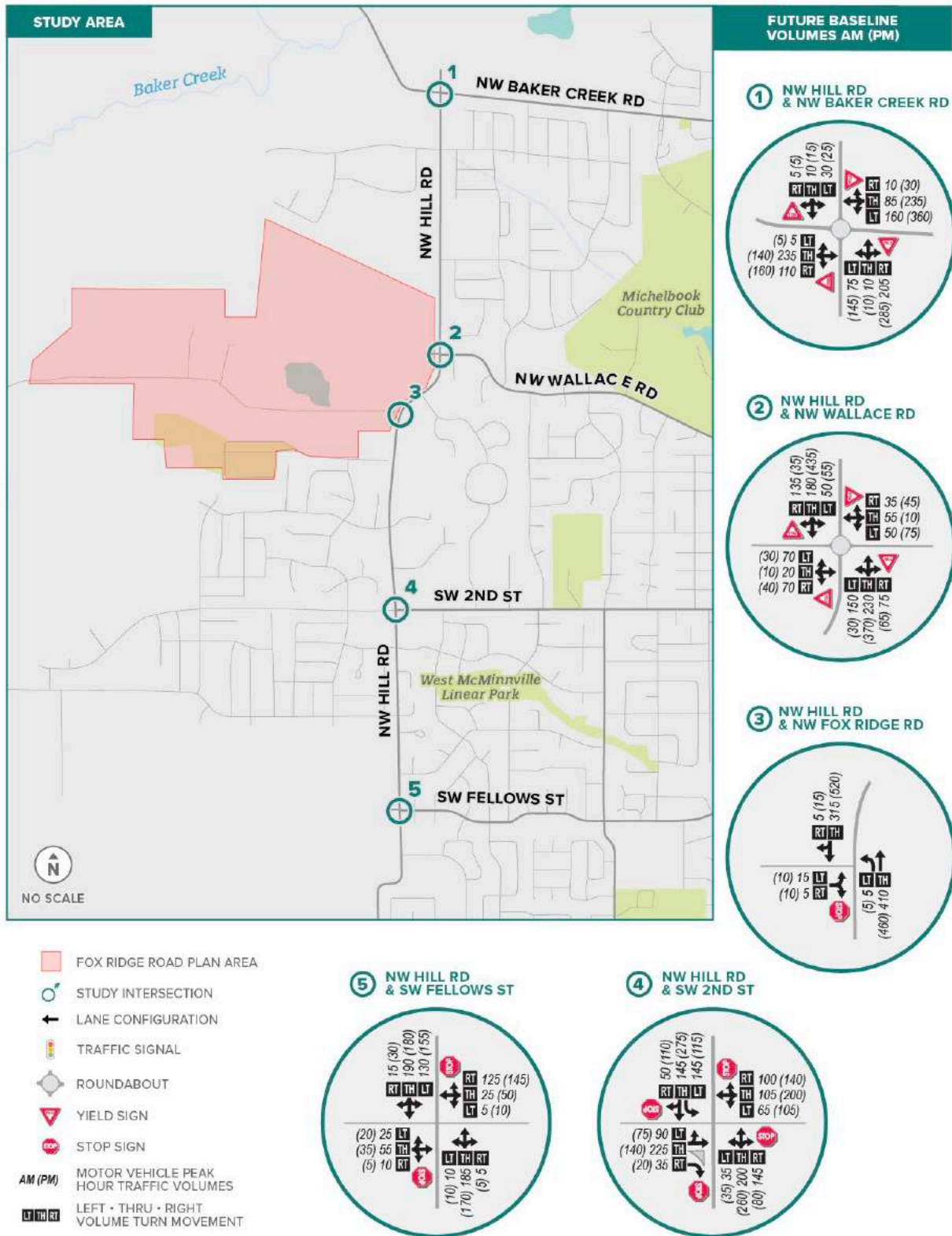


FIGURE 2: BASELINE (2041) TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL



## FUTURE BASELINE INTERSECTION OPERATIONS

Intersection traffic operations under the future 2041 Baseline scenario were analyzed for the AM and PM peak hour to evaluate whether the transportation network is expected to remain within desired performance levels as required by the City of McMinnville.

Table 2 lists the estimated average delay (in seconds), level of service (LOS), and volume to capacity (v/c) ratio that each study intersection and future access is expected to experience.

As shown, all intersections are expected to meet operating standards and targets under Baseline conditions with the exception of the NW Hill Road/2nd Street intersection. This intersection is estimated to experience high delays and operate over capacity by 2041 as an all-way stop-controlled intersection. The McMinnville TSP identified the need for a traffic control upgrade at this intersection.

**TABLE 2: FUTURE BASELINE (2041) INTERSECTION OPERATIONS**

INTERSECTION	TRAFFIC CONTROL	OPERATING STANDARD	AM PEAK HOUR			PM PEAK HOUR		
			V/C	DELAY	LOS	V/C	DELAY	LOS
NW HILL ROAD AT BAKER CREEK ROAD	Roundabout	$v/c \leq 0.90$	0.37	7	A	0.56	9	A
NW HILL ROAD AT WALLACE ROAD	Roundabout	$v/c \leq 0.90$	0.44	7	A	0.48	7	A
NW HILL ROAD AT FOX RIDGE ROAD	Two-Way Stop	$v/c \leq 0.90$	0.06	15	B	0.07	17	C
NW HILL ROAD AT 2 <sup>ND</sup> ST	All-Way Stop	$v/c \leq 0.90$	<b>1.02</b>	84	F	<b>1.30</b>	168	F
NW HILL ROAD AT FELLOWS ST	Two-Way Stop	$v/c \leq 0.90$	0.35	25	C	0.28	26	D

Delay = Critical Approach Delay (secs)

v/c = Critical Approach Volume-to-Capacity Ratio

LOS = Critical Approach Level of Service

**BOLD/RED** = Does not meet the operating standard

## PREFERRED LAND USE SCENARIO CONDITIONS (2041)

Preferred Land Use Scenario (2041) traffic conditions were evaluated for the study area and include the land use assumptions for the preferred scenario for the development of Fox Ridge Area, anticipated intersection operations, and identified transportation improvements.

### PREFERRED LAND USE ASSUMPTIONS

As mentioned previously, the future year 2041 McMinnville Travel Demand model currently assumes some amount of low-density residential development and the planned high school<sup>9</sup> within the Fox Ridge Road plan area. It also included the expected growth in the future Southwest area west of NW Hill Road near 2<sup>nd</sup> Street and Fellows Street, the mixed-use area on the northeast corner of Baker Creek Road and NW Hill Road, and the planned elementary school<sup>10</sup> near Wallace Road.

Based on the Preferred Land Use scenario, the quantity of anticipated housing units and size of commercial-retail space in the Fox Ridge Road plan area exceeds what is currently assumed in the travel demand model. Therefore, additional vehicle trips representing the additional land uses must be estimated and added to the Baseline scenario to represent the Preferred Land Use scenario.

The table below shows the estimated residential units and commercial-retail space for both the 2041 Baseline scenario and the 2041 Preferred Land Use Scenario. As shown, under the Preferred Land Use Scenario concept, the estimated reasonable number of housing units is 710 (mix of low-, medium-, and high-density) and approximately 23,000 square feet of commercial-retail gross floor area.

Because the Baseline scenario already accounted for 213 residential units, the net increase is 497 residential units and 23 KSF of commercial-retail gross floor area due to the full buildout of the Preferred Land Use scenario.

**TABLE 3: LAND USE ASSUMPTIONS**

SCENARIO	RESIDENTIAL (UNITS)	COMMERCIAL-RETAIL (KSF) <sup>a</sup>
2041 BASELINE	213	0
2041 PREFERRED LAND USE SCENARIO	710	23
NET INCREASE	<b>+497</b>	<b>+23</b>

<sup>a</sup> KSF = 1,000 square feet

To analyze the impacts of the Preferred Land Use scenario on the study area, DKS obtained trip generation rates from the McMinnville Travel Demand model for the residential vehicle trips to

<sup>9</sup> The high school is assumed to support up to 1,160 students, consistent with the NW Hill Road: Traffic Analysis Study by CH2M Hill (March 1, 2016)

<sup>10</sup> The elementary school is assumed to support up to 382 students, consistent with the NW Hill Road: Traffic Analysis Study by CH2M Hill (March 1, 2016).

estimate the additional amount of vehicle traffic generated by the Preferred Land Use scenario. The commercial-retail trip generation was estimated using trip rates from the Institute of Transportation Engineers (ITE) Trip Generation Manual for Land Use 822. These assumptions were coordinated with the City of McMinnville and ODOT staff.

The trip generation rates for residential and commercial-retail land use were then applied to the estimated net increase of housing units and square feet of commercial-retail land use (Table 3). The resulting trip generation for the AM and PM peak hours is presented in Table 4.

TABLE 4: VEHICLE TRIP GENERATION

LAND USE	SIZE	AM TRIP RATE	PM TRIP RATE	TRIP RATE SOURCE	AM PEAK HOUR			PM PEAK HOUR		
					IN	OUT	TOTAL	IN	OUT	TOTAL
RESIDENTIAL	497 units	0.55 trips/unit	0.74 trips/unit	McMinnville Travel Demand Model	68	205	273	232	136	368
COMMERCIAL-RETAIL	23 KSF	2.36 trips/KSF	6.59 trips/KSF	ITE Trip Generation Manual	32	22	54	76	76	152
TRIP GENERATION					100	227	327	308	212	520

It should be noted that no internal trip reduction was applied to the trip generation estimates above. While it is common practice to apply a reduction factor to account for internal trips within a mixed-use development, the land use within the mixed-use area is only conceptual at this point in time and detailed land use breakdowns (i.e., office space vs retail space vs hotel) are not known. The number of housing units and overall building square footages within the mixed-use area were estimated based on typical land use densities, and accounting for internal trip capture would introduce another layer of uncertainty to the trip generation estimates. Because of this, it was not practical or appropriate to calculate an internal trip reduction factor based on the NCHRP 684 methodology in this traffic study, of which the main goal is to help identify and inform high-level transportation issues that would need to be addressed in the City’s Transportation System Plan update. Internal trip reductions should be included in the future traffic studies that will be required as development occurs within the Fox Ridge Road plan area.

These vehicle trips were then distributed through the study area based on distribution data from the McMinnville Travel Demand model. The trip distribution was as follows. The trip distribution assumptions were coordinated with City and ODOT staff.

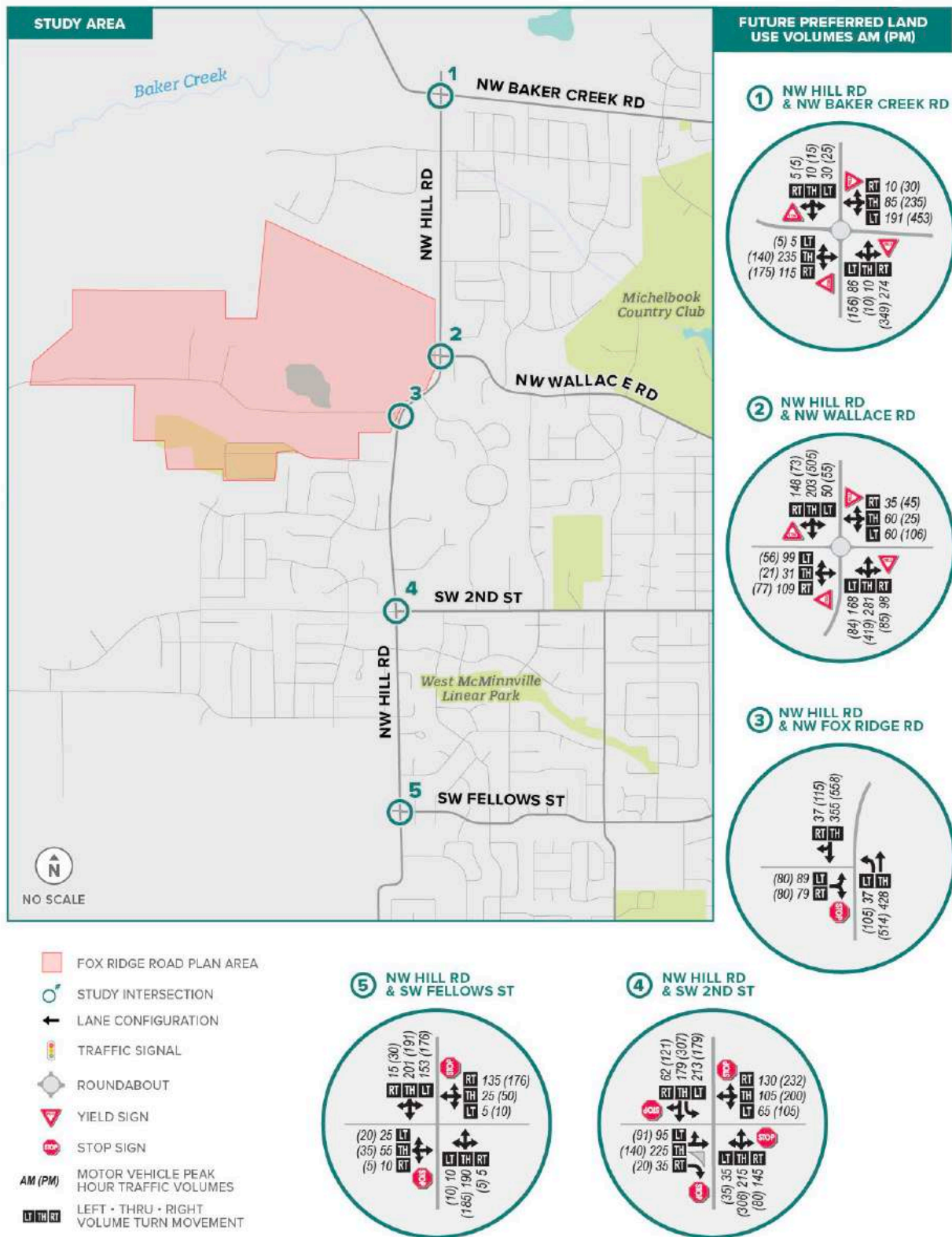
- 5% of trips via NW Baker Creek Road (west of city limits)
- 30% of trips via NW Baker Creek Road (east of NW Hill Rd)
- 15% of trips via NW Wallace Road
- 30% of trips via SW 2nd Street (east)
- 5% of trips via SW 2nd Street (west)
- 10% of trips via SW Fellows Street
- 5% of trips via SW NW Hill Road south of SW Fellows Street

### PREFERRED LAND USE SCENARIO TRAFFIC VOLUMES

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The future 2041 Preferred Scenario traffic volumes were estimated by adding the 2041 Future Baseline volumes and the vehicle trips as shown in Table 4.

Intersection operations were then evaluated to determine how sufficiently the City's future transportation system would support the long-term estimated build-out of the Fox Ridge Road area, therefore determining what improvements might be needed. The AM and PM peak hour traffic volumes, lane geometries, and intersection operating conditions are shown in Figure 3.



**FIGURE 3: PREFERRED LAND USE (2041) TRAFFIC VOLUMES, LANE GEOMETRIES, AND TRAFFIC CONTROL**

## PREFERRED LAND USE SCENARIO INTERSECTION OPERATIONS

Intersection traffic operations under the future 2041 Preferred Land Use scenario were analyzed for the AM and PM peak hours with the same intersection geometries that were assumed in the Baseline scenario. Table 5 the estimated average delay (in seconds), level of service (LOS), and volume to capacity (v/c) ratio for each study intersection.

**TABLE 5: PREFERRED LAND USE SCENARIO (2041) INTERSECTION OPERATIONS**

INTERSECTION	TRAFFIC CONTROL	OPERATING STANDARD	AM PEAK HOUR			PM PEAK HOUR		
			V/C	DELAY	LOS	V/C	DELAY	LOS
NW HILL ROAD AT BAKER CREEK ROAD	Roundabout	v/c ≤ 0.90	0.42	7	A	0.65	10	B
NW HILL ROAD AT WALLACE ROAD	Roundabout	v/c ≤ 0.90	0.55	9	A	0.65	10	B
NW HILL ROAD AT FOX RIDGE ROAD	Two-Way Stop	v/c ≤ 0.90	0.51	25	C	<b>0.91</b>	92	F
NW HILL ROAD AT 2 <sup>ND</sup> ST	All-Way Stop	v/c ≤ 0.90	<b>1.16</b>	134	F	<b>1.64</b>	276	F
NW HILL ROAD AT FELLOWS ST	Two-Way Stop	v/c ≤ 0.90	0.40	29	D	0.34	33	D

Delay = Critical Approach Delay (secs)

v/c = Critical Approach Volume-to-Capacity Ratio

LOS = Critical Approach Level of Service

**BOLD/RED** = Does not meet the operating standard

As shown, the stop-controlled intersections of Fox Ridge Road and 2<sup>nd</sup> Street along NW Hill Road are expected to exceed the City's mobility standard.

Under the 2041 Baseline conditions, the intersection of 2<sup>nd</sup> Street was also shown to fail to meet the City's mobility standard (Table 2). This is due to the high level of growth and development that is expected along Hill Road through 2041. The comparison of Baseline to Preferred Land Use scenarios shows that the failure of 2<sup>nd</sup> Street is not just attributed to the Fox Ridge Road growth, but due also in part to the growth in the Southwest area, the Baker Creek mixed-use area, and the planned elementary school.

The Fox Ridge Road intersection does not meet the City's mobility standard under the full buildout of the Preferred Land Use scenario only.



## PRIORITY TSP PROJECTS

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As previously noted in an earlier section of the report, the priority vehicle, pedestrian, and bicycle projects identified in the McMinnville TSP (2010) that are applicable to the Fox Ridge study area include the following. These improvements were not included in any of the future 2041 scenarios.

- Complete Streets Upgrade – NW Hill Road South (between 2<sup>nd</sup> Street and Alexandria Street) includes addition of on-street bicycle lanes and sidewalks
- Installation of a roundabout or traffic signal at NW Hill Road & 2<sup>nd</sup> Street

## RECOMMENDED TRANSPORTATION IMPROVEMENTS

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The following improvement projects have been identified to address the vehicle operations at the two intersections along NW Hill Road to meet the City's v/c ratio performance standard. The recommended improvements are described below.

### NW HILL ROAD AT FOX RIDGE ROAD

**At this intersection, install a single-lane roundabout or traffic signal.** In addition to meeting capacity needs and improving vehicle delay, the proposed roundabout or traffic signal would provide safe pedestrian, bicycle, and vehicle access to the Fox Ridge Road plan area. The single-lane roundabout would calm vehicle traffic on NW Hill Road near the planned schools and also provide higher safety benefits compared to the traffic signal. See the list of *Advantages of Installing A Roundabout*.

The intersection was initially analyzed with a stop-control on the minor street approach (Fox Ridge Road) with two separate left and right turn approach lanes. This lane configuration would reduce the v/c ratio to within the City's performance standard; however, the average delay would still exceed an average of 85 seconds on the Fox Ridge Road approach (LOS F). Often, high vehicle delays associated with LOS F result in impatient drivers that accept smaller gaps in traffic when making left turns which can increase vehicle crashes and cause safety issues for all modes of travel. Therefore, it is recommended that a single-lane roundabout or traffic signal be included as part of the transportation improvements for the Fox Ridge Road Area Plan.

### NW HILL ROAD AT 2<sup>ND</sup> STREET

**At this intersection, install a single-lane roundabout or traffic signal.** A single lane-roundabout and a traffic signal with northbound left turn lane both provide adequate vehicular capacity and reduce vehicle delay through 2041. The current TSP (2010) indicates the need for a roundabout or traffic signal at this intersection. The single-lane roundabout would calm vehicle traffic on NW Hill Road by slowing vehicle speeds and provide higher safety benefits compared to the traffic signal. See the list of *Advantages of Installing A Roundabout*.

### IMPROVED OPERATING CONDITIONS

The table below shows the intersection operations for the two intersections with the identified transportation improvements in place. As shown, the intersections will meet the City LOS standard while providing safe multimodal improvements for pedestrians and bicycles.

**TABLE 6: PREFERRED LAND USE SCENARIO (2041) INTERSECTION OPERATIONS – WITH IMPROVEMENTS**

INTERSECTION	IMPROVEMENT	OPERATING STANDARD	AM PEAK HOUR			PM PEAK HOUR		
			V/C	DELAY	LOS	V/C	DELAY	LOS
NW HILL ROAD AT FOX RIDGE ROAD	Roundabout	v/c ≤ 0.90	0.42	6	A	0.61	9	A
	Traffic Signal	v/c ≤ 0.90	0.46	8	A	0.58	7	A
NW HILL ROAD AT 2 <sup>ND</sup> ST	Roundabout	v/c ≤ 0.90	0.63	12	B	0.74	16	C
	Traffic Signal	v/c ≤ 0.90	0.77	32	C	0.89	40	D

Delay = Critical Movement Delay (secs)  
v/c = Critical Movement Volume-to-Capacity Ratio  
LOS = Critical Levels of Service (Major/Minor Road)

### Advantages of Installing a Roundabout

- Roundabouts can reduce delay for side street traffic because no approach is given more priority than another.
- Roundabouts can help to slow traffic speeds on the major roadway. Typical circulating speeds for a roundabout are 15 – 20 miles per hour (mph), which would help to calm traffic in the vicinity of the Fox Ridge Road plan area and near the planned schools.
- Converting a stop-controlled intersection to a single-lane roundabout can reduce fatal and injury crashes by 82%.
- Roundabouts reduce the number of conflict points between vehicles and between vehicles and pedestrians/bicycles.

### Disadvantages of Installing a Roundabout

- Because all approaches are treated the same and must yield to traffic within the roundabout, this would introduce delay for traffic on the major approaches (NW Hill Road).
- Roundabouts are more difficult for large trucks and agricultural vehicles to navigate and may result in complaints from the freight and agricultural community.

- Roundabouts can be difficult for school aged pedestrians and bicyclists to cross because there is no exclusive stop phase (as is provided with a traffic signal). The lack of straight paths and clear turns can also be difficult for people who are visually impaired.
- Roundabouts often require a larger footprint, which can require additional right-of-way dedication or acquisition.

## SUMMARY & RECOMMENDATION

A summary of the transportation analysis and recommendations is provided below:

- The Fox Ridge Road Plan Area includes over 200 acres of land and the preferred development plan for the area primarily includes a mix of residential housing (low-, medium-, and high-density), parks and open spaces, some neighborhood mixed-use development, and a high school.
- The transportation analysis focused on five major intersections along NW Hill Road.
- Today, vehicle operations at the five study intersections meet the City's standard.
- New sidewalks, on-street bicycle lanes, and a raised center median were recently constructed along NW Hill Road between Baker Creek Road and 2nd Street, providing sufficient multimodal facilities along that northern half of NW Hill Road. However, the southern half of NW Hill Road south of 2<sup>nd</sup> Street is lacking in sidewalks, bicycle facilities, curb, and gutter.
- Currently, there are no local transit routes that stop or travel along NW Hill Road. As the Fox Ridge Road area develops, transit routes and stops should be extended to residential and commercial locations along NW Hill Road.
- Under the Preferred Land Use scenario, two of the study intersections on NW Hill Road fail to meet the City's operating standard, NW Hill Road & Fox Ridge Road and NW Hill Road & 2<sup>nd</sup> Street.
- The recommended intersection improvements at the two intersections are listed below:
  - **NW Hill Road at Fox Ridge Road:** Install a single-lane roundabout or traffic signal. This project is not listed in the City's current TSP (2010).
  - **NW Hill Road at 2<sup>nd</sup> Street:** Install a single-lane roundabout or traffic signal. This is consistent with the priority project identified in the City's current TSP (2010).

# APPENDIX

## CONTENTS

TRAFFIC COUNT DATA

LOS DESCRIPTION

EXISTING 2023 HCM REPORTS

FUTURE BASELINE 2041 HCM REPORTS

PREFERRED SCENARIO 2041 HCM REPORTS

RECOMMENDED IMPROVEMENTS HCM REPORTS

TRAVEL DEMAND MODEL OUTPUTS & ODOT CORRESPONDENCE

TRIP GENERATION VOLUME FIGURE

## TRAFFIC COUNT DATA

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(303) 216-2439  
www.alltrafficdata.net

Location: 1 NW HILL RD & NW BAKER CREEK RD AM

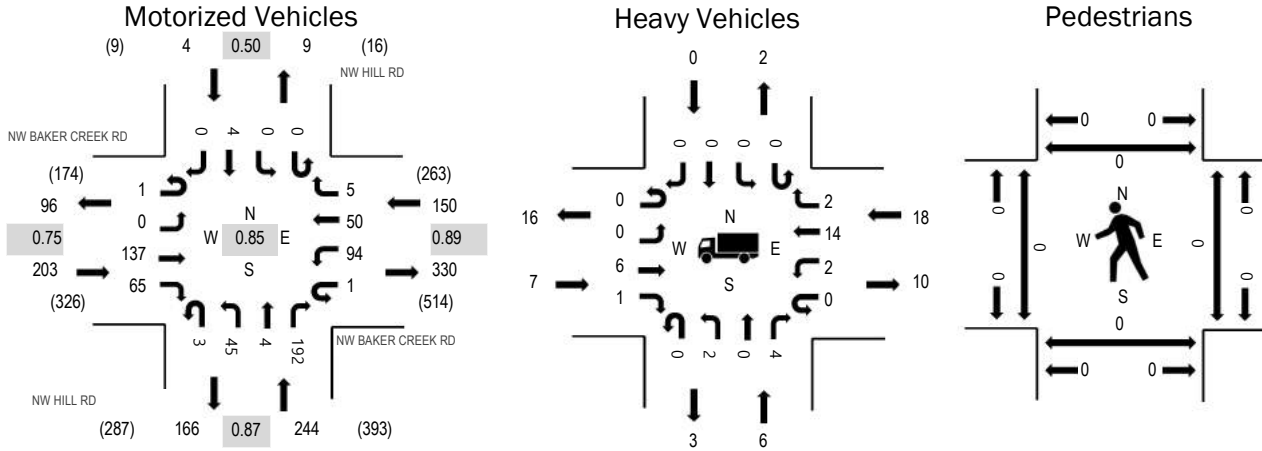
Date: Thursday, June 1, 2023

Peak Hour: 07:20 AM - 08:20 AM

Peak 15-Minutes: 07:50 AM - 08:05 AM

# DRAFT

## Peak Hour



Note: Total study counts contained in parentheses.

	HV%	PHF
EB	3.4%	0.75
WB	12.0%	0.89
NB	2.5%	0.87
SB	0.0%	0.50
All	5.2%	0.85

## Traffic Counts - Motorized Vehicles

Interval Start Time	NW BAKER CREEK RD Eastbound				NW BAKER CREEK RD Westbound				NW HILL RD Northbound				NW HILL RD Southbound				Total	Rolling Hour
	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right		
7:00 AM	0	0	5	3	0	3	1	0	0	4	1	8	0	0	0	0	25	517
7:05 AM	0	0	3	4	0	6	1	0	0	1	0	11	0	0	0	0	26	547
7:10 AM	0	0	5	8	0	4	1	1	0	3	1	8	0	0	0	0	31	569
7:15 AM	0	0	9	3	0	4	0	2	0	5	0	13	0	0	0	0	36	591
7:20 AM	1	0	5	6	0	9	6	1	1	3	1	14	0	0	0	0	47	601
7:25 AM	0	0	7	5	0	4	3	0	0	3	0	14	0	0	0	0	36	594
7:30 AM	0	0	11	1	0	6	3	0	0	4	0	10	0	0	1	0	36	592
7:35 AM	0	0	19	6	0	9	3	0	0	6	0	17	0	0	2	0	62	585
7:40 AM	0	0	10	5	0	9	2	0	0	7	0	13	0	0	0	0	46	557
7:45 AM	0	0	11	9	0	5	4	0	0	2	0	19	0	0	0	0	50	549
7:50 AM	0	0	20	5	0	6	4	0	1	4	1	19	0	0	0	0	60	532
7:55 AM	0	0	14	5	1	13	4	0	1	4	0	20	0	0	0	0	62	507
8:00 AM	0	0	13	11	0	7	5	1	0	1	0	17	0	0	0	0	55	474
8:05 AM	0	0	7	6	0	11	2	0	0	3	1	18	0	0	0	0	48	
8:10 AM	0	0	10	3	0	9	5	2	0	4	0	20	0	0	0	0	53	
8:15 AM	0	0	10	3	0	6	9	1	0	4	1	11	0	0	1	0	46	
8:20 AM	0	0	8	6	1	7	6	0	0	3	0	8	0	0	1	0	40	
8:25 AM	0	0	5	3	0	7	3	0	0	4	1	10	0	1	0	0	34	
8:30 AM	0	0	8	2	0	4	4	0	0	3	0	8	0	0	0	0	29	
8:35 AM	0	0	8	3	0	8	6	0	0	2	0	6	0	0	0	1	34	
8:40 AM	0	0	5	5	0	7	7	1	0	3	0	8	0	1	1	0	38	
8:45 AM	0	0	6	3	0	12	5	0	1	2	0	4	0	0	0	0	33	
8:50 AM	0	0	9	4	0	4	2	0	0	7	0	9	0	0	0	0	35	
8:55 AM	0	0	4	4	0	4	2	0	0	2	0	13	0	0	0	0	29	
Count Total	1	0	212	113	2	164	88	9	4	84	7	298	0	2	6	1	991	
Peak Hour	1	0	137	65	1	94	50	5	3	45	4	192	0	0	4	0	601	



# Traffic Counts - Heavy Vehicles, Bicycles on Road, and Pedestrians/Bicycles on Crosswalk

Interval Start Time	Heavy Vehicles					Interval Start Time	Bicycles on Roadway					Interval Start Time	Pedestrians/Bicycles on Crosswalk				
	EB	NB	WB	SB	Total		EB	NB	WB	SB	Total		EB	NB	WB	SB	Total
7:00 AM	1	0	0	0	1	7:00 AM	0	0	0	0	0	7:00 AM	0	0	0	0	0
7:05 AM	0	0	1	0	1	7:05 AM	0	0	0	0	0	7:05 AM	0	0	0	0	0
7:10 AM	0	2	2	0	4	7:10 AM	0	0	0	0	0	7:10 AM	0	0	0	0	0
7:15 AM	2	0	1	0	3	7:15 AM	0	0	0	0	0	7:15 AM	0	0	0	0	0
7:20 AM	0	0	2	0	2	7:20 AM	0	0	0	0	0	7:20 AM	0	0	0	0	0
7:25 AM	0	0	0	0	0	7:25 AM	0	0	0	0	0	7:25 AM	0	0	0	0	0
7:30 AM	1	0	0	0	1	7:30 AM	0	0	0	0	0	7:30 AM	0	0	0	0	0
7:35 AM	1	0	1	0	2	7:35 AM	0	0	0	0	0	7:35 AM	0	0	0	0	0
7:40 AM	0	0	0	0	0	7:40 AM	0	0	0	0	0	7:40 AM	0	0	0	0	0
7:45 AM	0	1	3	0	4	7:45 AM	0	0	0	0	0	7:45 AM	0	0	0	0	0
7:50 AM	0	0	1	0	1	7:50 AM	0	0	0	0	0	7:50 AM	0	0	0	0	0
7:55 AM	0	1	0	0	1	7:55 AM	0	0	0	0	0	7:55 AM	0	0	0	0	0
8:00 AM	1	1	2	0	4	8:00 AM	0	0	0	0	0	8:00 AM	0	0	0	0	0
8:05 AM	0	2	2	0	4	8:05 AM	0	0	0	0	0	8:05 AM	0	0	0	0	0
8:10 AM	0	1	3	0	4	8:10 AM	0	0	0	0	0	8:10 AM	0	0	0	0	0
8:15 AM	4	0	4	0	8	8:15 AM	0	0	0	0	0	8:15 AM	0	0	0	0	0
8:20 AM	2	0	0	0	2	8:20 AM	0	0	0	0	0	8:20 AM	0	0	0	0	0
8:25 AM	1	0	0	1	2	8:25 AM	0	0	0	0	0	8:25 AM	0	0	0	0	0
8:30 AM	1	0	1	0	2	8:30 AM	0	0	0	0	0	8:30 AM	0	0	0	0	0
8:35 AM	0	0	1	1	2	8:35 AM	0	0	0	0	0	8:35 AM	0	1	0	1	2
8:40 AM	1	0	1	0	2	8:40 AM	0	0	0	0	0	8:40 AM	0	0	0	0	0
8:45 AM	0	0	0	0	0	8:45 AM	0	0	0	0	0	8:45 AM	0	0	0	0	0
8:50 AM	0	1	0	0	1	8:50 AM	0	0	0	0	0	8:50 AM	0	0	0	0	0
8:55 AM	1	0	0	0	1	8:55 AM	0	0	0	0	0	8:55 AM	0	0	0	0	0
Count Total	16	9	25	2	52	Count Total	0	0	0	0	0	Count Total	0	1	0	1	2
Peak Hour	7	6	18	0	31	Peak Hour	0	0	0	0	0	Peak Hour	0	0	0	0	0



(303) 216-2439  
www.alltrafficdata.net

Location: 2 NW HILL RD & NW WALLACE RD AM

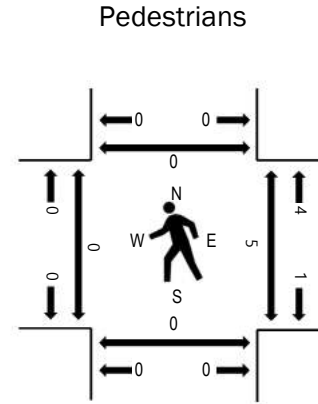
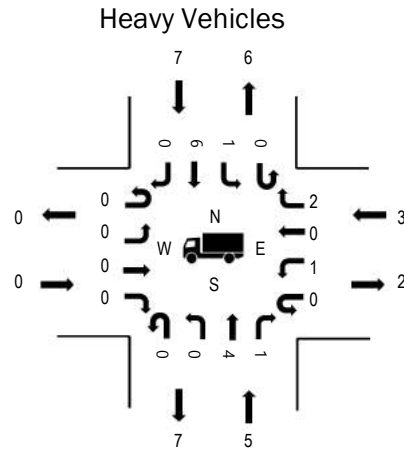
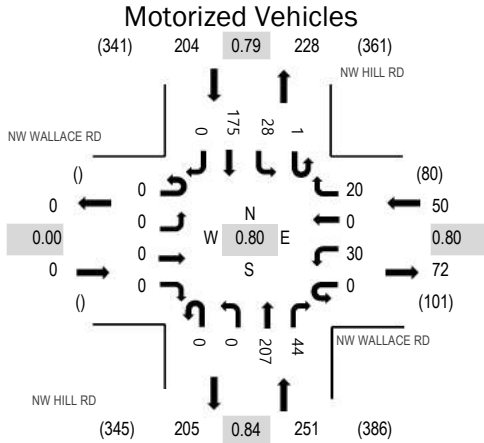
Date: Thursday, June 1, 2023

Peak Hour: 07:15 AM - 08:15 AM

Peak 15-Minutes: 07:50 AM - 08:05 AM

# DRAFT

## Peak Hour



Note: Total study counts contained in parentheses.

	HV%	PHF
EB	0.0%	0.00
WB	6.0%	0.80
NB	2.0%	0.84
SB	3.4%	0.79
All	3.0%	0.80

## Traffic Counts - Motorized Vehicles

Interval Start Time	NW WALLACE RD Eastbound				NW WALLACE RD Westbound				NW HILL RD Northbound				NW HILL RD Southbound				Total	Rolling Hour
	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right		
7:00 AM	0	0	0	0	0	0	0	3	0	0	6	2	0	1	7	0	19	427
7:05 AM	0	0	0	0	0	3	0	0	0	0	12	1	0	0	5	0	21	462
7:10 AM	0	0	0	0	0	1	0	1	0	0	6	1	0	0	14	0	23	484
7:15 AM	0	0	0	0	0	0	0	2	0	0	14	3	0	1	14	0	34	505
7:20 AM	0	0	0	0	0	2	0	0	0	0	17	4	0	1	12	0	36	503
7:25 AM	0	0	0	0	0	1	0	0	0	0	9	2	0	3	9	0	24	494
7:30 AM	0	0	0	0	0	5	0	1	0	0	16	4	0	0	12	0	38	503
7:35 AM	0	0	0	0	0	0	0	3	0	0	18	5	0	0	13	0	39	491
7:40 AM	0	0	0	0	0	2	0	2	0	0	15	3	0	3	18	0	43	469
7:45 AM	0	0	0	0	0	3	0	1	0	0	17	3	0	5	18	0	47	446
7:50 AM	0	0	0	0	0	3	0	3	0	0	20	7	0	3	15	0	51	425
7:55 AM	0	0	0	0	0	4	0	2	0	0	20	4	1	3	18	0	52	400
8:00 AM	0	0	0	0	0	2	0	3	0	0	19	5	0	5	20	0	54	380
8:05 AM	0	0	0	0	0	7	0	1	0	0	16	2	0	4	13	0	43	
8:10 AM	0	0	0	0	0	1	0	2	0	0	26	2	0	0	13	0	44	
8:15 AM	0	0	0	0	0	5	0	0	0	0	15	2	0	1	9	0	32	
8:20 AM	0	0	0	0	0	2	0	2	0	0	8	1	0	1	13	0	27	
8:25 AM	0	0	0	0	0	4	0	3	0	0	11	0	0	5	10	0	33	
8:30 AM	0	0	0	0	0	0	0	1	0	0	10	4	0	1	10	0	26	
8:35 AM	0	0	0	0	0	1	0	1	1	0	6	1	0	1	6	0	17	
8:40 AM	0	0	0	0	0	0	0	0	0	0	6	0	0	1	13	0	20	
8:45 AM	0	0	0	0	0	1	0	0	0	0	6	1	1	0	17	0	26	
8:50 AM	0	0	0	0	0	0	0	2	0	0	17	0	1	1	5	0	26	
8:55 AM	0	0	0	0	0	0	0	0	0	0	15	3	0	1	13	0	32	
Count Total	0	0	0	0	0	47	0	33	1	0	325	60	3	41	297	0	807	
Peak Hour	0	0	0	0	0	30	0	20	0	0	207	44	1	28	175	0	505	

# DRAFT

## Traffic Counts - Heavy Vehicles, Bicycles on Road, and Pedestrians/Bicycles on Crosswalk

Interval Start Time	Heavy Vehicles					Interval Start Time	Bicycles on Roadway					Interval Start Time	Pedestrians/Bicycles on Crosswalk				
	EB	NB	WB	SB	Total		EB	NB	WB	SB	Total		EB	NB	WB	SB	Total
7:00 AM	0	0	0	0	0	7:00 AM	0	0	0	0	0	7:00 AM	0	0	0	0	0
7:05 AM	0	1	0	0	1	7:05 AM	0	0	0	0	0	7:05 AM	0	0	0	0	0
7:10 AM	0	0	0	0	0	7:10 AM	0	0	0	0	0	7:10 AM	0	0	0	0	0
7:15 AM	0	0	0	3	3	7:15 AM	0	0	0	0	0	7:15 AM	0	0	2	0	2
7:20 AM	0	0	0	1	1	7:20 AM	0	0	0	0	0	7:20 AM	0	0	2	0	2
7:25 AM	0	0	0	0	0	7:25 AM	0	0	0	0	0	7:25 AM	0	0	0	0	0
7:30 AM	0	0	0	0	0	7:30 AM	0	0	0	0	0	7:30 AM	0	0	0	0	0
7:35 AM	0	0	0	0	0	7:35 AM	0	0	0	0	0	7:35 AM	0	0	0	0	0
7:40 AM	0	0	0	0	0	7:40 AM	0	0	0	0	0	7:40 AM	0	0	0	0	0
7:45 AM	0	1	1	0	2	7:45 AM	0	0	0	0	0	7:45 AM	0	0	0	0	0
7:50 AM	0	0	0	1	1	7:50 AM	0	0	0	0	0	7:50 AM	0	0	1	0	1
7:55 AM	0	1	1	1	3	7:55 AM	0	0	0	0	0	7:55 AM	0	0	0	0	0
8:00 AM	0	2	0	0	2	8:00 AM	0	0	0	0	0	8:00 AM	0	0	0	0	0
8:05 AM	0	1	0	0	1	8:05 AM	0	0	0	0	0	8:05 AM	0	0	0	0	0
8:10 AM	0	0	1	1	2	8:10 AM	0	0	0	0	0	8:10 AM	0	0	0	0	0
8:15 AM	0	0	0	1	1	8:15 AM	0	0	0	0	0	8:15 AM	0	0	0	0	0
8:20 AM	0	0	0	1	1	8:20 AM	0	0	0	0	0	8:20 AM	0	0	2	0	2
8:25 AM	0	0	0	0	0	8:25 AM	0	0	0	0	0	8:25 AM	0	0	1	0	1
8:30 AM	0	0	0	0	0	8:30 AM	0	0	0	0	0	8:30 AM	0	0	0	0	0
8:35 AM	0	0	0	0	0	8:35 AM	0	0	0	0	0	8:35 AM	0	0	0	0	0
8:40 AM	0	0	0	0	0	8:40 AM	0	0	0	0	0	8:40 AM	0	0	1	0	1
8:45 AM	0	0	0	0	0	8:45 AM	0	0	0	0	0	8:45 AM	0	0	0	0	0
8:50 AM	0	1	0	0	1	8:50 AM	0	0	0	0	0	8:50 AM	0	0	0	0	0
8:55 AM	0	0	0	0	0	8:55 AM	0	0	0	0	0	8:55 AM	0	0	0	0	0
Count Total	0	7	3	9	19	Count Total	0	0	0	0	0	Count Total	0	0	9	0	9
Peak Hour	0	5	3	7	15	Peak Hour	0	0	0	0	0	Peak Hour	0	0	5	0	5



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Location: 3 NW HILL RD & SW 2ND ST AM

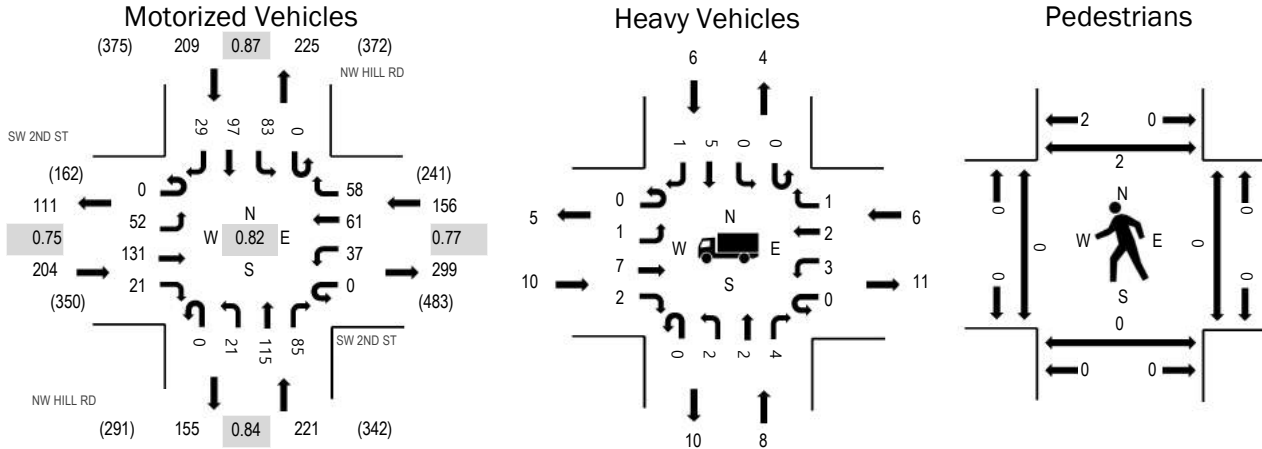
Date: Thursday, June 1, 2023

Peak Hour: 07:30 AM - 08:30 AM

Peak 15-Minutes: 07:40 AM - 07:55 AM

# DRAFT

## Peak Hour



	HV%	PHF
EB	4.9%	0.75
WB	3.8%	0.77
NB	3.6%	0.84
SB	2.9%	0.87
All	3.8%	0.82

## Traffic Counts - Motorized Vehicles

Interval Start Time	SW 2ND ST Eastbound				SW 2ND ST Westbound				NW HILL RD Northbound				NW HILL RD Southbound				Total	Rolling Hour
	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right		
7:00 AM	0	0	1	3	0	1	1	3	0	0	2	4	0	1	9	0	25	673
7:05 AM	0	5	7	0	0	1	1	3	0	0	7	0	0	4	4	1	33	715
7:10 AM	0	1	7	1	0	1	0	1	0	1	4	3	0	4	14	2	39	757
7:15 AM	0	7	12	1	0	1	1	4	0	0	7	5	0	8	7	0	53	786
7:20 AM	0	3	8	3	0	1	0	2	0	1	12	3	0	7	7	2	49	781
7:25 AM	0	4	15	2	0	1	2	5	0	0	5	3	0	6	3	3	49	785
7:30 AM	0	6	12	0	0	3	2	2	0	0	7	3	0	3	8	1	47	790
7:35 AM	0	2	11	1	0	3	5	3	0	0	12	8	0	10	7	4	66	787
7:40 AM	0	6	17	3	0	1	3	4	0	3	12	8	0	4	12	3	76	762
7:45 AM	0	5	23	2	0	4	5	3	0	4	7	10	0	14	6	2	85	721
7:50 AM	0	4	12	3	0	6	4	8	0	1	17	3	0	8	11	3	80	685
7:55 AM	0	8	11	0	0	3	3	7	0	4	11	9	0	7	4	4	71	657
8:00 AM	0	7	7	2	0	2	1	5	0	2	6	9	0	13	11	2	67	635
8:05 AM	0	3	13	1	0	1	13	9	0	2	9	6	0	3	12	3	75	
8:10 AM	0	3	7	1	0	5	7	6	0	1	11	11	0	10	5	1	68	
8:15 AM	0	3	8	3	0	5	3	3	0	1	7	5	0	2	7	1	48	
8:20 AM	0	3	5	2	0	1	8	3	0	3	4	8	0	6	6	4	53	
8:25 AM	0	2	5	3	0	3	7	5	0	0	12	5	0	3	8	1	54	
8:30 AM	0	1	8	2	0	4	4	4	0	1	4	5	0	3	5	3	44	
8:35 AM	0	3	10	4	0	2	2	1	0	0	4	3	0	4	5	3	41	
8:40 AM	0	0	5	1	0	6	0	4	0	1	2	3	0	2	9	2	35	
8:45 AM	0	4	8	1	0	3	3	2	0	0	10	0	0	5	11	2	49	
8:50 AM	0	2	4	1	0	5	3	5	0	2	11	5	0	5	5	4	52	
8:55 AM	0	2	7	3	0	1	4	3	0	1	10	2	0	7	8	1	49	
Count Total	0	84	223	43	0	64	82	95	0	28	193	121	0	139	184	52	1,308	
Peak Hour	0	52	131	21	0	37	61	58	0	21	115	85	0	83	97	29	790	

# Traffic Counts - Heavy Vehicles, Bicycles on Road, and Pedestrians/Bicycles on Crosswalk

Interval Start Time	Heavy Vehicles					Interval Start Time	Bicycles on Roadway					Interval Start Time	Pedestrians/Bicycles on Crosswalk				
	EB	NB	WB	SB	Total		EB	NB	WB	SB	Total		EB	NB	WB	SB	Total
7:00 AM	0	0	0	0	0	7:00 AM	0	0	0	0	0	7:00 AM	0	0	0	1	1
7:05 AM	0	0	1	0	1	7:05 AM	0	0	0	1	1	7:05 AM	0	0	0	0	0
7:10 AM	0	0	0	0	0	7:10 AM	0	0	0	0	0	7:10 AM	0	0	0	0	0
7:15 AM	0	0	1	2	3	7:15 AM	0	0	0	0	0	7:15 AM	0	0	0	0	0
7:20 AM	0	0	1	1	2	7:20 AM	0	0	0	0	0	7:20 AM	0	0	0	0	0
7:25 AM	2	0	0	0	2	7:25 AM	0	0	0	0	0	7:25 AM	0	0	0	0	0
7:30 AM	0	0	0	0	0	7:30 AM	0	0	0	0	0	7:30 AM	0	0	0	0	0
7:35 AM	0	1	1	0	2	7:35 AM	0	0	0	0	0	7:35 AM	0	1	0	0	1
7:40 AM	1	1	0	0	2	7:40 AM	0	0	0	0	0	7:40 AM	0	0	0	0	0
7:45 AM	1	0	2	1	4	7:45 AM	1	0	0	0	1	7:45 AM	0	1	0	0	1
7:50 AM	1	0	0	1	2	7:50 AM	1	0	0	0	1	7:50 AM	0	0	0	0	0
7:55 AM	2	2	0	0	4	7:55 AM	0	0	0	0	0	7:55 AM	0	1	0	0	1
8:00 AM	1	1	2	0	4	8:00 AM	1	0	0	0	1	8:00 AM	0	0	0	2	2
8:05 AM	1	0	1	0	2	8:05 AM	0	0	0	0	0	8:05 AM	0	0	0	0	0
8:10 AM	0	2	0	1	3	8:10 AM	0	0	0	0	0	8:10 AM	0	0	0	0	0
8:15 AM	2	0	0	2	4	8:15 AM	0	0	0	0	0	8:15 AM	0	0	0	0	0
8:20 AM	1	1	0	1	3	8:20 AM	0	1	0	0	1	8:20 AM	0	0	0	0	0
8:25 AM	0	0	0	0	0	8:25 AM	0	0	0	0	0	8:25 AM	0	0	0	0	0
8:30 AM	0	0	0	0	0	8:30 AM	0	0	0	0	0	8:30 AM	0	0	0	0	0
8:35 AM	0	1	1	1	3	8:35 AM	0	0	0	0	0	8:35 AM	0	0	0	0	0
8:40 AM	0	2	2	0	4	8:40 AM	0	0	0	0	0	8:40 AM	0	2	0	0	2
8:45 AM	1	0	0	0	1	8:45 AM	0	0	0	1	1	8:45 AM	0	1	0	0	1
8:50 AM	0	1	1	0	2	8:50 AM	0	0	0	0	0	8:50 AM	0	0	0	0	0
8:55 AM	0	0	1	0	1	8:55 AM	0	0	0	0	0	8:55 AM	0	0	0	0	0
Count Total	13	12	14	10	49	Count Total	3	1	0	2	6	Count Total	0	6	0	3	9
Peak Hour	10	8	6	6	30	Peak Hour	3	1	0	0	4	Peak Hour	0	3	0	2	5



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Location: 4 NW HILL RD & SW FELLOWS ST AM

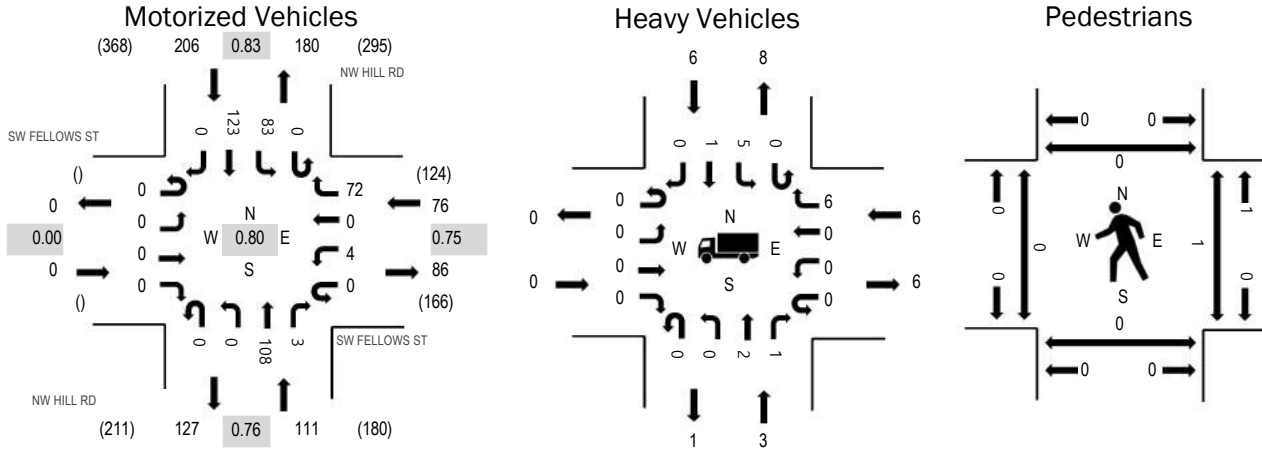
Date: Thursday, June 1, 2023

Peak Hour: 07:10 AM - 08:10 AM

Peak 15-Minutes: 07:45 AM - 08:00 AM

# DRAFT

## Peak Hour



Note: Total study counts contained in parentheses.

	HV%	PHF
EB	0.0%	0.00
WB	7.9%	0.75
NB	2.7%	0.76
SB	2.9%	0.83
All	3.8%	0.80

## Traffic Counts - Motorized Vehicles

Interval Start Time	SW FELLOWS ST Eastbound				SW FELLOWS ST Westbound				NW HILL RD Northbound				NW HILL RD Southbound				Total	Rolling Hour
	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right		
7:00 AM	0	0	0	0	0	0	0	4	0	0	1	0	0	5	12	0	22	369
7:05 AM	0	0	0	0	0	0	0	0	0	0	4	1	0	6	6	0	17	380
7:10 AM	0	0	0	0	0	0	0	5	0	0	9	0	0	6	12	0	32	393
7:15 AM	0	0	0	0	0	0	0	7	0	0	4	0	0	6	7	0	24	381
7:20 AM	0	0	0	0	0	0	0	2	0	0	9	0	0	4	16	0	31	386
7:25 AM	0	0	0	0	0	0	0	2	0	0	3	0	0	10	6	0	21	377
7:30 AM	0	0	0	0	0	0	0	0	0	0	10	0	0	4	9	0	23	389
7:35 AM	0	0	0	0	0	0	0	10	0	0	8	1	0	6	11	0	36	389
7:40 AM	0	0	0	0	0	0	0	9	0	0	10	0	0	8	13	0	40	367
7:45 AM	0	0	0	0	0	1	0	6	0	0	11	1	0	9	9	0	37	347
7:50 AM	0	0	0	0	0	1	0	6	0	0	10	1	0	13	10	0	41	338
7:55 AM	0	0	0	0	0	0	0	14	0	0	15	0	0	10	6	0	45	325
8:00 AM	0	0	0	0	0	2	0	6	0	0	9	0	0	2	14	0	33	303
8:05 AM	0	0	0	0	0	0	0	5	0	0	10	0	0	5	10	0	30	
8:10 AM	0	0	0	0	0	0	0	4	0	0	4	0	0	7	5	0	20	
8:15 AM	0	0	0	0	0	1	0	5	0	0	12	0	0	5	6	0	29	
8:20 AM	0	0	0	0	0	0	0	5	0	0	6	0	0	4	7	0	22	
8:25 AM	0	0	0	0	0	0	0	11	0	0	7	0	0	6	9	0	33	
8:30 AM	0	0	0	0	0	0	0	1	0	0	6	0	0	8	8	0	23	
8:35 AM	0	0	0	0	0	0	0	2	0	0	2	0	0	7	3	0	14	
8:40 AM	0	0	0	0	0	0	0	4	0	0	2	0	0	9	5	0	20	
8:45 AM	0	0	0	0	0	0	0	4	0	0	5	0	0	7	12	0	28	
8:50 AM	0	0	0	0	0	0	0	4	0	0	11	0	0	8	5	0	28	
8:55 AM	0	0	0	0	0	0	0	3	0	0	8	0	0	7	5	0	23	
Count Total	0	0	0	0	0	5	0	119	0	0	176	4	0	162	206	0	672	
Peak Hour	0	0	0	0	0	4	0	72	0	0	108	3	0	83	123	0	393	



# DRAFT

## Traffic Counts - Heavy Vehicles, Bicycles on Road, and Pedestrians/Bicycles on Crosswalk

Interval Start Time	Heavy Vehicles					Interval Start Time	Bicycles on Roadway					Interval Start Time	Pedestrians/Bicycles on Crosswalk				
	EB	NB	WB	SB	Total		EB	NB	WB	SB	Total		EB	NB	WB	SB	Total
7:00 AM	0	0	0	0	0	7:00 AM	0	0	0	0	0	7:00 AM	0	0	0	0	0
7:05 AM	0	1	0	0	1	7:05 AM	0	0	0	0	0	7:05 AM	0	0	0	0	0
7:10 AM	0	1	0	0	1	7:10 AM	0	0	0	1	1	7:10 AM	0	0	0	0	0
7:15 AM	0	0	0	0	0	7:15 AM	0	0	0	0	0	7:15 AM	0	0	0	0	0
7:20 AM	0	0	1	2	3	7:20 AM	0	0	0	0	0	7:20 AM	0	0	0	0	0
7:25 AM	0	0	0	2	2	7:25 AM	0	0	0	0	0	7:25 AM	0	0	0	0	0
7:30 AM	0	0	0	0	0	7:30 AM	0	0	0	0	0	7:30 AM	0	0	0	0	0
7:35 AM	0	0	0	0	0	7:35 AM	0	0	0	0	0	7:35 AM	0	0	0	0	0
7:40 AM	0	0	1	0	1	7:40 AM	0	0	0	0	0	7:40 AM	0	0	0	0	0
7:45 AM	0	1	0	0	1	7:45 AM	0	0	0	1	1	7:45 AM	0	0	0	0	0
7:50 AM	0	0	1	1	2	7:50 AM	0	0	0	0	0	7:50 AM	0	0	0	0	0
7:55 AM	0	1	3	1	5	7:55 AM	0	0	0	0	0	7:55 AM	0	0	1	0	1
8:00 AM	0	0	0	0	0	8:00 AM	0	0	0	0	0	8:00 AM	0	0	0	0	0
8:05 AM	0	0	0	0	0	8:05 AM	0	0	0	0	0	8:05 AM	0	0	0	0	0
8:10 AM	0	0	0	1	1	8:10 AM	0	0	0	0	0	8:10 AM	0	0	0	0	0
8:15 AM	0	0	0	2	2	8:15 AM	0	1	0	0	1	8:15 AM	0	0	0	0	0
8:20 AM	0	0	1	0	1	8:20 AM	0	0	0	0	0	8:20 AM	0	0	0	0	0
8:25 AM	0	0	1	2	3	8:25 AM	0	0	0	0	0	8:25 AM	0	0	0	0	0
8:30 AM	0	0	0	0	0	8:30 AM	0	0	0	0	0	8:30 AM	0	0	0	0	0
8:35 AM	0	0	0	0	0	8:35 AM	0	0	0	0	0	8:35 AM	0	0	0	0	0
8:40 AM	0	0	2	0	2	8:40 AM	0	0	0	0	0	8:40 AM	0	0	0	0	0
8:45 AM	0	0	0	0	0	8:45 AM	0	0	0	1	1	8:45 AM	0	0	0	0	0
8:50 AM	0	0	0	0	0	8:50 AM	0	0	0	0	0	8:50 AM	0	0	0	0	0
8:55 AM	0	0	0	0	0	8:55 AM	0	0	0	0	0	8:55 AM	0	0	0	0	0
Count Total	0	4	10	11	25	Count Total	0	1	0	3	4	Count Total	0	0	1	0	1
Peak Hour	0	3	6	6	15	Peak Hour	0	0	0	2	2	Peak Hour	0	0	1	0	1

**Location:** 5 NW HILL RD & NW FOX RIDGE RD AM

**Date:** Thursday, June 1, 2023

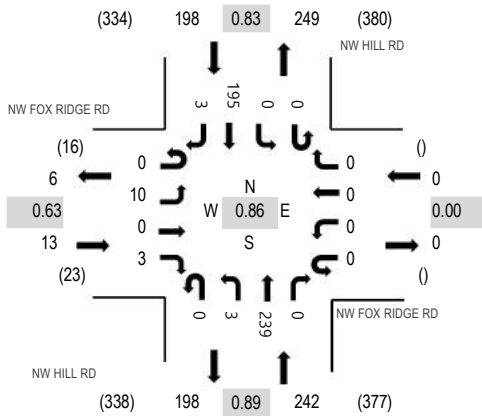
**Peak Hour:** 07:15 AM - 08:15 AM

**Peak 15-Minutes:** 07:45 AM - 08:00 AM

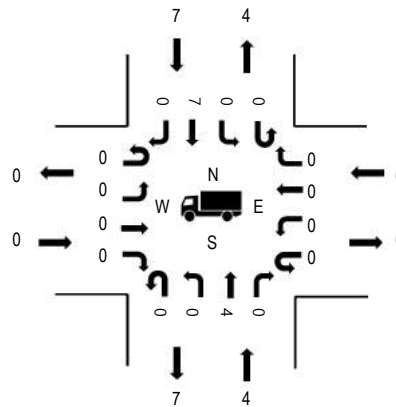
DRAFT

## Peak Hour

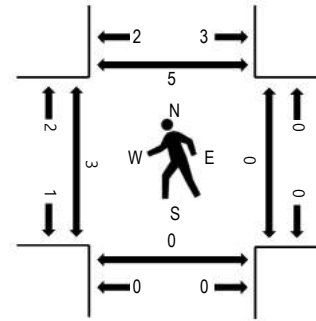
## Motorized Vehicles



## Heavy Vehicles



## Pedestrians



Note: Total study counts contained in parentheses.

	HV%	PHF
EB	0.0%	0.63
WB	0.0%	0.00
NB	1.7%	0.89
SB	3.5%	0.83
All	2.4%	0.86

## Traffic Counts - Motorized Vehicles

Interval Start Time	NW FOX RIDGE RD				NW FOX RIDGE RD				NW HILL RD				NW HILL RD				Total	Rolling Hour
	Eastbound				Westbound				Northbound				Southbound					
	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right		
7:00 AM	0	2	0	0	0	0	0	0	0	1	5	0	0	0	8	0	16	388
7:05 AM	0	0	0	0	0	0	0	0	0	0	14	0	0	0	10	0	24	412
7:10 AM	0	1	0	0	0	0	0	0	0	1	5	0	0	0	13	0	20	431
7:15 AM	0	2	0	0	0	0	0	0	0	0	16	0	0	0	15	0	33	453
7:20 AM	0	0	0	0	0	0	0	0	0	0	18	0	0	0	11	0	29	442
7:25 AM	0	1	0	0	0	0	0	0	0	0	14	0	0	0	10	0	25	444
7:30 AM	0	0	0	0	0	0	0	0	0	0	22	0	0	0	17	0	39	451
7:35 AM	0	0	0	0	0	0	0	0	0	0	20	0	0	0	12	0	32	433
7:40 AM	0	0	0	1	0	0	0	0	0	0	19	0	0	0	18	1	39	414
7:45 AM	0	0	0	1	0	0	0	0	0	1	19	0	0	0	21	0	42	393
7:50 AM	0	1	0	0	0	0	0	0	0	0	24	0	0	0	18	1	44	378
7:55 AM	0	1	0	0	0	0	0	0	0	0	24	0	0	0	20	0	45	361
8:00 AM	0	1	0	0	0	0	0	0	0	0	18	0	0	0	21	0	40	346
8:05 AM	0	2	0	1	0	0	0	0	0	1	22	0	0	0	16	1	43	
8:10 AM	0	2	0	0	0	0	0	0	0	1	23	0	0	0	16	0	42	
8:15 AM	0	0	0	1	0	0	0	0	0	0	10	0	0	0	11	0	22	
8:20 AM	0	1	0	2	0	0	0	0	0	2	11	0	0	0	15	0	31	
8:25 AM	0	0	0	0	0	0	0	0	0	3	17	0	0	0	12	0	32	
8:30 AM	0	0	0	0	0	0	0	0	0	1	10	0	0	0	10	0	21	
8:35 AM	0	0	0	0	0	0	0	0	0	0	5	0	0	0	8	0	13	
8:40 AM	0	1	0	0	0	0	0	0	0	0	5	0	0	0	12	0	18	
8:45 AM	0	0	0	0	0	0	0	0	0	0	10	0	0	0	17	0	27	
8:50 AM	0	0	0	1	0	0	0	0	0	0	18	0	0	0	8	0	27	
8:55 AM	0	0	0	1	0	0	0	0	0	1	16	0	0	0	11	1	30	
Count Total	0	15	0	8	0	0	0	0	0	12	365	0	0	0	330	4	734	
Peak Hour	0	10	0	3	0	0	0	0	0	3	239	0	0	0	195	3	453	

# DRAFT

## Traffic Counts - Heavy Vehicles, Bicycles on Road, and Pedestrians/Bicycles on Crosswalk

Interval Start Time	Heavy Vehicles					Interval Start Time	Bicycles on Roadway					Interval Start Time	Pedestrians/Bicycles on Crosswalk				
	EB	NB	WB	SB	Total		EB	NB	WB	SB	Total		EB	NB	WB	SB	Total
7:00 AM	0	0	0	0	0	7:00 AM	0	0	0	0	0	7:00 AM	0	0	0	0	0
7:05 AM	0	1	0	0	1	7:05 AM	0	0	0	1	1	7:05 AM	1	0	0	0	1
7:10 AM	0	0	0	0	0	7:10 AM	0	0	0	0	0	7:10 AM	0	0	0	2	2
7:15 AM	0	0	0	3	3	7:15 AM	0	0	0	0	0	7:15 AM	2	0	0	3	5
7:20 AM	0	0	0	0	0	7:20 AM	0	0	0	0	0	7:20 AM	0	0	0	0	0
7:25 AM	0	0	0	0	0	7:25 AM	0	0	0	0	0	7:25 AM	0	0	0	0	0
7:30 AM	0	0	0	0	0	7:30 AM	0	0	0	0	0	7:30 AM	0	0	0	0	0
7:35 AM	0	0	0	0	0	7:35 AM	0	0	0	0	0	7:35 AM	0	0	0	0	0
7:40 AM	0	0	0	0	0	7:40 AM	0	0	0	0	0	7:40 AM	0	0	0	0	0
7:45 AM	0	1	0	1	2	7:45 AM	0	0	0	0	0	7:45 AM	0	0	0	0	0
7:50 AM	0	1	0	1	2	7:50 AM	0	0	0	0	0	7:50 AM	1	0	0	1	2
7:55 AM	0	0	0	0	0	7:55 AM	0	0	0	0	0	7:55 AM	0	0	0	0	0
8:00 AM	0	2	0	0	2	8:00 AM	0	0	0	0	0	8:00 AM	0	0	0	0	0
8:05 AM	0	0	0	0	0	8:05 AM	0	0	0	0	0	8:05 AM	0	0	0	1	1
8:10 AM	0	0	0	2	2	8:10 AM	0	0	0	0	0	8:10 AM	0	0	0	0	0
8:15 AM	0	0	0	1	1	8:15 AM	0	0	0	0	0	8:15 AM	0	0	0	0	0
8:20 AM	0	1	0	1	2	8:20 AM	0	0	0	0	0	8:20 AM	0	0	0	0	0
8:25 AM	0	0	0	0	0	8:25 AM	0	0	0	0	0	8:25 AM	0	0	0	0	0
8:30 AM	0	0	0	0	0	8:30 AM	0	0	0	0	0	8:30 AM	0	0	0	1	1
8:35 AM	0	0	0	1	1	8:35 AM	0	0	0	0	0	8:35 AM	0	0	0	0	0
8:40 AM	0	0	0	0	0	8:40 AM	0	0	0	0	0	8:40 AM	2	0	0	2	4
8:45 AM	0	0	0	0	0	8:45 AM	0	0	0	1	1	8:45 AM	2	0	0	0	2
8:50 AM	0	1	0	0	1	8:50 AM	0	0	0	0	0	8:50 AM	0	0	0	0	0
8:55 AM	0	0	0	0	0	8:55 AM	0	0	0	0	0	8:55 AM	0	0	0	0	0
Count Total	0	7	0	10	17	Count Total	0	0	0	2	2	Count Total	8	0	0	10	18
Peak Hour	0	4	0	7	11	Peak Hour	0	0	0	0	0	Peak Hour	3	0	0	5	8



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**Location:** 1 NW HILL RD & NW BAKER CREEK RD PM

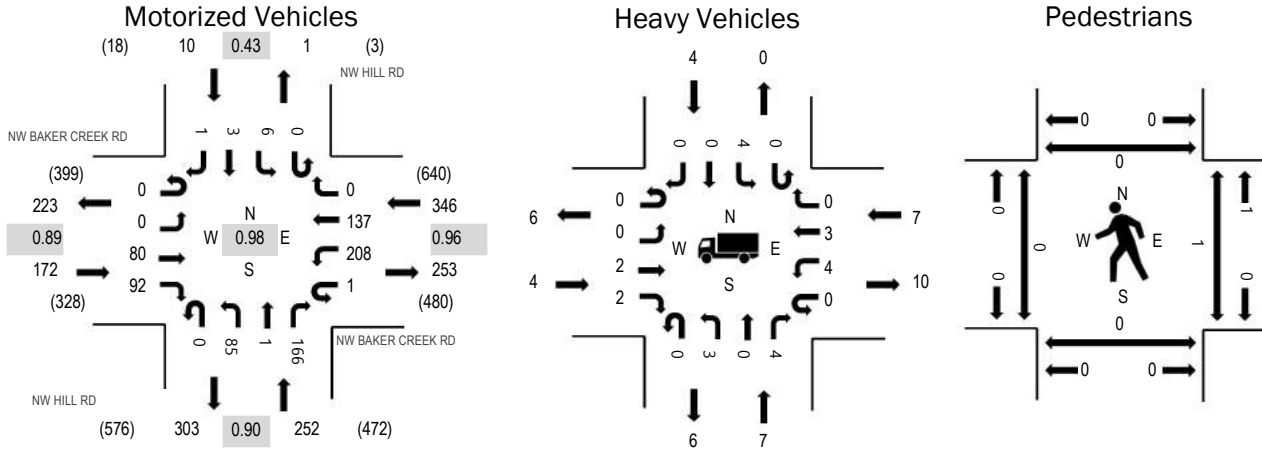
**Date:** Thursday, June 1, 2023

**Peak Hour:** 04:30 PM - 05:30 PM

**Peak 15-Minutes:** 04:45 PM - 05:00 PM

# DRAFT

## Peak Hour



Note: Total study counts contained in parentheses.

	HV%	PHF
EB	2.3%	0.89
WB	2.0%	0.96
NB	2.8%	0.90
SB	40.0%	0.43
All	2.8%	0.98

## Traffic Counts - Motorized Vehicles

Interval Start Time	NW BAKER CREEK RD Eastbound				NW BAKER CREEK RD Westbound				NW HILL RD Northbound				NW HILL RD Southbound				Total	Rolling Hour
	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right		
4:00 PM	0	0	7	6	0	19	11	0	0	6	0	13	0	2	1	0	65	762
4:05 PM	0	0	3	9	0	17	8	0	0	9	0	15	0	0	1	1	63	759
4:10 PM	0	0	13	6	0	20	7	0	0	9	0	10	0	0	0	0	65	760
4:15 PM	0	0	7	8	0	16	6	0	0	7	0	11	0	0	0	0	55	755
4:20 PM	0	0	6	5	0	19	8	0	0	6	0	21	0	1	0	0	66	750
4:25 PM	0	0	6	5	0	12	7	1	0	6	0	10	0	0	0	2	49	753
4:30 PM	0	0	7	7	0	22	12	0	0	9	0	13	0	0	0	0	70	780
4:35 PM	0	0	9	6	0	20	11	0	0	7	0	12	0	0	1	0	66	764
4:40 PM	0	0	4	15	0	14	6	0	0	4	0	20	0	0	0	0	63	747
4:45 PM	0	0	8	6	0	17	15	0	0	7	0	11	0	0	0	0	64	740
4:50 PM	0	0	4	9	0	14	10	0	0	12	0	17	0	1	0	0	67	728
4:55 PM	0	0	12	6	0	18	13	0	0	4	0	16	0	0	0	0	69	726
5:00 PM	0	0	5	8	0	14	16	0	0	8	0	11	0	0	0	0	62	696
5:05 PM	0	0	11	9	0	15	9	0	0	6	1	10	0	1	1	1	64	
5:10 PM	0	0	5	6	0	20	10	0	0	7	0	11	0	1	0	0	60	
5:15 PM	0	0	6	3	1	15	6	0	0	2	0	14	0	3	0	0	50	
5:20 PM	0	0	6	11	0	17	11	0	0	8	0	16	0	0	0	0	69	
5:25 PM	0	0	3	6	0	22	18	0	0	11	0	15	0	0	1	0	76	
5:30 PM	0	0	10	10	0	15	3	0	0	4	0	12	0	0	0	0	54	
5:35 PM	0	0	5	3	0	21	6	0	0	4	0	10	0	0	0	0	49	
5:40 PM	0	0	4	2	0	14	11	0	0	11	1	13	0	0	0	0	56	
5:45 PM	0	0	6	8	0	15	9	0	0	6	0	8	0	0	0	0	52	
5:50 PM	0	0	9	8	0	18	12	0	0	6	0	12	0	0	0	0	65	
5:55 PM	0	0	6	4	0	11	8	0	0	3	0	7	0	0	0	0	39	
Count Total	0	0	162	166	1	405	233	1	0	162	2	308	0	9	5	4	1,458	
Peak Hour	0	0	80	92	1	208	137	0	0	85	1	166	0	6	3	1	780	

# DRAFT

## Traffic Counts - Heavy Vehicles, Bicycles on Road, and Pedestrians/Bicycles on Crosswalk

Interval Start Time	Heavy Vehicles					Interval Start Time	Bicycles on Roadway					Interval Start Time	Pedestrians/Bicycles on Crosswalk				
	EB	NB	WB	SB	Total		EB	NB	WB	SB	Total		EB	NB	WB	SB	Total
4:00 PM	0	0	1	0	1	4:00 PM	0	0	0	0	0	4:00 PM	0	0	0	0	0
4:05 PM	0	1	0	1	2	4:05 PM	0	0	0	0	0	4:05 PM	0	0	0	0	0
4:10 PM	2	1	1	0	4	4:10 PM	0	0	0	0	0	4:10 PM	0	0	0	0	0
4:15 PM	0	0	1	0	1	4:15 PM	0	0	0	0	0	4:15 PM	0	0	0	0	0
4:20 PM	0	1	0	0	1	4:20 PM	0	0	1	0	1	4:20 PM	0	0	0	0	0
4:25 PM	1	0	1	0	2	4:25 PM	0	0	0	0	0	4:25 PM	0	0	0	0	0
4:30 PM	0	2	2	0	4	4:30 PM	0	0	0	0	0	4:30 PM	0	0	0	0	0
4:35 PM	1	1	0	0	2	4:35 PM	0	0	0	0	0	4:35 PM	0	0	0	0	0
4:40 PM	1	1	0	0	2	4:40 PM	0	0	0	0	0	4:40 PM	0	0	0	0	0
4:45 PM	0	0	2	0	2	4:45 PM	0	0	0	0	0	4:45 PM	0	0	0	0	0
4:50 PM	1	1	1	0	3	4:50 PM	0	0	0	0	0	4:50 PM	0	0	0	0	0
4:55 PM	1	0	0	0	1	4:55 PM	0	0	0	0	0	4:55 PM	0	0	0	0	0
5:00 PM	0	0	0	0	0	5:00 PM	0	0	0	0	0	5:00 PM	0	0	0	0	0
5:05 PM	0	0	0	0	0	5:05 PM	0	0	0	0	0	5:05 PM	0	0	0	0	0
5:10 PM	0	0	1	1	2	5:10 PM	0	0	0	0	0	5:10 PM	0	0	1	0	1
5:15 PM	0	0	0	3	3	5:15 PM	0	0	0	0	0	5:15 PM	0	0	0	0	0
5:20 PM	0	1	0	0	1	5:20 PM	0	0	0	0	0	5:20 PM	0	0	0	0	0
5:25 PM	0	1	1	0	2	5:25 PM	0	0	0	0	0	5:25 PM	0	0	0	0	0
5:30 PM	0	0	0	0	0	5:30 PM	0	0	0	0	0	5:30 PM	0	0	0	0	0
5:35 PM	1	0	1	0	2	5:35 PM	0	0	0	0	0	5:35 PM	0	0	0	0	0
5:40 PM	0	0	1	0	1	5:40 PM	0	0	0	0	0	5:40 PM	0	0	0	0	0
5:45 PM	1	0	1	0	2	5:45 PM	0	0	0	0	0	5:45 PM	0	0	0	0	0
5:50 PM	0	0	0	0	0	5:50 PM	0	0	0	0	0	5:50 PM	0	0	0	0	0
5:55 PM	0	0	0	0	0	5:55 PM	0	1	0	0	1	5:55 PM	0	0	0	0	0
Count Total	9	10	14	5	38	Count Total	0	1	1	0	2	Count Total	0	0	1	0	1
Peak Hour	4	7	7	4	22	Peak Hour	0	0	0	0	0	Peak Hour	0	0	1	0	1

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**Location:** 2 NW HILL RD & NW WALLACE RD PM

**Date:** Thursday, June 1, 2023

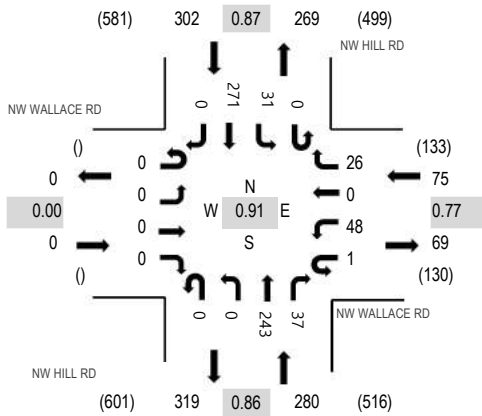
**Peak Hour:** 04:35 PM - 05:35 PM

**Peak 15-Minutes:** 05:20 PM - 05:35 PM

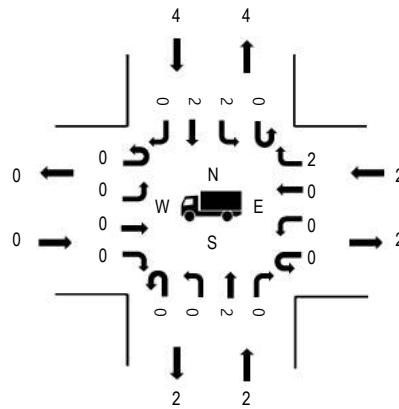
DRAFT

## Peak Hour

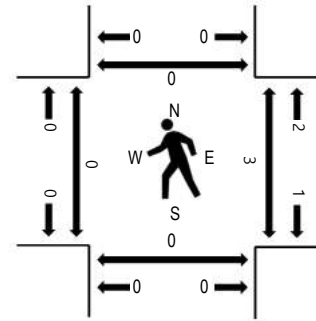
## Motorized Vehicles



## Heavy Vehicles



## Pedestrians



Note: Total study counts contained in parentheses.

	HV%	PHF
EB	0.0%	0.00
WB	2.7%	0.77
NB	0.7%	0.86
SB	1.3%	0.87
All	1.2%	0.91

## Traffic Counts - Motorized Vehicles

Interval Start Time	NW WALLACE RD Eastbound				NW WALLACE RD Westbound				NW HILL RD Northbound				NW HILL RD Southbound				Total	Rolling Hour
	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right		
4:00 PM	0	0	0	0	0	0	0	1	0	0	17	5	1	3	15	0	42	624
4:05 PM	0	0	0	0	0	4	0	3	0	0	23	1	0	3	19	0	53	640
4:10 PM	0	0	0	0	0	4	0	0	0	0	20	1	0	5	24	0	54	645
4:15 PM	0	0	0	0	0	8	0	4	0	0	15	3	0	3	21	0	54	643
4:20 PM	0	0	0	0	0	2	0	2	0	0	22	2	0	2	26	0	56	632
4:25 PM	0	0	0	0	0	3	0	2	0	0	15	4	0	1	17	0	42	635
4:30 PM	0	0	0	0	0	3	0	5	0	0	18	3	0	1	27	0	57	655
4:35 PM	0	0	0	0	0	3	0	3	0	0	17	2	0	3	24	0	52	657
4:40 PM	0	0	0	0	0	2	0	2	0	0	24	1	0	4	28	0	61	646
4:45 PM	0	0	0	0	0	5	0	3	0	0	14	4	0	1	20	0	47	631
4:50 PM	0	0	0	0	0	2	0	3	0	0	30	4	0	3	14	0	56	623
4:55 PM	0	0	0	0	0	2	0	0	0	0	20	3	0	1	24	0	50	624
5:00 PM	0	0	0	0	0	4	0	4	0	0	20	5	0	2	23	0	58	606
5:05 PM	0	0	0	0	0	6	0	3	0	0	15	5	0	5	24	0	58	
5:10 PM	0	0	0	0	1	5	0	3	0	0	15	2	0	3	23	0	52	
5:15 PM	0	0	0	0	0	3	0	0	0	0	19	1	0	1	19	0	43	
5:20 PM	0	0	0	0	0	5	0	1	0	0	25	2	0	2	24	0	59	
5:25 PM	0	0	0	0	0	3	0	2	0	0	26	4	0	2	25	0	62	
5:30 PM	0	0	0	0	0	8	0	2	0	0	18	4	0	4	23	0	59	
5:35 PM	0	0	0	0	0	0	0	0	0	0	17	3	0	3	18	0	41	
5:40 PM	0	0	0	0	0	1	0	3	0	0	22	2	0	1	17	0	46	
5:45 PM	0	0	0	0	0	5	0	2	0	0	10	1	0	3	18	0	39	
5:50 PM	0	0	0	0	0	5	0	1	0	0	18	1	0	6	26	0	57	
5:55 PM	0	0	0	0	0	0	0	0	0	0	9	4	0	0	19	0	32	
Count Total	0	0	0	0	1	83	0	49	0	0	449	67	1	62	518	0	1,230	
Peak Hour	0	0	0	0	1	48	0	26	0	0	243	37	0	31	271	0	657	



# DRAFT

## Traffic Counts - Heavy Vehicles, Bicycles on Road, and Pedestrians/Bicycles on Crosswalk

Interval Start Time	Heavy Vehicles					Interval Start Time	Bicycles on Roadway					Interval Start Time	Pedestrians/Bicycles on Crosswalk				
	EB	NB	WB	SB	Total		EB	NB	WB	SB	Total		EB	NB	WB	SB	Total
4:00 PM	0	1	0	1	2	4:00 PM	0	0	0	0	0	4:00 PM	0	0	0	0	0
4:05 PM	0	0	0	1	1	4:05 PM	0	0	0	0	0	4:05 PM	0	0	0	0	0
4:10 PM	0	0	0	1	1	4:10 PM	0	0	0	0	0	4:10 PM	0	0	0	0	0
4:15 PM	0	0	0	1	1	4:15 PM	0	0	0	0	0	4:15 PM	0	0	0	0	0
4:20 PM	0	0	0	0	0	4:20 PM	0	0	0	0	0	4:20 PM	0	0	0	0	0
4:25 PM	0	0	1	0	1	4:25 PM	0	0	0	0	0	4:25 PM	0	0	0	0	0
4:30 PM	0	1	1	1	3	4:30 PM	0	0	0	0	0	4:30 PM	0	0	0	0	0
4:35 PM	0	1	0	0	1	4:35 PM	0	0	0	0	0	4:35 PM	0	0	0	0	0
4:40 PM	0	0	1	1	2	4:40 PM	0	0	0	0	0	4:40 PM	0	0	0	0	0
4:45 PM	0	0	0	1	1	4:45 PM	0	0	0	0	0	4:45 PM	0	0	0	0	0
4:50 PM	0	0	1	0	1	4:50 PM	0	0	0	0	0	4:50 PM	0	0	0	0	0
4:55 PM	0	0	0	1	1	4:55 PM	0	0	0	0	0	4:55 PM	0	0	1	0	1
5:00 PM	0	0	0	0	0	5:00 PM	0	0	0	0	0	5:00 PM	0	0	0	0	0
5:05 PM	0	0	0	0	0	5:05 PM	0	0	0	0	0	5:05 PM	0	0	0	0	0
5:10 PM	0	0	0	1	1	5:10 PM	0	0	0	0	0	5:10 PM	0	0	1	0	1
5:15 PM	0	0	0	0	0	5:15 PM	0	0	0	0	0	5:15 PM	0	0	0	0	0
5:20 PM	0	0	0	0	0	5:20 PM	0	2	0	0	2	5:20 PM	0	0	0	0	0
5:25 PM	0	1	0	0	1	5:25 PM	0	0	0	0	0	5:25 PM	0	0	1	0	1
5:30 PM	0	0	0	0	0	5:30 PM	0	0	0	0	0	5:30 PM	0	0	0	0	0
5:35 PM	0	0	0	1	1	5:35 PM	0	0	0	0	0	5:35 PM	0	0	0	0	0
5:40 PM	0	0	0	0	0	5:40 PM	0	0	0	0	0	5:40 PM	0	0	0	0	0
5:45 PM	0	0	1	1	2	5:45 PM	0	0	0	0	0	5:45 PM	0	0	0	0	0
5:50 PM	0	0	0	1	1	5:50 PM	0	0	0	0	0	5:50 PM	0	0	0	0	0
5:55 PM	0	0	0	0	0	5:55 PM	0	0	0	0	0	5:55 PM	0	0	0	0	0
Count Total	0	4	5	12	21	Count Total	0	2	0	0	2	Count Total	0	0	3	0	3
Peak Hour	0	2	2	4	8	Peak Hour	0	2	0	0	2	Peak Hour	0	0	3	0	3

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**Location:** 3 NW HILL RD & SW 2ND ST PM

**Date:** Thursday, June 1, 2023

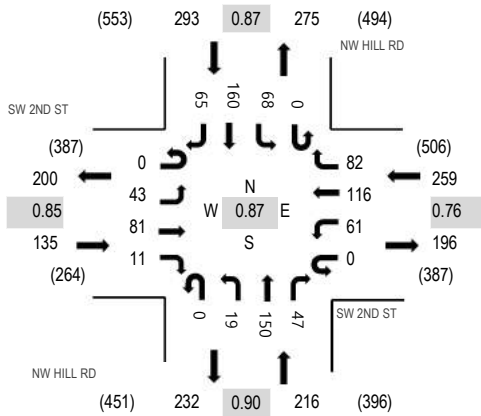
**Peak Hour:** 04:30 PM - 05:30 PM

**Peak 15-Minutes:** 05:10 PM - 05:25 PM

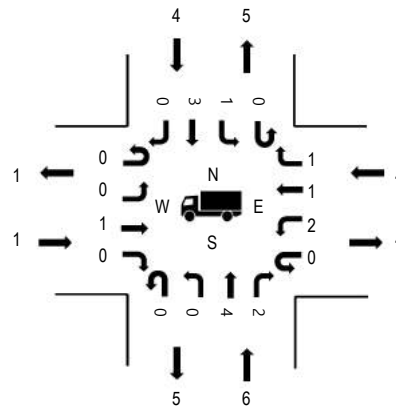
DRAFT

## Peak Hour

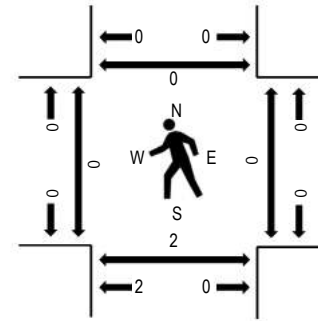
## Motorized Vehicles



## Heavy Vehicles



## Pedestrians



Note: Total study counts contained in parentheses.

	HV%	PHF
EB	0.7%	0.85
WB	1.5%	0.76
NB	2.8%	0.90
SB	1.4%	0.87
All	1.7%	0.87

## Traffic Counts - Motorized Vehicles

Interval Start Time	SW 2ND ST Eastbound				SW 2ND ST Westbound				NW HILL RD Northbound				NW HILL RD Southbound				Total	Rolling Hour
	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right		
4:00 PM	0	4	6	4	0	5	12	2	0	1	13	6	0	3	10	2	68	859
4:05 PM	0	2	6	3	0	5	7	7	0	1	13	0	0	7	10	3	64	858
4:10 PM	0	1	6	1	0	5	11	8	0	3	10	5	0	6	14	7	77	862
4:15 PM	0	4	7	3	0	2	6	10	0	1	11	6	0	9	14	5	78	874
4:20 PM	0	3	9	1	0	7	13	8	0	3	6	4	0	6	13	4	77	884
4:25 PM	0	2	5	2	0	2	8	5	0	2	13	5	0	4	8	5	61	890
4:30 PM	0	2	4	1	0	7	12	7	0	2	11	7	0	5	12	4	74	903
4:35 PM	0	1	4	1	0	9	9	6	0	0	13	5	0	3	19	9	79	899
4:40 PM	0	6	7	1	0	5	12	3	0	3	12	7	0	3	19	10	88	899
4:45 PM	0	3	4	1	0	3	5	7	0	0	7	4	0	4	8	6	52	861
4:50 PM	0	1	9	0	0	5	4	8	0	1	17	3	0	2	8	5	63	874
4:55 PM	0	5	6	3	0	4	7	7	0	4	15	2	0	5	14	6	78	870
5:00 PM	0	0	11	2	0	3	6	7	0	1	14	2	0	6	13	2	67	860
5:05 PM	0	4	7	0	0	5	9	3	0	2	10	2	0	8	12	6	68	
5:10 PM	0	1	8	0	0	5	21	10	0	1	13	3	0	10	14	3	89	
5:15 PM	0	6	8	1	0	6	15	7	0	3	11	3	0	9	14	5	88	
5:20 PM	0	6	6	0	0	5	8	9	0	0	13	6	0	7	18	5	83	
5:25 PM	0	8	7	1	0	4	8	8	0	2	14	3	0	6	9	4	74	
5:30 PM	0	2	5	1	0	6	14	0	0	3	10	5	0	8	12	4	70	
5:35 PM	0	8	8	1	0	10	14	5	0	1	7	2	0	4	16	3	79	
5:40 PM	0	2	1	0	0	2	8	7	0	2	11	3	0	3	9	2	50	
5:45 PM	0	5	3	1	0	9	10	4	0	1	8	3	0	6	10	5	65	
5:50 PM	0	2	9	0	0	2	3	8	0	1	4	7	0	8	11	4	59	
5:55 PM	0	5	7	0	0	8	10	4	0	1	5	3	0	6	12	7	68	
Count Total	0	83	153	28	0	124	232	150	0	39	261	96	0	138	299	116	1,719	
Peak Hour	0	43	81	11	0	61	116	82	0	19	150	47	0	68	160	65	903	

# DRAFT

## Traffic Counts - Heavy Vehicles, Bicycles on Road, and Pedestrians/Bicycles on Crosswalk

Interval Start Time	Heavy Vehicles					Interval Start Time	Bicycles on Roadway					Interval Start Time	Pedestrians/Bicycles on Crosswalk				
	EB	NB	WB	SB	Total		EB	NB	WB	SB	Total		EB	NB	WB	SB	Total
4:00 PM	2	1	1	1	5	4:00 PM	0	0	0	0	0	4:00 PM	0	1	0	0	1
4:05 PM	0	0	1	0	1	4:05 PM	0	0	0	0	0	4:05 PM	0	0	0	0	0
4:10 PM	0	1	0	0	1	4:10 PM	0	0	0	0	0	4:10 PM	0	0	0	0	0
4:15 PM	0	0	0	1	1	4:15 PM	0	0	0	0	0	4:15 PM	0	0	0	0	0
4:20 PM	0	0	0	0	0	4:20 PM	0	0	0	0	0	4:20 PM	0	1	0	0	1
4:25 PM	1	0	0	0	1	4:25 PM	0	0	0	0	0	4:25 PM	0	0	0	0	0
4:30 PM	0	1	2	1	4	4:30 PM	0	0	0	0	0	4:30 PM	0	0	0	0	0
4:35 PM	0	1	0	1	2	4:35 PM	0	0	0	0	0	4:35 PM	0	0	0	0	0
4:40 PM	0	0	0	0	0	4:40 PM	1	0	0	0	1	4:40 PM	0	3	0	0	3
4:45 PM	0	0	1	1	2	4:45 PM	0	0	0	0	0	4:45 PM	0	0	0	0	0
4:50 PM	1	0	0	0	1	4:50 PM	0	0	0	0	0	4:50 PM	0	1	0	0	1
4:55 PM	0	1	0	1	2	4:55 PM	0	0	0	0	0	4:55 PM	0	1	0	0	1
5:00 PM	0	0	0	0	0	5:00 PM	0	0	0	0	0	5:00 PM	0	0	0	0	0
5:05 PM	0	0	0	0	0	5:05 PM	0	0	0	0	0	5:05 PM	0	0	0	0	0
5:10 PM	0	1	0	0	1	5:10 PM	0	0	0	0	0	5:10 PM	0	0	0	0	0
5:15 PM	0	0	1	0	1	5:15 PM	0	0	0	0	0	5:15 PM	0	0	0	1	1
5:20 PM	0	2	0	0	2	5:20 PM	0	0	0	0	0	5:20 PM	0	0	0	0	0
5:25 PM	0	0	0	0	0	5:25 PM	0	0	0	0	0	5:25 PM	1	0	0	1	2
5:30 PM	0	0	0	0	0	5:30 PM	0	0	0	0	0	5:30 PM	0	0	0	0	0
5:35 PM	0	0	0	0	0	5:35 PM	0	0	0	0	0	5:35 PM	0	0	0	0	0
5:40 PM	0	0	0	1	1	5:40 PM	0	0	0	0	0	5:40 PM	0	0	0	0	0
5:45 PM	0	0	2	1	3	5:45 PM	0	0	0	0	0	5:45 PM	0	0	0	0	0
5:50 PM	2	0	0	1	3	5:50 PM	0	0	0	0	0	5:50 PM	0	0	0	0	0
5:55 PM	0	1	1	0	2	5:55 PM	0	0	0	0	0	5:55 PM	0	0	0	0	0
Count Total	6	9	9	9	33	Count Total	1	0	0	0	1	Count Total	1	7	0	2	10
Peak Hour	1	6	4	4	15	Peak Hour	1	0	0	0	1	Peak Hour	1	5	0	2	8



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Location: 4 NW HILL RD & SW FELLOWS ST PM

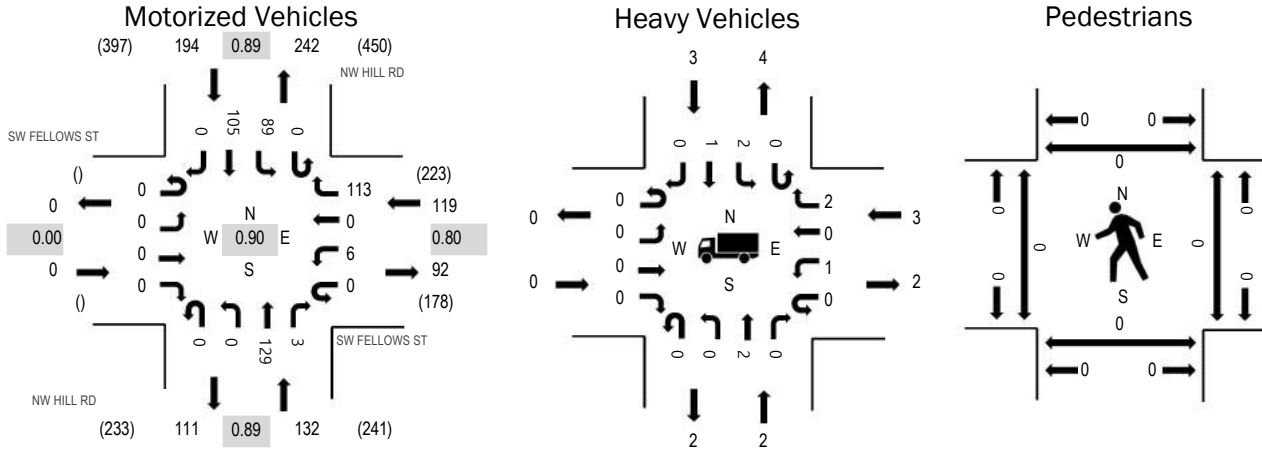
Date: Thursday, June 1, 2023

Peak Hour: 04:20 PM - 05:20 PM

Peak 15-Minutes: 05:05 PM - 05:20 PM

# DRAFT

## Peak Hour



Note: Total study counts contained in parentheses.

	HV%	PHF
EB	0.0%	0.00
WB	2.5%	0.80
NB	1.5%	0.89
SB	1.5%	0.89
All	1.8%	0.90

## Traffic Counts - Motorized Vehicles

Interval Start Time	SW FELLOWS ST Eastbound				SW FELLOWS ST Westbound				NW HILL RD Northbound				NW HILL RD Southbound				Total	Rolling Hour
	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right		
4:00 PM	0	0	0	0	0	0	0	10	0	0	13	1	0	11	5	0	40	435
4:05 PM	0	0	0	0	0	0	0	10	0	0	5	0	0	8	12	0	35	429
4:10 PM	0	0	0	0	0	0	0	12	0	0	7	1	0	7	8	0	35	434
4:15 PM	0	0	0	0	0	1	0	5	0	0	12	0	0	10	9	0	37	441
4:20 PM	0	0	0	0	0	0	0	14	0	0	7	0	0	7	16	0	44	445
4:25 PM	0	0	0	0	0	0	0	6	0	0	13	0	0	4	10	0	33	432
4:30 PM	0	0	0	0	0	0	0	10	0	0	11	1	0	4	5	0	31	428
4:35 PM	0	0	0	0	0	1	0	7	0	0	12	0	0	7	11	0	38	436
4:40 PM	0	0	0	0	0	0	0	5	0	0	13	0	0	9	13	0	40	435
4:45 PM	0	0	0	0	0	2	0	6	0	0	8	1	0	5	8	0	30	429
4:50 PM	0	0	0	0	0	1	0	14	0	0	10	0	0	8	5	0	38	430
4:55 PM	0	0	0	0	0	0	0	9	0	0	12	0	0	4	9	0	34	426
5:00 PM	0	0	0	0	0	1	0	10	0	0	8	0	0	8	7	0	34	426
5:05 PM	0	0	0	0	0	1	0	11	0	0	10	0	0	7	11	0	40	
5:10 PM	0	0	0	0	0	0	0	14	0	0	12	1	0	11	4	0	42	
5:15 PM	0	0	0	0	0	0	0	7	0	0	13	0	0	15	6	0	41	
5:20 PM	0	0	0	0	0	0	0	9	0	0	7	0	0	6	9	0	31	
5:25 PM	0	0	0	0	0	0	0	5	0	0	11	0	0	5	8	0	29	
5:30 PM	0	0	0	0	0	0	0	10	0	0	11	0	0	8	10	0	39	
5:35 PM	0	0	0	0	0	0	0	8	0	0	7	0	0	6	16	0	37	
5:40 PM	0	0	0	0	0	0	0	7	0	0	9	1	0	8	9	0	34	
5:45 PM	0	0	0	0	0	0	0	6	0	0	10	0	0	4	11	0	31	
5:50 PM	0	0	0	0	0	0	0	11	0	0	8	0	0	3	12	0	34	
5:55 PM	0	0	0	0	0	0	0	10	0	0	5	1	0	6	12	0	34	
Count Total	0	0	0	0	0	7	0	216	0	0	234	7	0	171	226	0	861	
Peak Hour	0	0	0	0	0	6	0	113	0	0	129	3	0	89	105	0	445	

# DRAFT

## Traffic Counts - Heavy Vehicles, Bicycles on Road, and Pedestrians/Bicycles on Crosswalk

Interval Start Time	Heavy Vehicles					Interval Start Time	Bicycles on Roadway					Interval Start Time	Pedestrians/Bicycles on Crosswalk				
	EB	NB	WB	SB	Total		EB	NB	WB	SB	Total		EB	NB	WB	SB	Total
4:00 PM	0	0	0	1	1	4:00 PM	0	0	0	0	0	4:00 PM	0	0	0	0	0
4:05 PM	0	0	0	1	1	4:05 PM	0	0	0	0	0	4:05 PM	0	0	0	0	0
4:10 PM	0	0	0	0	0	4:10 PM	0	0	0	0	0	4:10 PM	0	0	0	0	0
4:15 PM	0	0	2	1	3	4:15 PM	0	0	0	0	0	4:15 PM	0	0	0	0	0
4:20 PM	0	0	0	1	1	4:20 PM	0	0	0	0	0	4:20 PM	0	0	0	0	0
4:25 PM	0	0	0	1	1	4:25 PM	0	0	0	0	0	4:25 PM	0	0	0	0	0
4:30 PM	0	0	0	0	0	4:30 PM	0	0	0	0	0	4:30 PM	0	0	0	0	0
4:35 PM	0	0	0	0	0	4:35 PM	0	0	0	0	0	4:35 PM	0	0	0	0	0
4:40 PM	0	0	0	0	0	4:40 PM	0	0	0	1	1	4:40 PM	0	0	0	0	0
4:45 PM	0	0	0	0	0	4:45 PM	0	0	0	0	0	4:45 PM	0	0	0	0	0
4:50 PM	0	0	2	0	2	4:50 PM	0	0	0	0	0	4:50 PM	0	0	0	0	0
4:55 PM	0	0	0	1	1	4:55 PM	0	0	0	0	0	4:55 PM	0	0	0	0	0
5:00 PM	0	0	0	0	0	5:00 PM	0	0	0	0	0	5:00 PM	0	0	0	0	0
5:05 PM	0	0	0	0	0	5:05 PM	0	0	0	0	0	5:05 PM	0	0	0	0	0
5:10 PM	0	2	0	0	2	5:10 PM	0	0	0	0	0	5:10 PM	0	0	0	0	0
5:15 PM	0	0	1	0	1	5:15 PM	0	0	0	0	0	5:15 PM	0	0	0	0	0
5:20 PM	0	0	0	0	0	5:20 PM	0	0	0	1	1	5:20 PM	0	0	0	0	0
5:25 PM	0	1	0	0	1	5:25 PM	0	0	0	0	0	5:25 PM	0	0	0	0	0
5:30 PM	0	0	0	0	0	5:30 PM	0	0	0	0	0	5:30 PM	0	0	0	0	0
5:35 PM	0	0	0	0	0	5:35 PM	0	0	0	0	0	5:35 PM	0	0	0	0	0
5:40 PM	0	0	0	1	1	5:40 PM	0	0	0	0	0	5:40 PM	0	0	0	0	0
5:45 PM	0	1	0	1	2	5:45 PM	0	0	0	0	0	5:45 PM	0	0	0	0	0
5:50 PM	0	0	0	0	0	5:50 PM	0	0	0	0	0	5:50 PM	0	0	0	0	0
5:55 PM	0	0	0	0	0	5:55 PM	0	0	0	0	0	5:55 PM	0	0	0	0	0
Count Total	0	4	5	8	17	Count Total	0	0	0	2	2	Count Total	0	0	0	0	0
Peak Hour	0	2	3	3	8	Peak Hour	0	0	0	1	1	Peak Hour	0	0	0	0	0



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Location: 5 NW HILL RD & NW FOX RIDGE RD PM

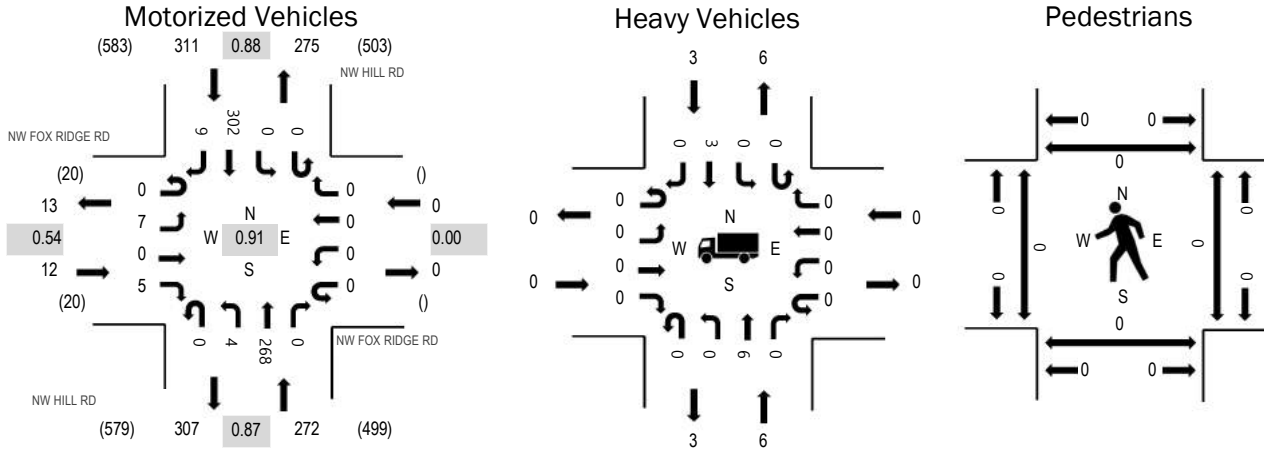
Date: Thursday, June 1, 2023

Peak Hour: 04:35 PM - 05:35 PM

Peak 15-Minutes: 05:20 PM - 05:35 PM

# DRAFT

## Peak Hour



Note: Total study counts contained in parentheses.

	HV%	PHF
EB	0.0%	0.54
WB	0.0%	0.00
NB	2.2%	0.87
SB	1.0%	0.88
All	1.5%	0.91

## Traffic Counts - Motorized Vehicles

Interval Start Time	NW FOX RIDGE RD Eastbound				NW FOX RIDGE RD Westbound				NW HILL RD Northbound				NW HILL RD Southbound				Total	Rolling Hour
	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right	U-Turn	Left	Thru	Right		
4:00 PM	0	0	0	0	0	0	0	0	0	0	23	0	0	0	14	0	37	552
4:05 PM	0	0	0	0	0	0	0	0	0	0	23	0	0	0	21	0	44	566
4:10 PM	0	0	0	0	0	0	0	0	0	0	18	0	0	0	30	0	48	572
4:15 PM	0	0	0	0	0	0	0	0	0	0	21	0	0	0	23	1	45	569
4:20 PM	0	0	0	0	0	0	0	0	0	0	20	0	0	0	31	0	51	570
4:25 PM	0	1	0	0	0	0	0	0	0	0	20	0	0	0	16	1	38	576
4:30 PM	0	0	0	2	0	0	0	0	0	0	18	0	0	0	28	1	49	593
4:35 PM	0	0	0	1	0	0	0	0	0	0	22	0	0	0	26	0	49	595
4:40 PM	0	1	0	0	0	0	0	0	0	0	21	0	0	0	27	1	50	588
4:45 PM	0	1	0	0	0	0	0	0	0	0	19	0	0	0	22	1	43	578
4:50 PM	0	0	0	0	0	0	0	0	0	0	31	0	0	0	14	1	46	573
4:55 PM	0	1	0	0	0	0	0	0	0	2	20	0	0	0	29	0	52	567
5:00 PM	0	1	0	1	0	0	0	0	0	0	25	0	0	0	23	1	51	550
5:05 PM	0	0	0	0	0	0	0	0	0	1	17	0	0	0	31	1	50	
5:10 PM	0	0	0	0	0	0	0	0	0	1	20	0	0	0	23	1	45	
5:15 PM	0	0	0	0	0	0	0	0	0	0	24	0	0	0	21	1	46	
5:20 PM	0	2	0	1	0	0	0	0	0	0	23	0	0	0	30	1	57	
5:25 PM	0	1	0	1	0	0	0	0	0	0	25	0	0	0	27	1	55	
5:30 PM	0	0	0	1	0	0	0	0	0	0	21	0	0	0	29	0	51	
5:35 PM	0	1	0	0	0	0	0	0	0	1	21	0	0	0	19	0	42	
5:40 PM	0	0	0	0	0	0	0	0	0	1	20	0	0	0	19	0	40	
5:45 PM	0	0	0	2	0	0	0	0	0	0	15	0	0	0	21	0	38	
5:50 PM	0	0	0	0	0	0	0	0	0	0	13	0	0	0	25	2	40	
5:55 PM	0	1	0	1	0	0	0	0	0	0	13	0	0	0	20	0	35	
Count Total	0	10	0	10	0	0	0	0	0	6	493	0	0	0	569	14	1,102	
Peak Hour	0	7	0	5	0	0	0	0	0	4	268	0	0	0	302	9	595	



# Traffic Counts - Heavy Vehicles, Bicycles on Road, and Pedestrians/Bicycles on Crosswalk

DRAFT

Interval Start Time	Heavy Vehicles					Interval Start Time	Bicycles on Roadway					Interval Start Time	Pedestrians/Bicycles on Crosswalk				
	EB	NB	WB	SB	Total		EB	NB	WB	SB	Total		EB	NB	WB	SB	Total
4:00 PM	0	1	0	1	2	4:00 PM	0	0	0	0	0	4:00 PM	0	0	0	0	0
4:05 PM	0	0	0	0	0	4:05 PM	0	0	0	0	0	4:05 PM	0	0	0	0	0
4:10 PM	0	0	0	0	0	4:10 PM	0	0	0	0	0	4:10 PM	0	0	0	0	0
4:15 PM	0	0	0	2	2	4:15 PM	0	0	0	0	0	4:15 PM	0	0	0	0	0
4:20 PM	0	0	0	0	0	4:20 PM	0	0	0	0	0	4:20 PM	0	0	0	0	0
4:25 PM	0	0	0	1	1	4:25 PM	0	0	0	0	0	4:25 PM	0	0	0	0	0
4:30 PM	1	1	0	1	3	4:30 PM	0	0	0	0	0	4:30 PM	0	0	0	2	2
4:35 PM	0	2	0	0	2	4:35 PM	0	0	0	0	0	4:35 PM	0	0	0	0	0
4:40 PM	0	0	0	0	0	4:40 PM	0	0	0	0	0	4:40 PM	0	0	0	0	0
4:45 PM	0	0	0	1	1	4:45 PM	0	0	0	0	0	4:45 PM	0	0	0	0	0
4:50 PM	0	0	0	0	0	4:50 PM	0	0	0	0	0	4:50 PM	0	0	0	0	0
4:55 PM	0	0	0	1	1	4:55 PM	0	0	0	0	0	4:55 PM	0	0	0	2	2
5:00 PM	0	0	0	1	1	5:00 PM	0	0	0	0	0	5:00 PM	0	0	0	0	0
5:05 PM	0	1	0	0	1	5:05 PM	0	0	0	0	0	5:05 PM	0	0	0	0	0
5:10 PM	0	1	0	0	1	5:10 PM	0	0	0	0	0	5:10 PM	0	0	0	0	0
5:15 PM	0	0	0	0	0	5:15 PM	0	0	0	0	0	5:15 PM	0	0	0	0	0
5:20 PM	0	2	0	0	2	5:20 PM	0	0	0	0	0	5:20 PM	0	0	0	0	0
5:25 PM	0	0	0	0	0	5:25 PM	0	0	0	0	0	5:25 PM	0	0	0	0	0
5:30 PM	0	0	0	0	0	5:30 PM	0	1	0	0	1	5:30 PM	0	0	0	0	0
5:35 PM	0	0	0	1	1	5:35 PM	0	0	0	0	0	5:35 PM	0	0	0	0	0
5:40 PM	0	0	0	0	0	5:40 PM	0	0	0	0	0	5:40 PM	0	0	0	0	0
5:45 PM	0	0	0	1	1	5:45 PM	0	0	0	0	0	5:45 PM	0	0	0	0	0
5:50 PM	0	0	0	1	1	5:50 PM	0	0	0	0	0	5:50 PM	0	0	0	0	0
5:55 PM	0	0	0	0	0	5:55 PM	0	0	0	0	0	5:55 PM	0	0	0	0	0
Count Total	1	8	0	11	20	Count Total	0	1	0	0	1	Count Total	0	0	0	4	4
Peak Hour	0	6	0	3	9	Peak Hour	0	1	0	0	1	Peak Hour	0	0	0	2	2

## LOS DESCRIPTION

---

## TRAFFIC LEVELS OF SERVICE

Analysis of traffic volumes is useful in understanding the general nature of traffic in an area, but by itself indicates neither the ability of the street network to carry additional traffic nor the quality of service afforded by the street facilities. For this, the concept of level of service has been developed to subjectively describe traffic performance. Level of service can be measured at intersections and along key roadway segments.

Levels of service categories are similar to report card ratings for traffic performance. Intersections are typically the controlling bottlenecks of traffic flow and the ability of a roadway system to carry traffic efficiently is generally diminished in their vicinities. Levels of Service A, B and C indicate conditions where traffic moves without significant delays over periods of peak travel demand. Level of service D and E are progressively worse peak hour operating conditions and F conditions represent where demand exceeds the capacity of an intersection. Most urban communities set level of service D as the minimum acceptable level of service for peak hour operation and plan for level of service C or better for all other times of the day. The Highway Capacity Manual provides level of service calculation methodology for both intersections and arterials<sup>1</sup>. The following two sections provide interpretations of the analysis approaches.

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<sup>1</sup> 2000 *Highway Capacity Manual*, Transportation Research Board, Washington D.C., 2000, Chapter 16 and 17.

**UNSIGNALIZED INTERSECTIONS (Two-Way Stop Controlled)**

Unsignalized intersection level of service is reported for the major street and minor street (generally, left turn movements). The method assesses available and critical gaps in the traffic stream which make it possible for side street traffic to enter the main street flow. The 2010 Highway Capacity Manual describes the detailed methodology. It is not unusual for an intersection to experience level of service E or F conditions for the minor street left turn movement. It should be understood that, often, a poor level of service is experienced by only a few vehicles and the intersection as a whole operates acceptably.

Unsignalized intersection levels of service are described in the following table.

***Level-of-Service Criteria: Automobile Mode***

Control Delay (s/vehicle)	LOS by Volume-to-Capacity Ratio	
	$v/c \leq 1.0$	$v/c > 1.0$
0-10	A	F
>10-15	B	F
>15-25	C	F
>25-35	D	F
>35-50	E	F
>50	F	F

Note: The LOS criteria apply to each lane on a given approach and to each approach on the minor street.  
LOS is not calculated for major-street approaches or for the intersection as a whole

## SIGNALIZED INTERSECTIONS

For signalized intersections, level of service is evaluated based upon average vehicle delay experienced by vehicles entering an intersection. Control delay (or signal delay) includes initial deceleration delay, queue move-up time, stopped delay, and final acceleration delay. In previous versions of this chapter of the HCM (1994 and earlier), delay included only stopped delay. As delay increases, the level of service decreases. Calculations for signalized and unsignalized intersections are different due to the variation in traffic control. The 2000 Highway Capacity Manual provides the basis for these calculations.

Level of Service	Delay (secs.)	Description
A	<10.00	<b>Free Flow/Insignificant Delays:</b> No approach phase is fully utilized by traffic and no vehicle waits longer than one red indication. Most vehicles do not stop at all. Progression is extremely favorable and most vehicles arrive during the green phase.
B	10.1-20.0	<b>Stable Operation/Minimal Delays:</b> An occasional approach phase is fully utilized. Many drivers begin to feel somewhat restricted within platoons of vehicles. This level generally occurs with good progression, short cycle lengths, or both.
C	20.1-35.0	<b>Stable Operation/Acceptable Delays:</b> Major approach phases fully utilized. Most drivers feel somewhat restricted. Higher delays may result from fair progression, longer cycle lengths, or both. Individual cycle failures may begin to appear at this level, and the number of vehicles stopping is significant.
D	35.1-55.0	<b>Approaching Unstable/Tolerable Delays:</b> The influence of congestion becomes more noticeable. Drivers may have to wait through more than one red signal indication. Longer delays may result from some combination of unfavorable progression, long cycle lengths, or high v/c ratios. The proportion of vehicles not stopping declines, and individual cycle failures are noticeable.
E	55.1-80.0	<b>Unstable Operation/Significant Delays:</b> Volumes at or near capacity. Vehicles may wait through several signal cycles. Long queues form upstream from intersection. These high delay values generally indicate poor progression, long cycle lengths, and high v/c ratios. Individual cycle failures are a frequent occurrence.
F	>80.0	<b>Forced Flow/Excessive Delays:</b> Represents jammed conditions. Queues may block upstream intersections. This level occurs when arrival flow rates exceed intersection capacity, and is considered to be unacceptable to most drivers. Poor progression, long cycle lengths, and v/c ratios approaching 1.0 may contribute to these high delay levels.

Source: 2000 Highway Capacity Manual, Transportation Research Board, Washington D.C.

## EXISTING 2023 HCM REPORTS

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## MOVEMENT SUMMARY

 **Site: 1 [Hill Rd at Baker Creek Rd - AM (Site Folder: General)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.2.202**

Existing Year 2023 Scenario AM Peak Hour

Site Category: Existing Design

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]	%	[ Total HV ]	%	v/c	sec		[ Veh. veh	Dist ]				mph
South: Hill Rd															
3	L2	All MCs	53	4.0	53	4.0	0.251	5.6	LOS A	1.3	32.3	0.37	0.20	0.37	34.5
8	T1	All MCs	5	0.0	5	0.0	0.251	5.3	LOS A	1.3	32.3	0.37	0.20	0.37	36.0
18	R2	All MCs	226	2.0	226	2.0	0.251	5.4	LOS A	1.3	32.3	0.37	0.20	0.37	35.3
Approach			284	2.3	284	2.3	0.251	5.4	LOS A	1.3	32.3	0.37	0.20	0.37	35.2
East: Baker Creek Rd															
1	L2	All MCs	111	2.0	111	2.0	0.151	3.7	LOS A	0.7	18.0	0.19	0.07	0.19	33.9
6	T1	All MCs	59	28.0	59	28.0	0.151	5.4	LOS A	0.7	18.0	0.19	0.07	0.19	31.8
16	R2	All MCs	6	40.0	6	40.0	0.151	6.2	LOS A	0.7	18.0	0.19	0.07	0.19	30.1
Approach			175	12.0	175	12.0	0.151	4.3	LOS A	0.7	18.0	0.19	0.07	0.19	33.1
North: Hill Rd															
7	L2	All MCs	1	0.0	1	0.0	0.007	3.4	LOS A	0.0	0.7	0.36	0.18	0.36	36.4
4	T1	All MCs	5	0.0	5	0.0	0.007	3.4	LOS A	0.0	0.7	0.36	0.18	0.36	37.3
14	R2	All MCs	1	0.0	1	0.0	0.007	3.4	LOS A	0.0	0.7	0.36	0.18	0.36	36.9
Approach			7	0.0	7	0.0	0.007	3.4	LOS A	0.0	0.7	0.36	0.18	0.36	37.1
West: Baker Creek Rd															
5	L2	All MCs	1	0.0	1	0.0	0.202	4.5	LOS A	1.0	25.2	0.29	0.14	0.29	36.2
2	T1	All MCs	161	4.0	161	4.0	0.202	4.8	LOS A	1.0	25.2	0.29	0.14	0.29	36.5
12	R2	All MCs	76	2.0	76	2.0	0.202	4.7	LOS A	1.0	25.2	0.29	0.14	0.29	36.4
Approach			239	3.3	239	3.3	0.202	4.8	LOS A	1.0	25.2	0.29	0.14	0.29	36.4
All Vehicles			705	5.1	705	5.1	0.251	4.9	LOS A	1.3	32.3	0.30	0.15	0.30	35.0

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Siegloch M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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Project: S:\Projects\2023\23041-000 (McMinnville Fox Ridge Area Plan TPR)\Analysis\SIDRA\Fox Ridge Road\_Roundabout Analysis.sip9

## MOVEMENT SUMMARY

 **Site: 2 [Hill Rd at Wallace Rd - AM (Site Folder: General)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.2.202**

Existing Year 2023 Scenario AM Peak Hour

Site Category: Existing Design

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows [ Total HV ] veh/h %		Arrival Flows [ Total HV ] veh/h %		Deg. Satn  v/c	Aver. Delay  sec	Level of Service	95% Back Of Queue [ Veh. Dist ] veh ft		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed  mph
South: Hill Rd															
8	T1	All MCs	259	2.0	259	2.0	0.294	6.2	LOS A	1.5	38.5	0.45	0.27	0.45	32.7
18	R2	All MCs	55	2.0	55	2.0	0.294	6.2	LOS A	1.5	38.5	0.45	0.27	0.45	26.1
Approach			314	2.0	314	2.0	0.294	6.2	LOS A	1.5	38.5	0.45	0.27	0.45	31.4
East: Wallace Rd															
1	L2	All MCs	38	3.0	38	3.0	0.063	4.0	LOS A	0.3	6.6	0.39	0.25	0.39	25.7
16	R2	All MCs	25	10.0	25	10.0	0.063	4.6	LOS A	0.3	6.6	0.39	0.25	0.39	26.9
Approach			63	5.8	63	5.8	0.063	4.2	LOS A	0.3	6.6	0.39	0.25	0.39	26.2
North: Hill Rd															
7	L2	All MCs	219	4.0	219	4.0	0.198	4.4	LOS A	1.0	25.4	0.16	0.05	0.16	27.0
4	T1	All MCs	35	3.0	35	3.0	0.198	4.3	LOS A	1.0	25.4	0.16	0.05	0.16	31.6
Approach			254	3.9	254	3.9	0.198	4.3	LOS A	1.0	25.4	0.16	0.05	0.16	27.6
All Vehicles			630	3.1	630	3.1	0.294	5.2	LOS A	1.5	38.5	0.32	0.18	0.32	29.1

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Siegloch M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.






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Project: S:\Projects\2023\23041-000 (McMinnville Fox Ridge Area Plan TPR)\Analysis\SIDRA\Fox Ridge Road\_Rounabout Analysis.sip9

HCM 6th TWSC  
3: Fox Ridge Rd & Hill Rd

DRAFT  
Existing 2023 AM Peak Hour  
Fox Ridge Road Area Plan







Intersection						
Int Delay, s/veh	0.4					
Movement	EBL	EBR	NBL	NBT	SBT	SBR
Lane Configurations						
Traffic Vol, veh/h	10	3	3	239	195	3
Future Vol, veh/h	10	3	3	239	195	3
Conflicting Peds, #/hr	5	0	3	0	0	3
Sign Control	Stop	Stop	Free	Free	Free	Free
RT Channelized	-	None	-	None	-	None
Storage Length	0	-	200	-	-	-
Veh in Median Storage, #	0	-	-	0	0	-
Grade, %	0	-	-	0	0	-
Peak Hour Factor	86	86	86	86	86	86
Heavy Vehicles, %	0	0	0	2	4	0
Mvmt Flow	12	3	3	278	227	3

Major/Minor	Minor2	Major1	Major2			
Conflicting Flow All	521	232	233	0	-	0
Stage 1	232	-	-	-	-	-
Stage 2	289	-	-	-	-	-
Critical Hdwy	6.4	6.2	4.1	-	-	-
Critical Hdwy Stg 1	5.4	-	-	-	-	-
Critical Hdwy Stg 2	5.4	-	-	-	-	-
Follow-up Hdwy	3.5	3.3	2.2	-	-	-
Pot Cap-1 Maneuver	519	812	1346	-	-	-
Stage 1	811	-	-	-	-	-
Stage 2	765	-	-	-	-	-
Platoon blocked, %				-	-	-
Mov Cap-1 Maneuver	515	810	1342	-	-	-
Mov Cap-2 Maneuver	515	-	-	-	-	-
Stage 1	807	-	-	-	-	-
Stage 2	763	-	-	-	-	-

Approach	EB	NB	SB
HCM Control Delay, s	11.6	0.1	0
HCM LOS	B		

Minor Lane/Major Mvmt	NBL	NBT	EBLn1	SBT	SBR
Capacity (veh/h)	1342	-	562	-	-
HCM Lane V/C Ratio	0.003	-	0.027	-	-
HCM Control Delay (s)	7.7	-	11.6	-	-
HCM Lane LOS	A	-	B	-	-
HCM 95th %tile Q(veh)	0	-	0.1	-	-

Intersection	
Intersection Delay, s/veh	13.4
Intersection LOS	B

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Traffic Vol, veh/h	52	131	21	37	61	58	21	115	85	83	97	29
Future Vol, veh/h	52	131	21	37	61	58	21	115	85	83	97	29
Peak Hour Factor	0.82	0.82	0.82	0.82	0.82	0.82	0.82	0.82	0.82	0.82	0.82	0.82
Heavy Vehicles, %	2	5	10	8	3	2	10	2	5	0	5	3
Mvmt Flow	63	160	26	45	74	71	26	140	104	101	118	35
Number of Lanes	0	1	1	0	1	0	0	1	0	1	1	0

Approach	EB	WB	NB	SB
Opposing Approach	WB	EB	SB	NB
Opposing Lanes	1	2	2	1
Conflicting Approach Left	SB	NB	EB	WB
Conflicting Lanes Left	2	1	2	1
Conflicting Approach Right	NB	SB	WB	EB
Conflicting Lanes Right	1	2	1	2
HCM Control Delay	13.6	13.2	15.2	11.5
HCM LOS	B	B	C	B

Lane	NBLn1	EBLn1	EBLn2	WBLn1	SBLn1	SBLn2
Vol Left, %	10%	28%	0%	24%	100%	0%
Vol Thru, %	52%	72%	0%	39%	0%	77%
Vol Right, %	38%	0%	100%	37%	0%	23%
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop
Traffic Vol by Lane	221	183	21	156	83	126
LT Vol	21	52	0	37	83	0
Through Vol	115	131	0	61	0	97
RT Vol	85	0	21	58	0	29
Lane Flow Rate	270	223	26	190	101	154
Geometry Grp	6	7	7	6	7	7
Degree of Util (X)	0.477	0.413	0.042	0.349	0.195	0.27
Departure Headway (Hd)	6.372	6.656	5.851	6.609	6.918	6.331
Convergence, Y/N	Yes	Yes	Yes	Yes	Yes	Yes
Cap	563	538	608	540	516	564
Service Time	4.448	4.434	3.628	4.695	4.698	4.112
HCM Lane V/C Ratio	0.48	0.414	0.043	0.352	0.196	0.273
HCM Control Delay	15.2	14.1	8.9	13.2	11.4	11.5
HCM Lane LOS	C	B	A	B	B	B
HCM 95th-tile Q	2.6	2	0.1	1.6	0.7	1.1

HCM 6th TWSC  
5: Hill Rd & Fellows St

DRAFT  
Existing 2023 AM Peak Hour  
Fox Ridge Road Area Plan

Intersection						
Int Delay, s/veh	3.5					
Movement	WBL	WBR	NBT	NBR	SBL	SBT
Lane Configurations	W	W	T	T	T	T
Traffic Vol, veh/h	4	72	108	3	83	123
Future Vol, veh/h	4	72	108	3	83	123
Conflicting Peds, #/hr	0	0	0	1	1	0
Sign Control	Stop	Stop	Free	Free	Free	Free
RT Channelized	-	None	-	None	-	None
Storage Length	0	-	-	-	-	-
Veh in Median Storage, #	0	-	0	-	-	0
Grade, %	0	-	0	-	-	0
Peak Hour Factor	80	80	80	80	80	80
Heavy Vehicles, %	0	8	2	33	6	1
Mvmt Flow	5	90	135	4	104	154
Major/Minor	Minor1	Major1	Major2			
Conflicting Flow All	500	138	0	0	140	0
Stage 1	138	-	-	-	-	-
Stage 2	362	-	-	-	-	-
Critical Hdwy	6.4	6.28	-	-	4.16	-
Critical Hdwy Stg 1	5.4	-	-	-	-	-
Critical Hdwy Stg 2	5.4	-	-	-	-	-
Follow-up Hdwy	3.5	3.372	-	-	2.254	-
Pot Cap-1 Maneuver	534	895	-	-	1419	-
Stage 1	894	-	-	-	-	-
Stage 2	709	-	-	-	-	-
Platoon blocked, %			-	-		-
Mov Cap-1 Maneuver	491	894	-	-	1418	-
Mov Cap-2 Maneuver	491	-	-	-	-	-
Stage 1	893	-	-	-	-	-
Stage 2	652	-	-	-	-	-
Approach	WB	NB	SB			
HCM Control Delay, s	9.7	0	3.1			
HCM LOS	A					
Minor Lane/Major Mvmt	NBT	NBRWBLn1	SBL	SBT		
Capacity (veh/h)	-	-	857	1418	-	
HCM Lane V/C Ratio	-	-	0.111	0.073	-	
HCM Control Delay (s)	-	-	9.7	7.7	0	
HCM Lane LOS	-	-	A	A	A	
HCM 95th %tile Q(veh)	-	-	0.4	0.2	-	

## MOVEMENT SUMMARY

 **Site: 1 [Hill Rd at Baker Creek Rd - PM (Site Folder: General)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.2.202**

Existing Year 2023 Scenario PM Peak Hour

Site Category: Existing Design

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows [ Total HV ] veh/h %		Arrival Flows [ Total HV ] veh/h %		Deg. Satn  v/c	Aver. Delay  sec	Level of Service	95% Back Of Queue [ Veh. veh	Dist ] ft	Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed  mph
South: Hill Rd															
3	L2	All MCs	87	4.0	87	4.0	0.210	4.8	LOS A	1.0	26.7	0.26	0.11	0.26	34.5
8	T1	All MCs	1	0.0	1	0.0	0.210	4.5	LOS A	1.0	26.7	0.26	0.11	0.26	35.9
18	R2	All MCs	169	2.0	169	2.0	0.210	4.7	LOS A	1.0	26.7	0.26	0.11	0.26	35.3
Approach			257	2.7	257	2.7	0.210	4.7	LOS A	1.0	26.7	0.26	0.11	0.26	35.0
East: Baker Creek Rd															
1	L2	All MCs	212	2.0	212	2.0	0.287	5.4	LOS A	1.6	40.0	0.28	0.12	0.28	33.7
6	T1	All MCs	140	2.0	140	2.0	0.287	5.4	LOS A	1.6	40.0	0.28	0.12	0.28	34.5
16	R2	All MCs	1	0.0	1	0.0	0.287	5.3	LOS A	1.6	40.0	0.28	0.12	0.28	34.4
Approach			353	2.0	353	2.0	0.287	5.4	LOS A	1.6	40.0	0.28	0.12	0.28	34.0
North: Hill Rd															
7	L2	All MCs	6	0.0	6	0.0	0.012	4.2	LOS A	0.0	1.2	0.48	0.32	0.48	34.6
4	T1	All MCs	3	0.0	3	0.0	0.012	4.2	LOS A	0.0	1.2	0.48	0.32	0.48	35.4
14	R2	All MCs	1	0.0	1	0.0	0.012	4.2	LOS A	0.0	1.2	0.48	0.32	0.48	35.0
Approach			10	0.0	10	0.0	0.012	4.2	LOS A	0.0	1.2	0.48	0.32	0.48	34.8
West: Baker Creek Rd															
5	L2	All MCs	1	0.0	1	0.0	0.166	4.6	LOS A	0.8	19.2	0.39	0.24	0.39	36.1
2	T1	All MCs	82	3.0	82	3.0	0.166	4.9	LOS A	0.8	19.2	0.39	0.24	0.39	36.5
12	R2	All MCs	94	2.0	94	2.0	0.166	4.8	LOS A	0.8	19.2	0.39	0.24	0.39	36.3
Approach			177	2.5	177	2.5	0.166	4.8	LOS A	0.8	19.2	0.39	0.24	0.39	36.4
All Vehicles			797	2.3	797	2.3	0.287	5.0	LOS A	1.6	40.0	0.30	0.15	0.30	34.8

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Siegloch M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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## MOVEMENT SUMMARY

 **Site: 2 [Hill Rd at Wallace Rd - PM (Site Folder: General)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.2.202**

Existing Year 2023 Scenario PM Peak Hour

Site Category: Existing Design

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]	%	[ Total HV ]	%				[ Veh. ]	[ Dist ]				
			veh/h		veh/h		v/c	sec		veh	ft				mph
South: Hill Rd															
8	T1	All MCs	267	1.0	267	1.0	0.234	4.5	LOS A	1.2	31.4	0.16	0.05	0.16	33.7
18	R2	All MCs	41	0.0	41	0.0	0.234	4.5	LOS A	1.2	31.4	0.16	0.05	0.16	26.7
Approach			308	0.9	308	0.9	0.234	4.5	LOS A	1.2	31.4	0.16	0.05	0.16	32.5
East: Wallace Rd															
1	L2	All MCs	53	0.0	53	0.0	0.080	4.0	LOS A	0.3	8.5	0.40	0.26	0.40	25.6
16	R2	All MCs	29	8.0	29	8.0	0.080	4.7	LOS A	0.3	8.5	0.40	0.26	0.40	27.0
Approach			81	2.8	81	2.8	0.080	4.3	LOS A	0.3	8.5	0.40	0.26	0.40	26.1
North: Hill Rd															
7	L2	All MCs	34	7.0	34	7.0	0.258	5.3	LOS A	1.4	35.4	0.20	0.07	0.20	28.0
4	T1	All MCs	298	1.0	298	1.0	0.258	4.9	LOS A	1.4	35.4	0.20	0.07	0.20	33.2
Approach			332	1.6	332	1.6	0.258	4.9	LOS A	1.4	35.4	0.20	0.07	0.20	32.6
All Vehicles			721	1.4	721	1.4	0.258	4.7	LOS A	1.4	35.4	0.20	0.08	0.20	31.7

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Siegloch M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.






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HCM 6th TWSC  
3: Fox Ridge Rd & Hill Rd

DRAFT  
Existing 2023 PM Peak Hour  
Fox Ridge Road Area Plan







Intersection						
Int Delay, s/veh	0.3					
Movement	EBL	EBR	NBL	NBT	SBT	SBR
Lane Configurations						
Traffic Vol, veh/h	7	5	4	268	302	9
Future Vol, veh/h	7	5	4	268	302	9
Conflicting Peds, #/hr	0	0	0	0	0	0
Sign Control	Stop	Stop	Free	Free	Free	Free
RT Channelized	-	None	-	None	-	None
Storage Length	0	-	200	-	-	-
Veh in Median Storage, #	0	-	-	0	0	-
Grade, %	0	-	-	0	0	-
Peak Hour Factor	91	91	91	91	91	91
Heavy Vehicles, %	0	0	0	2	1	0
Mvmt Flow	8	5	4	295	332	10

Major/Minor	Minor2	Major1	Major2			
Conflicting Flow All	640	337	342	0	-	0
Stage 1	337	-	-	-	-	-
Stage 2	303	-	-	-	-	-
Critical Hdwy	6.4	6.2	4.1	-	-	-
Critical Hdwy Stg 1	5.4	-	-	-	-	-
Critical Hdwy Stg 2	5.4	-	-	-	-	-
Follow-up Hdwy	3.5	3.3	2.2	-	-	-
Pot Cap-1 Maneuver	443	710	1228	-	-	-
Stage 1	728	-	-	-	-	-
Stage 2	754	-	-	-	-	-
Platoon blocked, %				-	-	-
Mov Cap-1 Maneuver	442	710	1228	-	-	-
Mov Cap-2 Maneuver	442	-	-	-	-	-
Stage 1	726	-	-	-	-	-
Stage 2	754	-	-	-	-	-

Approach	EB	NB	SB
HCM Control Delay, s	12	0.1	0
HCM LOS	B		

Minor Lane/Major Mvmt	NBL	NBT	EBLn1	SBT	SBR
Capacity (veh/h)	1228	-	524	-	-
HCM Lane V/C Ratio	0.004	-	0.025	-	-
HCM Control Delay (s)	7.9	-	12	-	-
HCM Lane LOS	A	-	B	-	-
HCM 95th %tile Q(veh)	0	-	0.1	-	-

Intersection	
Intersection Delay, s/veh	15
Intersection LOS	B

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Traffic Vol, veh/h	43	81	11	61	116	82	19	150	47	68	160	65
Future Vol, veh/h	43	81	11	61	116	82	19	150	47	68	160	65
Peak Hour Factor	0.87	0.87	0.87	0.87	0.87	0.87	0.87	0.87	0.87	0.87	0.87	0.87
Heavy Vehicles, %	0	1	0	3	1	1	0	3	4	1	2	0
Mvmt Flow	49	93	13	70	133	94	22	172	54	78	184	75
Number of Lanes	0	1	1	0	1	0	0	1	0	1	1	0

Approach	EB	WB	NB	SB
Opposing Approach	WB	EB	SB	NB
Opposing Lanes	1	2	2	1
Conflicting Approach Left	SB	NB	EB	WB
Conflicting Lanes Left	2	1	2	1
Conflicting Approach Right	NB	SB	WB	EB
Conflicting Lanes Right	1	2	1	2
HCM Control Delay	12.5	17.5	15.2	13.7
HCM LOS	B	C	C	B

Lane	NBLn1	EBLn1	EBLn2	WBLn1	SBLn1	SBLn2
Vol Left, %	9%	35%	0%	24%	100%	0%
Vol Thru, %	69%	65%	0%	45%	0%	71%
Vol Right, %	22%	0%	100%	32%	0%	29%
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop
Traffic Vol by Lane	216	124	11	259	68	225
LT Vol	19	43	0	61	68	0
Through Vol	150	81	0	116	0	160
RT Vol	47	0	11	82	0	65
Lane Flow Rate	248	143	13	298	78	259
Geometry Grp	6	7	7	6	7	7
Degree of Util (X)	0.458	0.284	0.022	0.55	0.154	0.46
Departure Headway (Hd)	6.647	7.173	6.297	6.645	7.106	6.407
Convergence, Y/N	Yes	Yes	Yes	Yes	Yes	Yes
Cap	541	500	568	545	506	564
Service Time	4.688	4.918	4.041	4.66	4.827	4.129
HCM Lane V/C Ratio	0.458	0.286	0.023	0.547	0.154	0.459
HCM Control Delay	15.2	12.8	9.2	17.5	11.1	14.5
HCM Lane LOS	C	B	A	C	B	B
HCM 95th-tile Q	2.4	1.2	0.1	3.3	0.5	2.4

HCM 6th TWSC  
5: Hill Rd & Fellows St

DRAFT  
Existing 2023 PM Peak Hour  
Fox Ridge Road Area Plan

Intersection						
Int Delay, s/veh	4.2					
Movement	WBL	WBR	NBT	NBR	SBL	SBT
Lane Configurations	W		T			T
Traffic Vol, veh/h	6	113	129	3	89	105
Future Vol, veh/h	6	113	129	3	89	105
Conflicting Peds, #/hr	0	0	0	0	0	0
Sign Control	Stop	Stop	Free	Free	Free	Free
RT Channelized	-	None	-	None	-	None
Storage Length	0	-	-	-	-	-
Veh in Median Storage, #	0	-	0	-	-	0
Grade, %	0	-	0	-	-	0
Peak Hour Factor	90	90	90	90	90	90
Heavy Vehicles, %	17	2	2	0	2	1
Mvmt Flow	7	126	143	3	99	117
Major/Minor	Minor1	Major1	Major2			
Conflicting Flow All	460	145	0	0	146	0
Stage 1	145	-	-	-	-	-
Stage 2	315	-	-	-	-	-
Critical Hdwy	6.57	6.22	-	-	4.12	-
Critical Hdwy Stg 1	5.57	-	-	-	-	-
Critical Hdwy Stg 2	5.57	-	-	-	-	-
Follow-up Hdwy	3.653	3.318	-	-	2.218	-
Pot Cap-1 Maneuver	533	902	-	-	1436	-
Stage 1	847	-	-	-	-	-
Stage 2	707	-	-	-	-	-
Platoon blocked, %			-	-		-
Mov Cap-1 Maneuver	494	902	-	-	1436	-
Mov Cap-2 Maneuver	494	-	-	-	-	-
Stage 1	847	-	-	-	-	-
Stage 2	655	-	-	-	-	-
Approach	WB	NB	SB			
HCM Control Delay, s	9.9	0	3.5			
HCM LOS	A					
Minor Lane/Major Mvmt	NBT	NBRWBLn1	SBL	SBT		
Capacity (veh/h)	-	-	866	1436	-	
HCM Lane V/C Ratio	-	-	0.153	0.069	-	
HCM Control Delay (s)	-	-	9.9	7.7	0	
HCM Lane LOS	-	-	A	A	A	
HCM 95th %tile Q(veh)	-	-	0.5	0.2	-	

## FUTURE BASELINE 2041 HCM REPORTS

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# MOVEMENT SUMMARY

 **Site: 1 [Hill Rd at Baker Creek Rd - AM (Site Folder: Future Baseline 2041)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Baseline AM Peak Hour  
Site Category: Existing Design  
Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]	%	[ Total HV ]	%	v/c	sec		[ Veh. veh	Dist ] ft				mph
South: Hill Rd															
3	L2	All MCs	83	4.0	83	4.0	0.331	7.3	LOS A	1.7	43.1	0.53	0.36	0.53	33.5
8	T1	All MCs	11	0.0	11	0.0	0.331	6.8	LOS A	1.7	43.1	0.53	0.36	0.53	34.8
18	R2	All MCs	228	2.0	228	2.0	0.331	7.1	LOS A	1.7	43.1	0.53	0.36	0.53	34.2
Approach			322	2.4	322	2.4	0.331	7.1	LOS A	1.7	43.1	0.53	0.36	0.53	34.0
East: Baker Creek Rd															
1	L2	All MCs	178	2.0	178	2.0	0.257	4.9	LOS A	1.2	33.6	0.29	0.13	0.29	33.3
6	T1	All MCs	94	28.0	94	28.0	0.257	6.8	LOS A	1.2	33.6	0.29	0.13	0.29	31.3
16	R2	All MCs	11	40.0	11	40.0	0.257	7.8	LOS A	1.2	33.6	0.29	0.13	0.29	29.6
Approach			283	12.2	283	12.2	0.257	5.6	LOS A	1.2	33.6	0.29	0.13	0.29	32.5
North: Hill Rd															
7	L2	All MCs	33	0.0	33	0.0	0.054	4.4	LOS A	0.2	5.5	0.46	0.34	0.46	34.3
4	T1	All MCs	11	0.0	11	0.0	0.054	4.4	LOS A	0.2	5.5	0.46	0.34	0.46	35.1
14	R2	All MCs	6	0.0	6	0.0	0.054	4.4	LOS A	0.2	5.5	0.46	0.34	0.46	34.7
Approach			50	0.0	50	0.0	0.054	4.4	LOS A	0.2	5.5	0.46	0.34	0.46	34.5
West: Baker Creek Rd															
5	L2	All MCs	6	0.0	6	0.0	0.369	6.8	LOS A	2.0	52.2	0.48	0.29	0.48	34.8
2	T1	All MCs	261	4.0	261	4.0	0.369	7.2	LOS A	2.0	52.2	0.48	0.29	0.48	35.1
12	R2	All MCs	122	2.0	122	2.0	0.369	7.0	LOS A	2.0	52.2	0.48	0.29	0.48	35.0
Approach			389	3.3	389	3.3	0.369	7.2	LOS A	2.0	52.2	0.48	0.29	0.48	35.1
All Vehicles			1044	5.3	1044	5.3	0.369	6.6	LOS A	2.0	52.2	0.44	0.27	0.44	34.0

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Sieglösch M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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# MOVEMENT SUMMARY

 **Site: 2 [Hill Rd at Wallace Rd - AM (Site Folder: Future Baseline 2041)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Baseline AM Peak Hour

Site Category: Existing Design

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]		[ Total HV ]					[ Veh. veh	Dist ]				mph
			veh/h	%	veh/h	%	v/c	sec			ft				
South: Hill Rd															
3	L2	All MCs	167	1.0	167	1.0	0.439	7.5	LOS A	2.8	71.4	0.45	0.24	0.45	30.3
8	T1	All MCs	256	2.0	256	2.0	0.439	7.6	LOS A	2.8	71.4	0.45	0.24	0.45	31.8
18	R2	All MCs	83	2.0	83	2.0	0.439	7.6	LOS A	2.8	71.4	0.45	0.24	0.45	25.6
Approach			506	1.7	506	1.7	0.439	7.6	LOS A	2.8	71.4	0.45	0.24	0.45	30.1
East: Wallace Rd															
1	L2	All MCs	56	3.0	56	3.0	0.200	6.6	LOS A	0.8	21.5	0.57	0.46	0.57	27.1
6	T1	All MCs	61	1.0	61	1.0	0.200	6.4	LOS A	0.8	21.5	0.57	0.46	0.57	28.7
16	R2	All MCs	39	10.0	39	10.0	0.200	7.7	LOS A	0.8	21.5	0.57	0.46	0.57	28.5
Approach			156	4.0	156	4.0	0.200	6.8	LOS A	0.8	21.5	0.57	0.46	0.57	28.1
North: Hill Rd															
7	L2	All MCs	56	4.0	56	4.0	0.406	8.2	LOS A	2.3	57.8	0.55	0.36	0.55	26.6
4	T1	All MCs	200	3.0	200	3.0	0.406	8.1	LOS A	2.3	57.8	0.55	0.36	0.55	31.2
14	R2	All MCs	150	1.0	150	1.0	0.406	7.8	LOS A	2.3	57.8	0.55	0.36	0.55	32.5
Approach			406	2.4	406	2.4	0.406	8.0	LOS A	2.3	57.8	0.55	0.36	0.55	30.9
West: Wallace Road															
5	L2	All MCs	78	1.0	78	1.0	0.181	5.4	LOS A	0.8	20.7	0.47	0.32	0.47	31.9
2	T1	All MCs	22	1.0	22	1.0	0.181	5.4	LOS A	0.8	20.7	0.47	0.32	0.47	32.5
12	R2	All MCs	78	1.0	78	1.0	0.181	5.4	LOS A	0.8	20.7	0.47	0.32	0.47	32.3
Approach			178	1.0	178	1.0	0.181	5.4	LOS A	0.8	20.7	0.47	0.32	0.47	32.1
All Vehicles			1244	2.1	1244	2.1	0.439	7.3	LOS A	2.8	71.4	0.50	0.32	0.50	30.4

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Siegloch M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.





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HCM 6th TWSC  
3: Fox Ridge Rd & Hill Rd

Future 2041 Baseline AM Peak Hour  
Fox Ridge Road Area Plan

Intersection						
Int Delay, s/veh	0.4					
Movement	EBL	EBR	NBL	NBT	SBT	SBR
Lane Configurations						
Traffic Vol, veh/h	15	5	5	410	315	5
Future Vol, veh/h	15	5	5	410	315	5
Conflicting Peds, #/hr	5	0	3	0	0	3
Sign Control	Stop	Stop	Free	Free	Free	Free
RT Channelized	-	None	-	None	-	None
Storage Length	0	-	200	-	-	-
Veh in Median Storage, #	0	-	-	0	0	-
Grade, %	0	-	-	0	0	-
Peak Hour Factor	90	90	90	90	90	90
Heavy Vehicles, %	0	0	0	2	4	0
Mvmt Flow	17	6	6	456	350	6
Major/Minor	Minor2	Major1		Major2		
Conflicting Flow All	829	356	359	0	-	0
Stage 1	356	-	-	-	-	-
Stage 2	473	-	-	-	-	-
Critical Hdwy	6.4	6.2	4.1	-	-	-
Critical Hdwy Stg 1	5.4	-	-	-	-	-
Critical Hdwy Stg 2	5.4	-	-	-	-	-
Follow-up Hdwy	3.5	3.3	2.2	-	-	-
Pot Cap-1 Maneuver	343	693	1211	-	-	-
Stage 1	713	-	-	-	-	-
Stage 2	631	-	-	-	-	-
Platoon blocked, %				-	-	-
Mov Cap-1 Maneuver	339	691	1208	-	-	-
Mov Cap-2 Maneuver	339	-	-	-	-	-
Stage 1	707	-	-	-	-	-
Stage 2	629	-	-	-	-	-
Approach	EB	NB		SB		
HCM Control Delay, s	14.8	0.1		0		
HCM LOS	B					
Minor Lane/Major Mvmt	NBL	NBT	EBLn1	SBT	SBR	
Capacity (veh/h)	1208	-	388	-	-	
HCM Lane V/C Ratio	0.005	-	0.057	-	-	
HCM Control Delay (s)	8	-	14.8	-	-	
HCM Lane LOS	A	-	B	-	-	
HCM 95th %tile Q(veh)	0	-	0.2	-	-	

Intersection	
Intersection Delay, s/veh	48
Intersection LOS	E

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Traffic Vol, veh/h	90	225	35	65	105	100	35	200	145	145	145	50
Future Vol, veh/h	90	225	35	65	105	100	35	200	145	145	145	50
Peak Hour Factor	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90
Heavy Vehicles, %	2	5	10	8	3	2	10	2	5	0	5	3
Mvmt Flow	100	250	39	72	117	111	39	222	161	161	161	56
Number of Lanes	0	1	1	0	1	0	0	1	0	1	1	0

Approach	EB	WB	NB	SB
Opposing Approach	WB	EB	SB	NB
Opposing Lanes	1	2	2	1
Conflicting Approach Left	SB	NB	EB	WB
Conflicting Lanes Left	2	1	2	1
Conflicting Approach Right	NB	SB	WB	EB
Conflicting Lanes Right	1	2	1	2
HCM Control Delay	43.9	36.9	84.3	20.5
HCM LOS	E	E	F	C

Lane	NBLn1	EBLn1	EBLn2	WBLn1	SBLn1	SBLn2
Vol Left, %	9%	29%	0%	24%	100%	0%
Vol Thru, %	53%	71%	0%	39%	0%	74%
Vol Right, %	38%	0%	100%	37%	0%	26%
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop
Traffic Vol by Lane	380	315	35	270	145	195
LT Vol	35	90	0	65	145	0
Through Vol	200	225	0	105	0	145
RT Vol	145	0	35	100	0	50
Lane Flow Rate	422	350	39	300	161	217
Geometry Grp	4b	5	5	4b	5	5
Degree of Util (X)	1.035	0.859	0.087	0.76	0.42	0.527
Departure Headway (Hd)	8.823	9.134	8.309	9.469	9.701	9.081
Convergence, Y/N	Yes	Yes	Yes	Yes	Yes	Yes
Cap	414	399	434	384	374	399
Service Time	6.823	6.834	6.009	7.469	7.401	6.781
HCM Lane V/C Ratio	1.019	0.877	0.09	0.781	0.43	0.544
HCM Control Delay	84.3	47.5	11.8	36.9	19.2	21.5
HCM Lane LOS	F	E	B	E	C	C
HCM 95th-tile Q	13.5	8.3	0.3	6.2	2	3

Intersection												
Int Delay, s/veh	6.9											
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↕			↕			↕			↕	
Traffic Vol, veh/h	25	55	10	5	25	125	10	185	5	130	190	15
Future Vol, veh/h	25	55	10	5	25	125	10	185	5	130	190	15
Conflicting Peds, #/hr	0	0	0	0	0	0	0	0	1	1	0	0
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop	Free	Free	Free	Free	Free	Free
RT Channelized	-	-	None	-	-	None	-	-	None	-	-	None
Storage Length	-	-	-	-	-	-	-	-	-	-	-	-
Veh in Median Storage, #	-	0	-	-	0	-	-	0	-	-	0	-
Grade, %	-	0	-	-	0	-	-	0	-	-	0	-
Peak Hour Factor	90	90	90	90	90	90	90	90	90	90	90	90
Heavy Vehicles, %	0	0	0	0	0	8	0	2	33	6	1	0
Mvmt Flow	28	61	11	6	28	139	11	206	6	144	211	17
Major/Minor	Minor2		Minor1		Major1		Major2					
Conflicting Flow All	823	743	220	776	748	210	228	0	0	213	0	0
Stage 1	508	508	-	232	232	-	-	-	-	-	-	-
Stage 2	315	235	-	544	516	-	-	-	-	-	-	-
Critical Hdwy	7.1	6.5	6.2	7.1	6.5	6.28	4.1	-	-	4.16	-	-
Critical Hdwy Stg 1	6.1	5.5	-	6.1	5.5	-	-	-	-	-	-	-
Critical Hdwy Stg 2	6.1	5.5	-	6.1	5.5	-	-	-	-	-	-	-
Follow-up Hdwy	3.5	4	3.3	3.5	4	3.372	2.2	-	-	2.254	-	-
Pot Cap-1 Maneuver	295	346	825	317	343	815	1352	-	-	1334	-	-
Stage 1	551	542	-	775	716	-	-	-	-	-	-	-
Stage 2	700	714	-	527	538	-	-	-	-	-	-	-
Platoon blocked, %								-	-		-	-
Mov Cap-1 Maneuver	204	300	825	238	297	814	1352	-	-	1333	-	-
Mov Cap-2 Maneuver	204	300	-	238	297	-	-	-	-	-	-	-
Stage 1	546	475	-	767	709	-	-	-	-	-	-	-
Stage 2	553	707	-	397	471	-	-	-	-	-	-	-
Approach	EB		WB		NB		SB					
HCM Control Delay, s	24.5		13.4		0.4		3.1					
HCM LOS	C		B									
Minor Lane/Major Mvmt	NBL	NBT	NBR	EBLn1WBLn1	SBL	SBT	SBR					
Capacity (veh/h)	1352	-	-	283	599	1333	-	-				
HCM Lane V/C Ratio	0.008	-	-	0.353	0.288	0.108	-	-				
HCM Control Delay (s)	7.7	0	-	24.5	13.4	8	0	-				
HCM Lane LOS	A	A	-	C	B	A	A	-				
HCM 95th %tile Q(veh)	0	-	-	1.5	1.2	0.4	-	-				

# MOVEMENT SUMMARY

 **Site: 1 [Hill Rd at Baker Creek Rd - PM (Site Folder: Future Baseline 2041)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Baseline PM Peak Hour

Site Category: NA

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]		[ Total HV ]					[ Veh. veh	Dist ]				mph
			veh/h	%	veh/h	%	v/c	sec			ft				
South: Hill Rd															
3	L2	All MCs	148	4.0	148	4.0	0.402	7.4	LOS A	2.4	61.2	0.45	0.25	0.45	33.2
8	T1	All MCs	10	0.0	10	0.0	0.402	7.0	LOS A	2.4	61.2	0.45	0.25	0.45	34.5
18	R2	All MCs	291	2.0	291	2.0	0.402	7.2	LOS A	2.4	61.2	0.45	0.25	0.45	33.9
Approach			449	2.6	449	2.6	0.402	7.3	LOS A	2.4	61.2	0.45	0.25	0.45	33.7
East: Baker Creek Rd															
1	L2	All MCs	367	2.0	367	2.0	0.561	9.7	LOS A	4.3	108.1	0.56	0.30	0.56	31.8
6	T1	All MCs	240	2.0	240	2.0	0.561	9.7	LOS A	4.3	108.1	0.56	0.30	0.56	32.5
16	R2	All MCs	31	0.0	31	0.0	0.561	9.5	LOS A	4.3	108.1	0.56	0.30	0.56	32.4
Approach			638	1.9	638	1.9	0.561	9.7	LOS A	4.3	108.1	0.56	0.30	0.56	32.1
North: Hill Rd															
7	L2	All MCs	26	0.0	26	0.0	0.073	6.6	LOS A	0.3	7.0	0.61	0.56	0.61	33.5
4	T1	All MCs	15	0.0	15	0.0	0.073	6.6	LOS A	0.3	7.0	0.61	0.56	0.61	34.3
14	R2	All MCs	5	0.0	5	0.0	0.073	6.6	LOS A	0.3	7.0	0.61	0.56	0.61	34.0
Approach			46	0.0	46	0.0	0.073	6.6	LOS A	0.3	7.0	0.61	0.56	0.61	33.8
West: Baker Creek Rd															
5	L2	All MCs	5	0.0	5	0.0	0.356	7.8	LOS A	1.8	45.1	0.60	0.45	0.60	34.3
2	T1	All MCs	143	3.0	143	3.0	0.356	8.2	LOS A	1.8	45.1	0.60	0.45	0.60	34.7
12	R2	All MCs	163	2.0	163	2.0	0.356	8.1	LOS A	1.8	45.1	0.60	0.45	0.60	34.5
Approach			311	2.4	311	2.4	0.356	8.1	LOS A	1.8	45.1	0.60	0.45	0.60	34.6
All Vehicles			1444	2.2	1444	2.2	0.561	8.5	LOS A	4.3	108.1	0.54	0.33	0.54	33.1

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Sieglach M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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Project: S:\Projects\2023\23041-000 (McMinnville Fox Ridge Area Plan TPR)\5\_Analysis\SIDRA\Fox Ridge Road\_Roundabout Analysis.sip9

# MOVEMENT SUMMARY

 **Site: 2 [Hill Rd at Wallace Rd - PM (Site Folder: Future Baseline 2041)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Baseline PM Peak Hour  
Site Category: NA  
Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows [ Total HV ] veh/h %		Arrival Flows [ Total HV ] veh/h %		Deg. Satn  v/c	Aver. Delay  sec	Level of Service	95% Back Of Queue [ Veh. veh      Dist ] veh      ft		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed  mph
South: Hill Rd															
3	L2	All MCs	33	0.0	33	0.0	0.417	6.9	LOS A	2.7	68.6	0.37	0.17	0.37	30.9
8	T1	All MCs	407	1.0	407	1.0	0.417	7.0	LOS A	2.7	68.6	0.37	0.17	0.37	32.5
18	R2	All MCs	71	0.0	71	0.0	0.417	6.9	LOS A	2.7	68.6	0.37	0.17	0.37	25.9
Approach			511	0.8	511	0.8	0.417	6.9	LOS A	2.7	68.6	0.37	0.17	0.37	31.3
East: Wallace Rd															
1	L2	All MCs	82	0.0	82	0.0	0.175	5.8	LOS A	0.7	18.8	0.55	0.43	0.55	25.5
6	T1	All MCs	11	0.0	11	0.0	0.175	5.8	LOS A	0.7	18.8	0.55	0.43	0.55	26.9
16	R2	All MCs	49	8.0	49	8.0	0.175	6.9	LOS A	0.7	18.8	0.55	0.43	0.55	26.9
Approach			143	2.8	143	2.8	0.175	6.2	LOS A	0.7	18.8	0.55	0.43	0.55	26.1
North: Hill Rd															
7	L2	All MCs	60	6.0	60	6.0	0.483	8.4	LOS A	3.4	86.1	0.43	0.21	0.43	26.9
4	T1	All MCs	478	1.0	478	1.0	0.483	8.0	LOS A	3.4	86.1	0.43	0.21	0.43	31.6
14	R2	All MCs	38	0.0	38	0.0	0.483	7.9	LOS A	3.4	86.1	0.43	0.21	0.43	32.9
Approach			577	1.5	577	1.5	0.483	8.0	LOS A	3.4	86.1	0.43	0.21	0.43	31.1
West: Wallace Road															
5	L2	All MCs	33	0.0	33	0.0	0.121	6.2	LOS A	0.5	12.3	0.59	0.51	0.59	31.7
2	T1	All MCs	11	0.0	11	0.0	0.121	6.2	LOS A	0.5	12.3	0.59	0.51	0.59	32.3
12	R2	All MCs	44	0.0	44	0.0	0.121	6.2	LOS A	0.5	12.3	0.59	0.51	0.59	32.0
Approach			88	0.0	88	0.0	0.121	6.2	LOS A	0.5	12.3	0.59	0.51	0.59	31.9
All Vehicles			1319	1.2	1319	1.2	0.483	7.3	LOS A	3.4	86.1	0.43	0.24	0.43	30.6

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Siegloch M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.






Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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Intersection						
Int Delay, s/veh	0.4					
Movement	EBL	EBR	NBL	NBT	SBT	SBR
Lane Configurations						
Traffic Vol, veh/h	10	10	5	460	520	15
Future Vol, veh/h	10	10	5	460	520	15
Conflicting Peds, #/hr	0	0	0	0	0	0
Sign Control	Stop	Stop	Free	Free	Free	Free
RT Channelized	-	None	-	None	-	None
Storage Length	0	-	200	-	-	-
Veh in Median Storage, #	0	-	-	0	0	-
Grade, %	0	-	-	0	0	-
Peak Hour Factor	91	91	91	91	91	91
Heavy Vehicles, %	0	0	0	2	1	0
Mvmt Flow	11	11	5	505	571	16

Major/Minor	Minor2	Major1	Major2			
Conflicting Flow All	1094	579	587	0	-	0
Stage 1	579	-	-	-	-	-
Stage 2	515	-	-	-	-	-
Critical Hdwy	6.4	6.2	4.1	-	-	-
Critical Hdwy Stg 1	5.4	-	-	-	-	-
Critical Hdwy Stg 2	5.4	-	-	-	-	-
Follow-up Hdwy	3.5	3.3	2.2	-	-	-
Pot Cap-1 Maneuver	239	519	998	-	-	-
Stage 1	564	-	-	-	-	-
Stage 2	604	-	-	-	-	-
Platoon blocked, %				-	-	-
Mov Cap-1 Maneuver	238	519	998	-	-	-
Mov Cap-2 Maneuver	238	-	-	-	-	-
Stage 1	561	-	-	-	-	-
Stage 2	604	-	-	-	-	-

Approach	EB	NB	SB
HCM Control Delay, s	16.8	0.1	0
HCM LOS	C		

Minor Lane/Major Mvmt	NBL	NBT	EBLn1	SBT	SBR
Capacity (veh/h)	998	-	326	-	-
HCM Lane V/C Ratio	0.006	-	0.067	-	-
HCM Control Delay (s)	8.6	-	16.8	-	-
HCM Lane LOS	A	-	C	-	-
HCM 95th %tile Q(veh)	0	-	0.2	-	-

Intersection	
Intersection Delay, s/veh	100.6
Intersection LOS	F

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↰	↱		↰			↰		↰	↱	
Traffic Vol, veh/h	75	140	20	105	200	140	35	260	80	115	275	110
Future Vol, veh/h	75	140	20	105	200	140	35	260	80	115	275	110
Peak Hour Factor	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90
Heavy Vehicles, %	0	1	0	3	1	1	0	3	4	1	2	0
Mvmt Flow	83	156	22	117	222	156	39	289	89	128	306	122
Number of Lanes	0	1	1	0	1	0	0	1	0	1	1	0

Approach	EB	WB	NB	SB
Opposing Approach	WB	EB	SB	NB
Opposing Lanes	1	2	2	1
Conflicting Approach Left	SB	NB	EB	WB
Conflicting Lanes Left	2	1	2	1
Conflicting Approach Right	NB	SB	WB	EB
Conflicting Lanes Right	1	2	1	2
HCM Control Delay	30.5	167.6	99.1	75
HCM LOS	D	F	F	F

Lane	NBLn1	EBLn1	EBLn2	WBLn1	SBLn1	SBLn2
Vol Left, %	9%	35%	0%	24%	100%	0%
Vol Thru, %	69%	65%	0%	45%	0%	71%
Vol Right, %	21%	0%	100%	31%	0%	29%
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop
Traffic Vol by Lane	375	215	20	445	115	385
LT Vol	35	75	0	105	115	0
Through Vol	260	140	0	200	0	275
RT Vol	80	0	20	140	0	110
Lane Flow Rate	417	239	22	494	128	428
Geometry Grp	4b	5	5	4b	5	5
Degree of Util (X)	1.064	0.655	0.056	1.265	0.337	1.047
Departure Headway (Hd)	10.24	10.907	10.002	9.701	10.523	9.806
Convergence, Y/N	Yes	Yes	Yes	Yes	Yes	Yes
Cap	358	334	360	381	344	372
Service Time	8.24	8.607	7.702	7.701	8.223	7.506
HCM Lane V/C Ratio	1.165	0.716	0.061	1.297	0.372	1.151
HCM Control Delay	99.1	32.1	13.3	167.6	18.5	91.9
HCM Lane LOS	F	D	B	F	C	F
HCM 95th-tile Q	13.3	4.4	0.2	20.8	1.5	13.1

Intersection												
Int Delay, s/veh	7.9											
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↕			↕			↕			↕	
Traffic Vol, veh/h	20	35	5	10	50	145	10	170	5	155	180	30
Future Vol, veh/h	20	35	5	10	50	145	10	170	5	155	180	30
Conflicting Peds, #/hr	0	0	0	0	0	0	0	0	0	0	0	0
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop	Free	Free	Free	Free	Free	Free
RT Channelized	-	-	None	-	-	None	-	-	None	-	-	None
Storage Length	-	-	-	-	-	-	-	-	-	-	-	-
Veh in Median Storage, #	-	0	-	-	0	-	-	0	-	-	0	-
Grade, %	-	0	-	-	0	-	-	0	-	-	0	-
Peak Hour Factor	90	90	90	90	90	90	90	90	90	90	90	90
Heavy Vehicles, %	0	0	0	17	0	2	0	2	0	2	1	0
Mvmt Flow	22	39	6	11	56	161	11	189	6	172	200	33
Major/Minor	Minor2		Minor1		Major1		Major2					
Conflicting Flow All	884	778	217	797	791	192	233	0	0	195	0	0
Stage 1	561	561	-	214	214	-	-	-	-	-	-	-
Stage 2	323	217	-	583	577	-	-	-	-	-	-	-
Critical Hdwy	7.1	6.5	6.2	7.27	6.5	6.22	4.1	-	-	4.12	-	-
Critical Hdwy Stg 1	6.1	5.5	-	6.27	5.5	-	-	-	-	-	-	-
Critical Hdwy Stg 2	6.1	5.5	-	6.27	5.5	-	-	-	-	-	-	-
Follow-up Hdwy	3.5	4	3.3	3.653	4	3.318	2.2	-	-	2.218	-	-
Pot Cap-1 Maneuver	268	330	828	287	324	850	1346	-	-	1378	-	-
Stage 1	516	513	-	755	729	-	-	-	-	-	-	-
Stage 2	693	727	-	473	505	-	-	-	-	-	-	-
Platoon blocked, %								-	-		-	-
Mov Cap-1 Maneuver	163	280	828	226	275	850	1346	-	-	1378	-	-
Mov Cap-2 Maneuver	163	280	-	226	275	-	-	-	-	-	-	-
Stage 1	511	439	-	748	722	-	-	-	-	-	-	-
Stage 2	514	720	-	367	432	-	-	-	-	-	-	-
Approach	EB		WB		NB		SB					
HCM Control Delay, s	26.2		17.3		0.4		3.4					
HCM LOS	D		C									
Minor Lane/Major Mvmt	NBL	NBT	NBR	EBLn1WBLn1	SBL	SBT	SBR					
Capacity (veh/h)	1346	-	-	236	517	1378	-	-				
HCM Lane V/C Ratio	0.008	-	-	0.282	0.441	0.125	-	-				
HCM Control Delay (s)	7.7	0	-	26.2	17.3	8	0	-				
HCM Lane LOS	A	A	-	D	C	A	A	-				
HCM 95th %tile Q(veh)	0	-	-	1.1	2.2	0.4	-	-				

## PREFERRED SCENARIO 2041 HCM REPORTS

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# MOVEMENT SUMMARY

 **Site: 1 [Hill Rd at Baker Creek Rd - AM (Site Folder: Future Preferred Scenario 2044)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Preferred AM Peak Hour

Site Category: Existing Design

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]		[ Total HV ]					[ Veh. veh	Dist ]				mph
			veh/h	%	veh/h	%	v/c	sec			ft				
South: Hill Rd															
3	L2	All MCs	96	4.0	96	4.0	0.422	8.6	LOS A	2.4	60.2	0.58	0.39	0.58	32.9
8	T1	All MCs	11	0.0	11	0.0	0.422	8.1	LOS A	2.4	60.2	0.58	0.39	0.58	34.2
18	R2	All MCs	304	2.0	304	2.0	0.422	8.3	LOS A	2.4	60.2	0.58	0.39	0.58	33.6
Approach			411	2.4	411	2.4	0.422	8.4	LOS A	2.4	60.2	0.58	0.39	0.58	33.5
East: Baker Creek Rd															
1	L2	All MCs	212	2.0	212	2.0	0.289	5.3	LOS A	1.4	39.2	0.32	0.15	0.32	33.1
6	T1	All MCs	94	28.0	94	28.0	0.289	7.3	LOS A	1.4	39.2	0.32	0.15	0.32	31.0
16	R2	All MCs	11	40.0	11	40.0	0.289	8.3	LOS A	1.4	39.2	0.32	0.15	0.32	29.4
Approach			318	11.1	318	11.1	0.289	5.9	LOS A	1.4	39.2	0.32	0.15	0.32	32.3
North: Hill Rd															
7	L2	All MCs	33	0.0	33	0.0	0.057	4.6	LOS A	0.2	5.8	0.49	0.37	0.49	34.2
4	T1	All MCs	11	0.0	11	0.0	0.057	4.6	LOS A	0.2	5.8	0.49	0.37	0.49	34.9
14	R2	All MCs	6	0.0	6	0.0	0.057	4.6	LOS A	0.2	5.8	0.49	0.37	0.49	34.6
Approach			50	0.0	50	0.0	0.057	4.6	LOS A	0.2	5.8	0.49	0.37	0.49	34.4
West: Baker Creek Rd															
5	L2	All MCs	6	0.0	6	0.0	0.388	7.3	LOS A	2.1	54.9	0.52	0.33	0.52	34.5
2	T1	All MCs	261	4.0	261	4.0	0.388	7.7	LOS A	2.1	54.9	0.52	0.33	0.52	34.8
12	R2	All MCs	128	2.0	128	2.0	0.388	7.5	LOS A	2.1	54.9	0.52	0.33	0.52	34.8
Approach			394	3.3	394	3.3	0.388	7.6	LOS A	2.1	54.9	0.52	0.33	0.52	34.8
All Vehicles			1173	4.9	1173	4.9	0.422	7.3	LOS A	2.4	60.2	0.49	0.31	0.49	33.6

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Sieglach M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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Project: S:\Projects\2023\23041-000 (McMinnville Fox Ridge Area Plan TPR)\5\_Analysis\SIDRA\Fox Ridge Road\_Roundabout Analysis.sip9

# MOVEMENT SUMMARY

 **Site: 2 [Hill Rd at Wallace Rd - AM (Site Folder: Future Preferred Scenario 2044)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Preferred AM Peak Hour  
Site Category: Existing Design  
Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]	%	[ Total HV ]	%	v/c	sec		[ Veh. veh	Dist ] ft				mph
South: Hill Rd															
3	L2	All MCs	187	1.0	187	1.0	0.553	9.7	LOS A	4.0	101.5	0.59	0.34	0.59	29.5
8	T1	All MCs	312	2.0	312	2.0	0.553	9.8	LOS A	4.0	101.5	0.59	0.34	0.59	30.9
18	R2	All MCs	109	2.0	109	2.0	0.553	9.8	LOS A	4.0	101.5	0.59	0.34	0.59	25.0
Approach			608	1.7	608	1.7	0.553	9.8	LOS A	4.0	101.5	0.59	0.34	0.59	29.2
East: Wallace Rd															
1	L2	All MCs	67	3.0	67	3.0	0.249	8.0	LOS A	1.0	26.5	0.63	0.54	0.63	26.6
6	T1	All MCs	67	1.0	67	1.0	0.249	7.6	LOS A	1.0	26.5	0.63	0.54	0.63	28.1
16	R2	All MCs	39	10.0	39	10.0	0.249	9.3	LOS A	1.0	26.5	0.63	0.54	0.63	27.9
Approach			172	3.8	172	3.8	0.249	8.1	LOS A	1.0	26.5	0.63	0.54	0.63	27.5
North: Hill Rd															
7	L2	All MCs	56	4.0	56	4.0	0.463	9.3	LOS A	2.8	71.8	0.61	0.43	0.64	26.3
4	T1	All MCs	226	3.0	226	3.0	0.463	9.2	LOS A	2.8	71.8	0.61	0.43	0.64	30.7
14	R2	All MCs	164	1.0	164	1.0	0.463	9.0	LOS A	2.8	71.8	0.61	0.43	0.64	32.0
Approach			446	2.4	446	2.4	0.463	9.2	LOS A	2.8	71.8	0.61	0.43	0.64	30.5
West: Wallace Road															
5	L2	All MCs	110	1.0	110	1.0	0.281	6.7	LOS A	1.4	34.5	0.53	0.38	0.53	31.4
2	T1	All MCs	34	1.0	34	1.0	0.281	6.7	LOS A	1.4	34.5	0.53	0.38	0.53	32.0
12	R2	All MCs	121	1.0	121	1.0	0.281	6.7	LOS A	1.4	34.5	0.53	0.38	0.53	31.7
Approach			266	1.0	266	1.0	0.281	6.7	LOS A	1.4	34.5	0.53	0.38	0.53	31.6
All Vehicles			1491	2.0	1491	2.0	0.553	8.9	LOS A	4.0	101.5	0.59	0.40	0.60	29.8

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Sieglach M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.





Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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Intersection						
Int Delay, s/veh	4.3					
Movement	EBL	EBR	NBL	NBT	SBT	SBR
Lane Configurations						
Traffic Vol, veh/h	89	79	37	428	355	37
Future Vol, veh/h	89	79	37	428	355	37
Conflicting Peds, #/hr	5	0	3	0	0	3
Sign Control	Stop	Stop	Free	Free	Free	Free
RT Channelized	-	None	-	None	-	None
Storage Length	0	-	200	-	-	-
Veh in Median Storage, #	0	-	-	0	0	-
Grade, %	0	-	-	0	0	-
Peak Hour Factor	90	90	90	90	90	90
Heavy Vehicles, %	0	0	0	2	4	0
Mvmt Flow	99	88	41	476	394	41
Major/Minor	Minor2	Major1		Major2		
Conflicting Flow All	981	418	438	0	-	0
Stage 1	418	-	-	-	-	-
Stage 2	563	-	-	-	-	-
Critical Hdwy	6.4	6.2	4.1	-	-	-
Critical Hdwy Stg 1	5.4	-	-	-	-	-
Critical Hdwy Stg 2	5.4	-	-	-	-	-
Follow-up Hdwy	3.5	3.3	2.2	-	-	-
Pot Cap-1 Maneuver	279	639	1133	-	-	-
Stage 1	669	-	-	-	-	-
Stage 2	574	-	-	-	-	-
Platoon blocked, %				-	-	-
Mov Cap-1 Maneuver	267	637	1130	-	-	-
Mov Cap-2 Maneuver	267	-	-	-	-	-
Stage 1	643	-	-	-	-	-
Stage 2	572	-	-	-	-	-
Approach	EB	NB		SB		
HCM Control Delay, s	24.5	0.7		0		
HCM LOS	C					
Minor Lane/Major Mvmt	NBL	NBT	EBLn1	SBT	SBR	
Capacity (veh/h)	1130	-	367	-	-	
HCM Lane V/C Ratio	0.036	-	0.509	-	-	
HCM Control Delay (s)	8.3	-	24.5	-	-	
HCM Lane LOS	A	-	C	-	-	
HCM 95th %tile Q(veh)	0.1	-	2.8	-	-	

Intersection	
Intersection Delay, s/veh	69.3
Intersection LOS	F

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Traffic Vol, veh/h	95	225	35	65	105	130	35	215	145	213	179	62
Future Vol, veh/h	95	225	35	65	105	130	35	215	145	213	179	62
Peak Hour Factor	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90
Heavy Vehicles, %	2	5	10	8	3	2	10	2	5	0	5	3
Mvmt Flow	106	250	39	72	117	144	39	239	161	237	199	69
Number of Lanes	0	1	1	0	1	0	0	1	0	1	1	0

Approach	EB	WB	NB	SB
Opposing Approach	WB	EB	SB	NB
Opposing Lanes	1	2	2	1
Conflicting Approach Left	SB	NB	EB	WB
Conflicting Lanes Left	2	1	2	1
Conflicting Approach Right	NB	SB	WB	EB
Conflicting Lanes Right	1	2	1	2
HCM Control Delay	57.4	56.7	134.3	30.4
HCM LOS	F	F	F	D

Lane	NBLn1	EBLn1	EBLn2	WBLn1	SBLn1	SBLn2
Vol Left, %	9%	30%	0%	22%	100%	0%
Vol Thru, %	54%	70%	0%	35%	0%	74%
Vol Right, %	37%	0%	100%	43%	0%	26%
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop
Traffic Vol by Lane	395	320	35	300	213	241
LT Vol	35	95	0	65	213	0
Through Vol	215	225	0	105	0	179
RT Vol	145	0	35	130	0	62
Lane Flow Rate	439	356	39	333	237	268
Geometry Grp	4b	5	5	4b	5	5
Degree of Util (X)	1.177	0.924	0.092	0.885	0.64	0.68
Departure Headway (Hd)	9.651	10.005	9.169	10.35	10.409	9.785
Convergence, Y/N	Yes	Yes	Yes	Yes	Yes	Yes
Cap	377	366	393	353	350	372
Service Time	7.651	7.705	6.869	8.35	8.109	7.485
HCM Lane V/C Ratio	1.164	0.973	0.099	0.943	0.677	0.72
HCM Control Delay	134.3	62.3	12.8	56.7	29.9	30.9
HCM Lane LOS	F	F	B	F	D	D
HCM 95th-tile Q	17.6	9.6	0.3	8.5	4.2	4.8

Intersection												
Int Delay, s/veh	7.6											
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↕			↕			↕			↕	
Traffic Vol, veh/h	25	55	10	5	25	135	10	190	5	153	201	15
Future Vol, veh/h	25	55	10	5	25	135	10	190	5	153	201	15
Conflicting Peds, #/hr	0	0	0	0	0	0	0	0	1	1	0	0
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop	Free	Free	Free	Free	Free	Free
RT Channelized	-	-	None	-	-	None	-	-	None	-	-	None
Storage Length	-	-	-	-	-	-	-	-	-	-	-	-
Veh in Median Storage, #	-	0	-	-	0	-	-	0	-	-	0	-
Grade, %	-	0	-	-	0	-	-	0	-	-	0	-
Peak Hour Factor	90	90	90	90	90	90	90	90	90	90	90	90
Heavy Vehicles, %	0	0	0	0	0	8	0	2	33	6	1	0
Mvmt Flow	28	61	11	6	28	150	11	211	6	170	223	17
Major/Minor	Minor2		Minor1		Major1		Major2					
Conflicting Flow All	897	812	232	845	817	215	240	0	0	218	0	0
Stage 1	572	572	-	237	237	-	-	-	-	-	-	-
Stage 2	325	240	-	608	580	-	-	-	-	-	-	-
Critical Hdwy	7.1	6.5	6.2	7.1	6.5	6.28	4.1	-	-	4.16	-	-
Critical Hdwy Stg 1	6.1	5.5	-	6.1	5.5	-	-	-	-	-	-	-
Critical Hdwy Stg 2	6.1	5.5	-	6.1	5.5	-	-	-	-	-	-	-
Follow-up Hdwy	3.5	4	3.3	3.5	4	3.372	2.2	-	-	2.254	-	-
Pot Cap-1 Maneuver	263	315	812	285	313	810	1339	-	-	1328	-	-
Stage 1	509	508	-	771	713	-	-	-	-	-	-	-
Stage 2	692	711	-	486	503	-	-	-	-	-	-	-
Platoon blocked, %								-	-		-	-
Mov Cap-1 Maneuver	174	266	812	205	264	809	1339	-	-	1327	-	-
Mov Cap-2 Maneuver	174	266	-	205	264	-	-	-	-	-	-	-
Stage 1	504	433	-	763	706	-	-	-	-	-	-	-
Stage 2	537	704	-	351	429	-	-	-	-	-	-	-
Approach	EB		WB		NB		SB					
HCM Control Delay, s	29		14.1		0.4		3.4					
HCM LOS	D		B									
Minor Lane/Major Mvmt	NBL	NBT	NBR	EBLn1	WBLn1	SBL	SBT	SBR				
Capacity (veh/h)	1339	-	-	248	577	1327	-	-				
HCM Lane V/C Ratio	0.008	-	-	0.403	0.318	0.128	-	-				
HCM Control Delay (s)	7.7	0	-	29	14.1	8.1	0	-				
HCM Lane LOS	A	A	-	D	B	A	A	-				
HCM 95th %tile Q(veh)	0	-	-	1.8	1.4	0.4	-	-				

# MOVEMENT SUMMARY

 **Site: 1 [Hill Rd at Baker Creek Rd - PM (Site Folder: Future Preferred Scenario 2044)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Preferred PM Peak Hour

Site Category: NA

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]		[ Total HV ]					[ Veh. veh	Dist ]				mph
			veh/h	%	veh/h	%	v/c	sec			ft				
South: Hill Rd															
3	L2	All MCs	159	4.0	159	4.0	0.470	8.4	LOS A	3.1	78.3	0.50	0.27	0.50	32.8
8	T1	All MCs	10	0.0	10	0.0	0.470	8.0	LOS A	3.1	78.3	0.50	0.27	0.50	34.1
18	R2	All MCs	356	2.0	356	2.0	0.470	8.2	LOS A	3.1	78.3	0.50	0.27	0.50	33.5
Approach			526	2.6	526	2.6	0.470	8.2	LOS A	3.1	78.3	0.50	0.27	0.50	33.3
East: Baker Creek Rd															
1	L2	All MCs	462	2.0	462	2.0	0.652	11.9	LOS B	6.7	169.8	0.66	0.40	0.72	30.7
6	T1	All MCs	240	2.0	240	2.0	0.652	11.9	LOS B	6.7	169.8	0.66	0.40	0.72	31.4
16	R2	All MCs	31	0.0	31	0.0	0.652	11.7	LOS B	6.7	169.8	0.66	0.40	0.72	31.3
Approach			733	1.9	733	1.9	0.652	11.9	LOS B	6.7	169.8	0.66	0.40	0.72	31.0
North: Hill Rd															
7	L2	All MCs	26	0.0	26	0.0	0.082	7.4	LOS A	0.3	7.7	0.64	0.61	0.64	33.1
4	T1	All MCs	15	0.0	15	0.0	0.082	7.4	LOS A	0.3	7.7	0.64	0.61	0.64	33.9
14	R2	All MCs	5	0.0	5	0.0	0.082	7.4	LOS A	0.3	7.7	0.64	0.61	0.64	33.6
Approach			46	0.0	46	0.0	0.082	7.4	LOS A	0.3	7.7	0.64	0.61	0.64	33.4
West: Baker Creek Rd															
5	L2	All MCs	5	0.0	5	0.0	0.414	9.4	LOS A	2.3	58.6	0.67	0.57	0.77	33.4
2	T1	All MCs	143	3.0	143	3.0	0.414	9.8	LOS A	2.3	58.6	0.67	0.57	0.77	33.8
12	R2	All MCs	179	2.0	179	2.0	0.414	9.7	LOS A	2.3	58.6	0.67	0.57	0.77	33.6
Approach			327	2.4	327	2.4	0.414	9.7	LOS A	2.3	58.6	0.67	0.57	0.77	33.7
All Vehicles			1631	2.2	1631	2.2	0.652	10.2	LOS B	6.7	169.8	0.61	0.40	0.66	32.3

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Sieglach M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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Project: S:\Projects\2023\23041-000 (McMinnville Fox Ridge Area Plan TPR)\5\_Analysis\SIDRA\Fox Ridge Road\_Roundabout Analysis.sip9

# MOVEMENT SUMMARY

 **Site: 2 [Hill Rd at Wallace Rd - PM (Site Folder: Future Preferred Scenario 2044)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Preferred PM Peak Hour  
Site Category: NA  
Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]	%	[ Total HV ]	%	v/c	sec		[ Veh. veh	Dist ] ft				mph
South: Hill Rd															
3	L2	All MCs	92	0.0	92	0.0	0.550	9.2	LOS A	4.2	106.6	0.52	0.27	0.52	29.9
8	T1	All MCs	460	1.0	460	1.0	0.550	9.3	LOS A	4.2	106.6	0.52	0.27	0.52	31.4
18	R2	All MCs	93	0.0	93	0.0	0.550	9.2	LOS A	4.2	106.6	0.52	0.27	0.52	25.2
Approach			646	0.7	646	0.7	0.550	9.2	LOS A	4.2	106.6	0.52	0.27	0.52	30.1
East: Wallace Rd															
1	L2	All MCs	116	0.0	116	0.0	0.272	7.9	LOS A	1.2	29.8	0.64	0.55	0.64	25.2
6	T1	All MCs	27	0.0	27	0.0	0.272	7.9	LOS A	1.2	29.8	0.64	0.55	0.64	26.5
16	R2	All MCs	49	8.0	49	8.0	0.272	9.4	LOS A	1.2	29.8	0.64	0.55	0.64	26.5
Approach			193	2.0	193	2.0	0.272	8.3	LOS A	1.2	29.8	0.64	0.55	0.64	25.7
North: Hill Rd															
7	L2	All MCs	60	6.0	60	6.0	0.652	12.9	LOS B	8.1	205.2	0.72	0.55	0.95	25.6
4	T1	All MCs	555	1.0	555	1.0	0.652	12.4	LOS B	8.1	205.2	0.72	0.55	0.95	29.8
14	R2	All MCs	80	0.0	80	0.0	0.652	12.2	LOS B	8.1	205.2	0.72	0.55	0.95	30.9
Approach			696	1.3	696	1.3	0.652	12.4	LOS B	8.1	205.2	0.72	0.55	0.95	29.5
West: Wallace Road															
5	L2	All MCs	62	0.0	62	0.0	0.261	8.8	LOS A	1.1	27.8	0.67	0.60	0.67	30.6
2	T1	All MCs	23	0.0	23	0.0	0.261	8.8	LOS A	1.1	27.8	0.67	0.60	0.67	31.2
12	R2	All MCs	85	0.0	85	0.0	0.261	8.8	LOS A	1.1	27.8	0.67	0.60	0.67	30.9
Approach			169	0.0	169	0.0	0.261	8.8	LOS A	1.1	27.8	0.67	0.60	0.67	30.8
All Vehicles			1704	1.0	1704	1.0	0.652	10.4	LOS B	8.1	205.2	0.63	0.45	0.72	29.3

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Siegloch M1 implied by US HCM 6 Roundabout Capacity Model.






HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.







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Intersection						
Int Delay, s/veh	10.9					
Movement	EBL	EBR	NBL	NBT	SBT	SBR
Lane Configurations						
Traffic Vol, veh/h	80	80	105	514	558	115
Future Vol, veh/h	80	80	105	514	558	115
Conflicting Peds, #/hr	0	0	0	0	0	0
Sign Control	Stop	Stop	Free	Free	Free	Free
RT Channelized	-	None	-	None	-	None
Storage Length	0	-	200	-	-	-
Veh in Median Storage, #	0	-	-	0	0	-
Grade, %	0	-	-	0	0	-
Peak Hour Factor	91	91	91	91	91	91
Heavy Vehicles, %	0	0	0	2	1	0
Mvmt Flow	88	88	115	565	613	126
Major/Minor	Minor2	Major1		Major2		
Conflicting Flow All	1471	676	739	0	-	0
Stage 1	676	-	-	-	-	-
Stage 2	795	-	-	-	-	-
Critical Hdwy	6.4	6.2	4.1	-	-	-
Critical Hdwy Stg 1	5.4	-	-	-	-	-
Critical Hdwy Stg 2	5.4	-	-	-	-	-
Follow-up Hdwy	3.5	3.3	2.2	-	-	-
Pot Cap-1 Maneuver	141	457	876	-	-	-
Stage 1	509	-	-	-	-	-
Stage 2	448	-	-	-	-	-
Platoon blocked, %				-	-	-
Mov Cap-1 Maneuver	123	457	876	-	-	-
Mov Cap-2 Maneuver	123	-	-	-	-	-
Stage 1	442	-	-	-	-	-
Stage 2	448	-	-	-	-	-
Approach	EB	NB		SB		
HCM Control Delay, s	92	1.7		0		
HCM LOS	F					
Minor Lane/Major Mvmt	NBL	NBT	EBLn1	SBT	SBR	
Capacity (veh/h)	876	-	194	-	-	
HCM Lane V/C Ratio	0.132	-	0.906	-	-	
HCM Control Delay (s)	9.7	-	92	-	-	
HCM Lane LOS	A	-	F	-	-	
HCM 95th %tile Q(veh)	0.5	-	7.1	-	-	



Intersection												
Intersection Delay, s/veh	156.4											
Intersection LOS	F											
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Traffic Vol, veh/h	91	140	20	105	200	232	35	306	80	179	307	121
Future Vol, veh/h	91	140	20	105	200	232	35	306	80	179	307	121
Peak Hour Factor	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90
Heavy Vehicles, %	0	1	0	3	1	1	0	3	4	1	2	0
Mvmt Flow	101	156	22	117	222	258	39	340	89	199	341	134
Number of Lanes	0	1	1	0	1	0	0	1	0	1	1	0
Approach	EB			WB			NB			SB		
Opposing Approach	WB			EB			SB			NB		
Opposing Lanes	1			2			2			1		
Conflicting Approach Left	SB			NB			EB			WB		
Conflicting Lanes Left	2			1			2			1		
Conflicting Approach Right	NB			SB			WB			EB		
Conflicting Lanes Right	1			2			1			2		
HCM Control Delay	36.9			275.6			150.6			104.3		
HCM LOS	E			F			F			F		
Lane	NBLn1	EBLn1	EBLn2	WBLn1	SBLn1	SBLn2						
Vol Left, %	8%	39%	0%	20%	100%	0%						
Vol Thru, %	73%	61%	0%	37%	0%	72%						
Vol Right, %	19%	0%	100%	43%	0%	28%						
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop						
Traffic Vol by Lane	421	231	20	537	179	428						
LT Vol	35	91	0	105	179	0						
Through Vol	306	140	0	200	0	307						
RT Vol	80	0	20	232	0	121						
Lane Flow Rate	468	257	22	597	199	476						
Geometry Grp	4b	5	5	4b	5	5						
Degree of Util (X)	1.204	0.705	0.056	1.524	0.527	1.171						
Departure Headway (Hd)	11.223	11.974	11.039	10.192	11.578	10.857						
Convergence, Y/N	Yes	Yes	Yes	Yes	Yes	Yes						
Cap	327	305	326	364	314	338						
Service Time	9.223	9.674	8.739	8.192	9.278	8.557						
HCM Lane V/C Ratio	1.431	0.843	0.067	1.64	0.634	1.408						
HCM Control Delay	150.6	38.9	14.4	275.6	26.5	136.9						
HCM Lane LOS	F	E	B	F	D	F						
HCM 95th-tile Q	16.8	5	0.2	29.9	2.9	16.1						

Intersection												
Int Delay, s/veh	9.1											
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Traffic Vol, veh/h	20	35	5	10	50	176	10	185	5	176	191	30
Future Vol, veh/h	20	35	5	10	50	176	10	185	5	176	191	30
Conflicting Peds, #/hr	0	0	0	0	0	0	0	0	0	0	0	0
Sign Control	Stop	Stop	Stop	Stop	Stop	Stop	Free	Free	Free	Free	Free	Free
RT Channelized	-	-	None	-	-	None	-	-	None	-	-	None
Storage Length	-	-	-	-	-	-	-	-	-	-	-	-
Veh in Median Storage, #	-	0	-	-	0	-	-	0	-	-	0	-
Grade, %	-	0	-	-	0	-	-	0	-	-	0	-
Peak Hour Factor	90	90	90	90	90	90	90	90	90	90	90	90
Heavy Vehicles, %	0	0	0	17	0	2	0	2	0	2	1	0
Mvmt Flow	22	39	6	11	56	196	11	206	6	196	212	33
Major/Minor	Minor2		Minor1		Major1		Major2					
Conflicting Flow All	978	855	229	874	868	209	245	0	0	212	0	0
Stage 1	621	621	-	231	231	-	-	-	-	-	-	-
Stage 2	357	234	-	643	637	-	-	-	-	-	-	-
Critical Hdwy	7.1	6.5	6.2	7.27	6.5	6.22	4.1	-	-	4.12	-	-
Critical Hdwy Stg 1	6.1	5.5	-	6.27	5.5	-	-	-	-	-	-	-
Critical Hdwy Stg 2	6.1	5.5	-	6.27	5.5	-	-	-	-	-	-	-
Follow-up Hdwy	3.5	4	3.3	3.653	4	3.318	2.2	-	-	2.218	-	-
Pot Cap-1 Maneuver	232	298	815	254	293	831	1333	-	-	1358	-	-
Stage 1	478	482	-	739	717	-	-	-	-	-	-	-
Stage 2	665	715	-	438	475	-	-	-	-	-	-	-
Platoon blocked, %								-	-		-	-
Mov Cap-1 Maneuver	127	246	815	193	242	831	1333	-	-	1358	-	-
Mov Cap-2 Maneuver	127	246	-	193	242	-	-	-	-	-	-	-
Stage 1	474	401	-	732	711	-	-	-	-	-	-	-
Stage 2	465	709	-	327	395	-	-	-	-	-	-	-
Approach	EB		WB		NB		SB					
HCM Control Delay, s	32.6		19.7		0.4		3.6					
HCM LOS	D		C									
Minor Lane/Major Mvmt	NBL	NBT	NBR	EBLn1WBLn1	SBL	SBT	SBR					
Capacity (veh/h)	1333	-	-	196	502	1358	-	-				
HCM Lane V/C Ratio	0.008	-	-	0.34	0.522	0.144	-	-				
HCM Control Delay (s)	7.7	0	-	32.6	19.7	8.1	0	-				
HCM Lane LOS	A	A	-	D	C	A	A	-				
HCM 95th %tile Q(veh)	0	-	-	1.4	3	0.5	-	-				

# RECOMMENDED IMPROVEMENTS HCM REPORTS

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# MOVEMENT SUMMARY

 **Site: 1 [Hill Rd at Fox Ridge Road - AM (Site Folder: Mitigation)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Preferred AM Peak Hour - Mitigation

Site Category: NA

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]	%	[ Total HV ]	%	v/c	sec		[ Veh. veh	Dist ] ft				mph
South: Hill Rd															
3	L2	All MCs	41	0.0	41	0.0	0.422	6.8	LOS A	2.8	70.3	0.35	0.16	0.35	34.7
8	T1	All MCs	476	2.0	476	2.0	0.422	7.0	LOS A	2.8	70.3	0.35	0.16	0.35	35.3
Approach			517	1.8	517	1.8	0.422	7.0	LOS A	2.8	70.3	0.35	0.16	0.35	35.2
North: Hill Rd															
4	T1	All MCs	394	4.0	394	4.0	0.341	5.7	LOS A	2.0	52.5	0.20	0.06	0.20	36.0
14	R2	All MCs	41	0.0	41	0.0	0.341	5.4	LOS A	2.0	52.5	0.20	0.06	0.20	36.2
Approach			436	3.6	436	3.6	0.341	5.7	LOS A	2.0	52.5	0.20	0.06	0.20	36.0
West: Fox Ridge Rd															
5	L2	All MCs	99	0.0	99	0.0	0.206	6.0	LOS A	0.9	23.4	0.53	0.40	0.53	33.8
12	R2	All MCs	88	0.0	88	0.0	0.206	6.0	LOS A	0.9	23.4	0.53	0.40	0.53	34.3
Approach			187	0.0	187	0.0	0.206	6.0	LOS A	0.9	23.4	0.53	0.40	0.53	34.0
All Vehicles			1139	2.2	1139	2.2	0.422	6.3	LOS A	2.8	70.3	0.32	0.16	0.32	35.3

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Siegloch M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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# MOVEMENT SUMMARY

 **Site: 2 [Hill Rd at 2nd Street - AM (Site Folder: Mitigation)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Preferred AM Peak Hour - Mitigation

Site Category: NA

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows [ Total HV ] veh/h %		Arrival Flows [ Total HV ] veh/h %		Deg. Satn  v/c	Aver. Delay  sec	Level of Service	95% Back Of Queue [ Veh. veh	Dist ] ft	Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed  mph
South: Hill Rd															
3	L2	All MCs	39	10.0	39	10.0	0.627	17.6	LOS C	5.2	133.6	0.82	0.90	1.34	27.1
8	T1	All MCs	239	2.0	239	2.0	0.627	16.0	LOS C	5.2	133.6	0.82	0.90	1.34	28.5
18	R2	All MCs	161	5.0	161	5.0	0.627	16.6	LOS C	5.2	133.6	0.82	0.90	1.34	23.3
Approach			439	3.8	439	3.8	0.627	16.3	LOS C	5.2	133.6	0.82	0.90	1.34	26.2
East: 2nd St															
1	L2	All MCs	72	8.0	72	8.0	0.379	9.0	LOS A	1.9	49.2	0.60	0.44	0.60	26.5
6	T1	All MCs	117	3.0	117	3.0	0.379	8.3	LOS A	1.9	49.2	0.60	0.44	0.60	28.1
16	R2	All MCs	144	2.0	144	2.0	0.379	8.2	LOS A	1.9	49.2	0.60	0.44	0.60	28.6
Approach			333	3.7	333	3.7	0.379	8.4	LOS A	1.9	49.2	0.60	0.44	0.60	28.0
North: Hill Rd															
7	L2	All MCs	237	0.0	237	0.0	0.481	8.6	LOS A	3.0	77.2	0.57	0.35	0.57	26.1
4	T1	All MCs	199	5.0	199	5.0	0.481	9.1	LOS A	3.0	77.2	0.57	0.35	0.57	30.3
14	R2	All MCs	69	3.0	69	3.0	0.481	8.9	LOS A	3.0	77.2	0.57	0.35	0.57	31.5
Approach			504	2.4	504	2.4	0.481	8.8	LOS A	3.0	77.2	0.57	0.35	0.57	28.3
West: 2nd St															
5	L2	All MCs	106	2.0	106	2.0	0.522	11.9	LOS B	3.7	94.9	0.73	0.71	1.04	29.4
2	T1	All MCs	250	5.0	250	5.0	0.522	12.4	LOS B	3.7	94.9	0.73	0.71	1.04	29.9
12	R2	All MCs	39	10.0	39	10.0	0.522	13.3	LOS B	3.7	94.9	0.73	0.71	1.04	29.5
Approach			394	4.7	394	4.7	0.522	12.3	LOS B	3.7	94.9	0.73	0.71	1.04	29.7
All Vehicles			1671	3.6	1671	3.6	0.627	11.5	LOS B	5.2	133.6	0.68	0.60	0.89	28.0

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Siegloch M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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# HCM Signalized Intersection Capacity Analysis

## 3: Fox Ridge Rd & Hill Rd

Fox Ridge Road Area Plan  
Future 2041 Preferred Scenario AM Peak Hour - Mitigation



Movement	EBL	EBR	NBL	NBT	SBT	SBR
Lane Configurations						
Traffic Volume (vph)	89	79	37	428	355	37
Future Volume (vph)	89	79	37	428	355	37
Ideal Flow (vphpl)	1900	1900	1900	1900	1900	1900
Total Lost time (s)	5.0		5.0	5.0	5.0	
Lane Util. Factor	1.00		1.00	1.00	1.00	
Frpb, ped/bikes	1.00		1.00	1.00	1.00	
Flpb, ped/bikes	1.00		1.00	1.00	1.00	
Frt	0.94		1.00	1.00	0.99	
Flt Protected	0.97		0.95	1.00	1.00	
Satd. Flow (prot)	1733		1802	1863	1806	
Flt Permitted	0.97		0.48	1.00	1.00	
Satd. Flow (perm)	1733		906	1863	1806	
Peak-hour factor, PHF	0.90	0.90	0.90	0.90	0.90	0.90
Adj. Flow (vph)	99	88	41	476	394	41
RTOR Reduction (vph)	38	0	0	0	5	0
Lane Group Flow (vph)	149	0	41	476	430	0
Confl. Peds. (#/hr)	5		3			3
Heavy Vehicles (%)	0%	0%	0%	2%	4%	0%
Turn Type	Prot		Perm	NA	NA	
Protected Phases	4			2	6	
Permitted Phases			2			
Actuated Green, G (s)	9.7		20.3	20.3	20.3	
Effective Green, g (s)	9.7		20.3	20.3	20.3	
Actuated g/C Ratio	0.24		0.51	0.51	0.51	
Clearance Time (s)	5.0		5.0	5.0	5.0	
Vehicle Extension (s)	3.0		3.0	3.0	3.0	
Lane Grp Cap (vph)	420		459	945	916	
v/s Ratio Prot	c0.09			c0.26	0.24	
v/s Ratio Perm			0.05			
v/c Ratio	0.36		0.09	0.50	0.47	
Uniform Delay, d1	12.6		5.1	6.5	6.4	
Progression Factor	1.00		1.00	1.00	1.00	
Incremental Delay, d2	0.5		0.1	0.4	0.4	
Delay (s)	13.1		5.2	6.9	6.8	
Level of Service	B		A	A	A	
Approach Delay (s)	13.1			6.8	6.8	
Approach LOS	B			A	A	
<b>Intersection Summary</b>						
HCM 2000 Control Delay			7.8		HCM 2000 Level of Service	A
HCM 2000 Volume to Capacity ratio			0.46			
Actuated Cycle Length (s)			40.0		Sum of lost time (s)	10.0
Intersection Capacity Utilization			47.4%		ICU Level of Service	A
Analysis Period (min)			15			
c Critical Lane Group						






















# HCM Signalized Intersection Capacity Analysis

## 4: Hill Rd & 2nd St

# Fox Ridge Road Area Plan

Future 2041 Preferred Scenario AM Peak Hour - Mitigation

												
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Traffic Volume (vph)	95	225	35	65	105	130	35	215	145	213	179	62
Future Volume (vph)	95	225	35	65	105	130	35	215	145	213	179	62
Ideal Flow (vphpl)	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900
Total Lost time (s)		5.0	5.0		5.0		5.0	5.0		5.0	5.0	
Lane Util. Factor		1.00	1.00		1.00		1.00	1.00		1.00	1.00	
Frpb, ped/bikes		1.00	0.98		0.99		1.00	0.99		1.00	1.00	
Flpb, ped/bikes		1.00	1.00		1.00		1.00	1.00		1.00	1.00	
Frt		1.00	0.85		0.94		1.00	0.94		1.00	0.96	
Flt Protected		0.99	1.00		0.99		0.95	1.00		0.95	1.00	
Satd. Flow (prot)		1797	1434		1690		1641	1713		1805	1748	
Flt Permitted		0.73	1.00		0.67		0.95	1.00		0.95	1.00	
Satd. Flow (perm)		1327	1434		1148		1641	1713		1805	1748	
Peak-hour factor, PHF	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90
Adj. Flow (vph)	106	250	39	72	117	144	39	239	161	237	199	69
RTOR Reduction (vph)	0	0	27	0	31	0	0	27	0	0	13	0
Lane Group Flow (vph)	0	356	12	0	302	0	39	373	0	237	255	0
Confl. Peds. (#/hr)	2					2						
Confl. Bikes (#/hr)			3						4			
Heavy Vehicles (%)	2%	5%	10%	8%	3%	2%	10%	2%	5%	0%	5%	3%
Turn Type	Perm	NA	Perm	Perm	NA		Prot	NA		Prot	NA	
Protected Phases		4			8		5	2		1	6	
Permitted Phases	4		4	8								
Actuated Green, G (s)		24.4	24.4		24.4		3.1	23.6		14.1	34.6	
Effective Green, g (s)		24.4	24.4		24.4		3.1	23.6		14.1	34.6	
Actuated g/C Ratio		0.32	0.32		0.32		0.04	0.31		0.18	0.45	
Clearance Time (s)		5.0	5.0		5.0		5.0	5.0		5.0	5.0	
Vehicle Extension (s)		3.0	3.0		3.0		3.0	3.0		3.0	3.0	
Lane Grp Cap (vph)		419	453		363		65	524		330	784	
v/s Ratio Prot							0.02	c0.22		c0.13	0.15	
v/s Ratio Perm		c0.27	0.01		0.26							
v/c Ratio		0.85	0.03		0.83		0.60	0.71		0.72	0.32	
Uniform Delay, d1		24.6	18.2		24.4		36.4	23.7		29.6	13.7	
Progression Factor		1.00	1.00		1.00		1.00	1.00		1.00	1.00	
Incremental Delay, d2		14.8	0.0		14.8		14.0	4.5		7.3	0.2	
Delay (s)		39.5	18.2		39.3		50.4	28.3		36.9	14.0	
Level of Service		D	B		D		D	C		D	B	
Approach Delay (s)		37.4			39.3			30.2			24.7	
Approach LOS		D			D			C			C	
<b>Intersection Summary</b>												
HCM 2000 Control Delay			32.1			HCM 2000 Level of Service				C		
HCM 2000 Volume to Capacity ratio			0.77									
Actuated Cycle Length (s)			77.1			Sum of lost time (s)				15.0		
Intersection Capacity Utilization			82.9%			ICU Level of Service				E		
Analysis Period (min)			15									
c Critical Lane Group												

# MOVEMENT SUMMARY

 **Site: 1 [Hill Rd at Fox Ridge Road - PM (Site Folder: Mitigation)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Preferred PM Peak Hour - Mitigation

Site Category: NA

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue		Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]		[ Total HV ]					[ Veh. veh	Dist ]				
			veh/h	%	veh/h	%	v/c	sec			ft				mph
South: Hill Rd															
3	L2	All MCs	115	0.0	115	0.0	0.548	8.6	LOS A	4.5	113.4	0.41	0.17	0.41	33.6
8	T1	All MCs	565	2.0	565	2.0	0.548	8.7	LOS A	4.5	113.4	0.41	0.17	0.41	34.1
Approach			680	1.7	680	1.7	0.548	8.7	LOS A	4.5	113.4	0.41	0.17	0.41	34.0
North: Hill Rd															
4	T1	All MCs	613	1.0	613	1.0	0.609	10.1	LOS B	5.4	136.4	0.52	0.24	0.52	34.0
14	R2	All MCs	126	0.0	126	0.0	0.609	10.0	LOS A	5.4	136.4	0.52	0.24	0.52	33.8
Approach			740	0.8	740	0.8	0.609	10.1	LOS B	5.4	136.4	0.52	0.24	0.52	34.0
West: Fox Ridge Rd															
5	L2	All MCs	87	0.0	87	0.0	0.237	7.6	LOS A	1.0	25.8	0.62	0.54	0.62	33.1
12	R2	All MCs	87	0.0	87	0.0	0.237	7.6	LOS A	1.0	25.8	0.62	0.54	0.62	33.5
Approach			174	0.0	174	0.0	0.237	7.6	LOS A	1.0	25.8	0.62	0.54	0.62	33.3
All Vehicles			1593	1.1	1593	1.1	0.609	9.2	LOS A	5.4	136.4	0.48	0.24	0.48	33.9

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Siegloch M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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Project: S:\Projects\2023\23041-000 (McMinnville Fox Ridge Area Plan TPR)\5\_Analysis\SIDRA\Fox Ridge Road\_Roundabout Analysis.sip9

# MOVEMENT SUMMARY

 **Site: 2 [Hill Rd at 2nd Street - PM (Site Folder: Mitigation)]**

**Output produced by SIDRA INTERSECTION Version: 9.1.4.221**

Future Year 2041 Preferred PM Peak Hour - Mitigation

Site Category: NA

Roundabout

Vehicle Movement Performance															
Mov ID	Turn	Mov Class	Demand Flows		Arrival Flows		Deg. Satn	Aver. Delay	Level of Service	95% Back Of Queue	Dist	Prop. Que	Eff. Stop Rate	Aver. No. of Cycles	Aver. Speed
			[ Total HV ]	%	[ Total HV ]	%	v/c	sec		[ Veh. veh	ft				mph
South: Hill Rd															
3	L2	All MCs	39	0.0	39	0.0	0.565	12.0	LOS B	4.7	120.6	0.75	0.72	1.09	28.7
8	T1	All MCs	340	3.0	340	3.0	0.565	12.5	LOS B	4.7	120.6	0.75	0.72	1.09	29.9
18	R2	All MCs	89	4.0	89	4.0	0.565	12.7	LOS B	4.7	120.6	0.75	0.72	1.09	24.3
Approach			468	2.9	468	2.9	0.565	12.5	LOS B	4.7	120.6	0.75	0.72	1.09	28.5
East: 2nd St															
1	L2	All MCs	117	3.0	117	3.0	0.728	18.7	LOS C	9.1	230.0	0.89	1.06	1.61	23.8
6	T1	All MCs	222	1.0	222	1.0	0.728	18.4	LOS C	9.1	230.0	0.89	1.06	1.61	25.1
16	R2	All MCs	258	1.0	258	1.0	0.728	18.4	LOS C	9.1	230.0	0.89	1.06	1.61	25.6
Approach			597	1.4	597	1.4	0.728	18.5	LOS C	9.1	230.0	0.89	1.06	1.61	25.0
North: Hill Rd															
7	L2	All MCs	199	1.0	199	1.0	0.736	17.2	LOS C	10.9	275.6	0.88	0.90	1.55	23.9
4	T1	All MCs	341	2.0	341	2.0	0.736	17.4	LOS C	10.9	275.6	0.88	0.90	1.55	27.5
14	R2	All MCs	134	0.0	134	0.0	0.736	17.1	LOS C	10.9	275.6	0.88	0.90	1.55	28.5
Approach			674	1.3	674	1.3	0.736	17.3	LOS C	10.9	275.6	0.88	0.90	1.55	26.5
West: 2nd St															
5	L2	All MCs	101	0.0	101	0.0	0.404	10.5	LOS B	2.1	53.7	0.71	0.67	0.85	29.9
2	T1	All MCs	156	1.0	156	1.0	0.404	10.7	LOS B	2.1	53.7	0.71	0.67	0.85	30.4
12	R2	All MCs	22	0.0	22	0.0	0.404	10.5	LOS B	2.1	53.7	0.71	0.67	0.85	30.2
Approach			279	0.6	279	0.6	0.404	10.6	LOS B	2.1	53.7	0.71	0.67	0.85	30.2
All Vehicles			2018	1.6	2018	1.6	0.736	15.6	LOS C	10.9	275.6	0.83	0.87	1.36	27.0

Site Level of Service (LOS) Method: Delay & v/c (HCM 6). Site LOS Method is specified in the Parameter Settings dialog (Options tab).

Roundabout LOS Method: Same as Sign Control.

Vehicle movement LOS values are based on average delay and v/c ratio (degree of saturation) per movement.

LOS F will result if v/c > 1 irrespective of movement delay value (does not apply for approaches and intersection).

Intersection and Approach LOS values are based on average delay for all movements (v/c not used as specified in HCM 6).

Roundabout Capacity Model: US HCM 6.

Delay Model: HCM Delay Formula (Stopline Delay: Geometric Delay is not included).

Queue Model: SIDRA queue estimation methods are used for Back of Queue and Queue at Start of Gap.

Gap-Acceptance Capacity Formula: Siegloch M1 implied by US HCM 6 Roundabout Capacity Model.

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

Arrival Flows used in performance calculations are adjusted to include any Initial Queued Demand and Upstream Capacity Constraint effects.

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Project: S:\Projects\2023\23041-000 (McMinnville Fox Ridge Area Plan TPR)\5\_Analysis\SIDRA\Fox Ridge Road\_Roundabout Analysis.sip9

# HCM Signalized Intersection Capacity Analysis

## 3: Fox Ridge Rd & Hill Rd

Fox Ridge Road Area Plan  
Future 2041 Preferred Scenario PM Peak Hour - Mitigation






















Movement	EBL	EBR	NBL	NBT	SBT	SBR
Lane Configurations						
Traffic Volume (vph)	80	80	105	514	558	115
Future Volume (vph)	80	80	105	514	558	115
Ideal Flow (vphpl)	1900	1900	1900	1900	1900	1900
Total Lost time (s)	4.5		4.5	4.5	4.5	
Lane Util. Factor	1.00		1.00	1.00	1.00	
Frpb, ped/bikes	1.00		1.00	1.00	1.00	
Flpb, ped/bikes	1.00		1.00	1.00	1.00	
Frt	0.93		1.00	1.00	0.98	
Flt Protected	0.98		0.95	1.00	1.00	
Satd. Flow (prot)	1729		1805	1863	1834	
Flt Permitted	0.98		0.28	1.00	1.00	
Satd. Flow (perm)	1729		531	1863	1834	
Peak-hour factor, PHF	0.91	0.91	0.91	0.91	0.91	0.91
Adj. Flow (vph)	88	88	115	565	613	126
RTOR Reduction (vph)	42	0	0	0	9	0
Lane Group Flow (vph)	134	0	115	565	730	0
Confl. Bikes (#/hr)						2
Heavy Vehicles (%)	0%	0%	0%	2%	1%	0%
Turn Type	Prot		Perm	NA	NA	
Protected Phases	4			2	6	
Permitted Phases			2			
Actuated Green, G (s)	9.3		30.2	30.2	30.2	
Effective Green, g (s)	9.3		30.2	30.2	30.2	
Actuated g/C Ratio	0.19		0.62	0.62	0.62	
Clearance Time (s)	4.5		4.5	4.5	4.5	
Vehicle Extension (s)	3.0		3.0	3.0	3.0	
Lane Grp Cap (vph)	331		330	1160	1141	
v/s Ratio Prot	c0.08			0.30	c0.40	
v/s Ratio Perm			0.22			
v/c Ratio	0.40		0.35	0.49	0.64	
Uniform Delay, d1	17.2		4.4	5.0	5.7	
Progression Factor	1.00		1.00	1.00	1.00	
Incremental Delay, d2	0.8		0.6	0.3	1.2	
Delay (s)	18.0		5.0	5.3	6.9	
Level of Service	B		A	A	A	
Approach Delay (s)	18.0			5.2	6.9	
Approach LOS	B			A	A	
<b>Intersection Summary</b>						
HCM 2000 Control Delay			7.4		HCM 2000 Level of Service	A
HCM 2000 Volume to Capacity ratio			0.58			
Actuated Cycle Length (s)			48.5		Sum of lost time (s)	9.0
Intersection Capacity Utilization			62.8%		ICU Level of Service	B
Analysis Period (min)			15			
c Critical Lane Group						

# HCM Signalized Intersection Capacity Analysis

## 4: Hill Rd & 2nd St

# Fox Ridge Road Area Plan

Future 2041 Preferred Scenario PM Peak Hour - Mitigation

												
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Traffic Volume (vph)	91	140	20	105	200	232	35	306	80	179	307	121
Future Volume (vph)	91	140	20	105	200	232	35	306	80	179	307	121
Ideal Flow (vphpl)	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900
Total Lost time (s)		5.0	5.0		5.0		5.0	5.0		5.0	5.0	
Lane Util. Factor		1.00	1.00		1.00		1.00	1.00		1.00	1.00	
Frpb, ped/bikes		1.00	0.97		1.00		1.00	1.00		1.00	0.99	
Flpb, ped/bikes		1.00	1.00		1.00		1.00	1.00		1.00	1.00	
Frt		1.00	0.85		0.94		1.00	0.97		1.00	0.96	
Flt Protected		0.98	1.00		0.99		0.95	1.00		0.95	1.00	
Satd. Flow (prot)		1852	1573		1746		1805	1775		1787	1783	
Flt Permitted		0.59	1.00		0.83		0.95	1.00		0.95	1.00	
Satd. Flow (perm)		1113	1573		1456		1805	1775		1787	1783	
Peak-hour factor, PHF	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90	0.90
Adj. Flow (vph)	101	156	22	117	222	258	39	340	89	199	341	134
RTOR Reduction (vph)	0	0	13	0	32	0	0	11	0	0	15	0
Lane Group Flow (vph)	0	257	9	0	565	0	39	418	0	199	460	0
Confl. Peds. (#/hr)			2	2								
Confl. Bikes (#/hr)			2						3			2
Heavy Vehicles (%)	0%	1%	0%	3%	1%	1%	0%	3%	4%	1%	2%	0%
Turn Type	Perm	NA	Perm	Perm	NA		Prot	NA		Prot	NA	
Protected Phases		4			8		5	2		1	6	
Permitted Phases	4		4	8								
Actuated Green, G (s)		35.0	35.0		35.0		2.8	25.4		11.1	33.7	
Effective Green, g (s)		35.0	35.0		35.0		2.8	25.4		11.1	33.7	
Actuated g/C Ratio		0.40	0.40		0.40		0.03	0.29		0.13	0.39	
Clearance Time (s)		5.0	5.0		5.0		5.0	5.0		5.0	5.0	
Vehicle Extension (s)		3.0	3.0		3.0		3.0	3.0		3.0	3.0	
Lane Grp Cap (vph)		450	636		589		58	521		229	694	
v/s Ratio Prot							0.02	c0.24		c0.11	0.26	
v/s Ratio Perm		0.23	0.01		c0.39							
v/c Ratio		0.57	0.01		0.96		0.67	0.80		0.87	0.66	
Uniform Delay, d1		19.9	15.4		25.1		41.4	28.2		37.0	21.7	
Progression Factor		1.00	1.00		1.00		1.00	1.00		1.00	1.00	
Incremental Delay, d2		1.8	0.0		27.3		26.6	8.7		27.6	2.4	
Delay (s)		21.7	15.4		52.4		68.0	37.0		64.6	24.1	
Level of Service		C	B		D		E	D		E	C	
Approach Delay (s)		21.2			52.4			39.5			36.1	
Approach LOS		C			D			D			D	
<b>Intersection Summary</b>												
HCM 2000 Control Delay			39.6			HCM 2000 Level of Service				D		
HCM 2000 Volume to Capacity ratio			0.89									
Actuated Cycle Length (s)			86.5			Sum of lost time (s)				15.0		
Intersection Capacity Utilization			90.7%			ICU Level of Service				E		
Analysis Period (min)			15									
c Critical Lane Group												

## TRAVEL DEMAND MODEL OUTPUTS & ODOT CORRESPONDENCE

---



To: Arielle Ferber, ODOT R2  
Cc: Alex Bettinardi, ODOT TPAU  
From: Jenna Bogert, DKS Associates  
Date: September 19th, 2023

## Proposed Future Forecasts and Assumptions Fox Ridge Road Area Plan

DKS previously submitted a letter<sup>1</sup> that outlined the methodology for estimating the future 2044 Baseline volumes and 2044 Preferred Land Use Scenario volumes for the Fox Ridge Road Area Plan. This memo provides the detailed analysis assumptions including the proposed growth rate, trip generation rates, and trip distribution assumptions for the traffic study, based on data from the travel demand model which was provided by ODOT TPAU.

### Proposed Growth Rate

ODOT TPAU provided volume figures from the 2015 and 2041 travel demand models to DKS. Based on the volume plots, the average yearly vehicle growth is approximately 4% per year on Hill Road. DKS will apply the growth rate of 4% linearly to the 2023 collected traffic count data to estimate future year 2044 Baseline traffic volumes at all study intersections.

### Proposed Trip Generation Rates

ODOT TPAU provided the number of households (213) and the household trip generation rates for TAZ 252 (area west of NW Hill Road along Fox Ridge Road) from the travel demand model to DKS. DKS will use the trip generation rates (shown below) to estimate the number of vehicle trips generated by the residential units in the Preferred Land Use Scenario.

At the suggestion of ODOT TPAU, the trip generation for employees based in the Fox Ridge Road area should be calculated using trip generation rates from the Institute of Transportation Engineers (ITE) Trip Generation Manual or similar. This was recommended in lieu of developing a trip rate per job or trip rate per employee from the travel demand model. The ITE trip rates for retail are shown in the table below.

Land Use	Daily Trip Rate	AM Trip Rate	PM Trip Rate	Source
Household	8.10 per DU	0.55 per DU	0.74 per DU	From McMinnville Travel Demand Model (ODOT TPAU)
Retail	54.45 per KSF	2.36 per KSF	6.59 per KSF	From ITE (LUC 822)

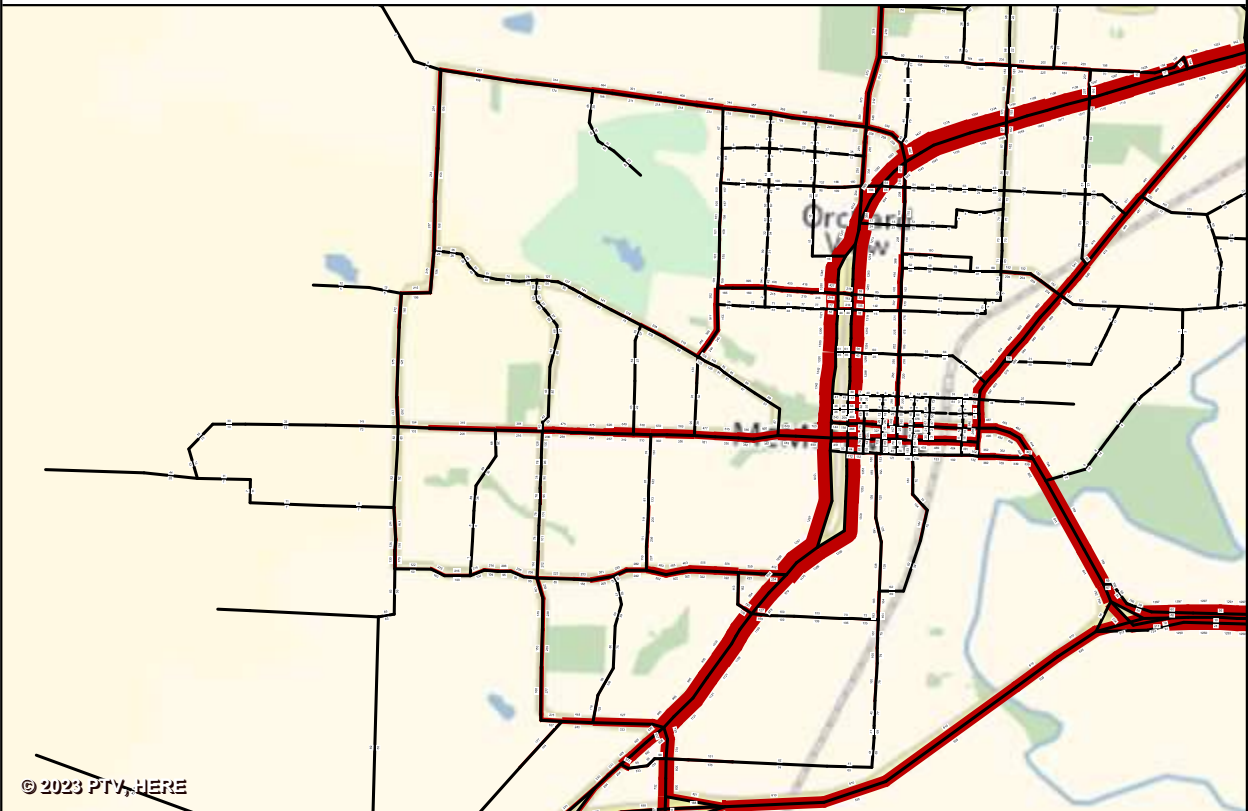
### Proposed Trip Distribution

ODOT TPAU provided select zone plots for TAZ 252 and TAZ 139 from the travel demand model to DKS. The model plot for TAZ 252 shows the origin-destination routes for household trips to/from the Fox Ridge Road area. The model plot for TAZ 139 shows the origin-destination routes for household trips and employee trips to/from the area just east of Fox Ridge Road plan area. DKS estimated an average trip distribution as follows based on both model plots:

- 5% of trips via NW Baker Creek Road (west of city limits)
- 30% of trips via NW Baker Creek Road (east of NW Hill Rd)
- 15% of trips via NW Wallace Road
- 30% of trips via SW 2<sup>nd</sup> Street (east)
- 5% of trips via SW 2<sup>nd</sup> Street (west)
- 10% of trips via SW Fellows Street
- 5% of trips via SW Hill Road south of SW Fellows Street

<sup>1</sup> Letter provided via email to Arielle Ferber and Alex Bettinardi on July 21<sup>st</sup>, 2023.

## 2015 PM Peak Hour Volumes



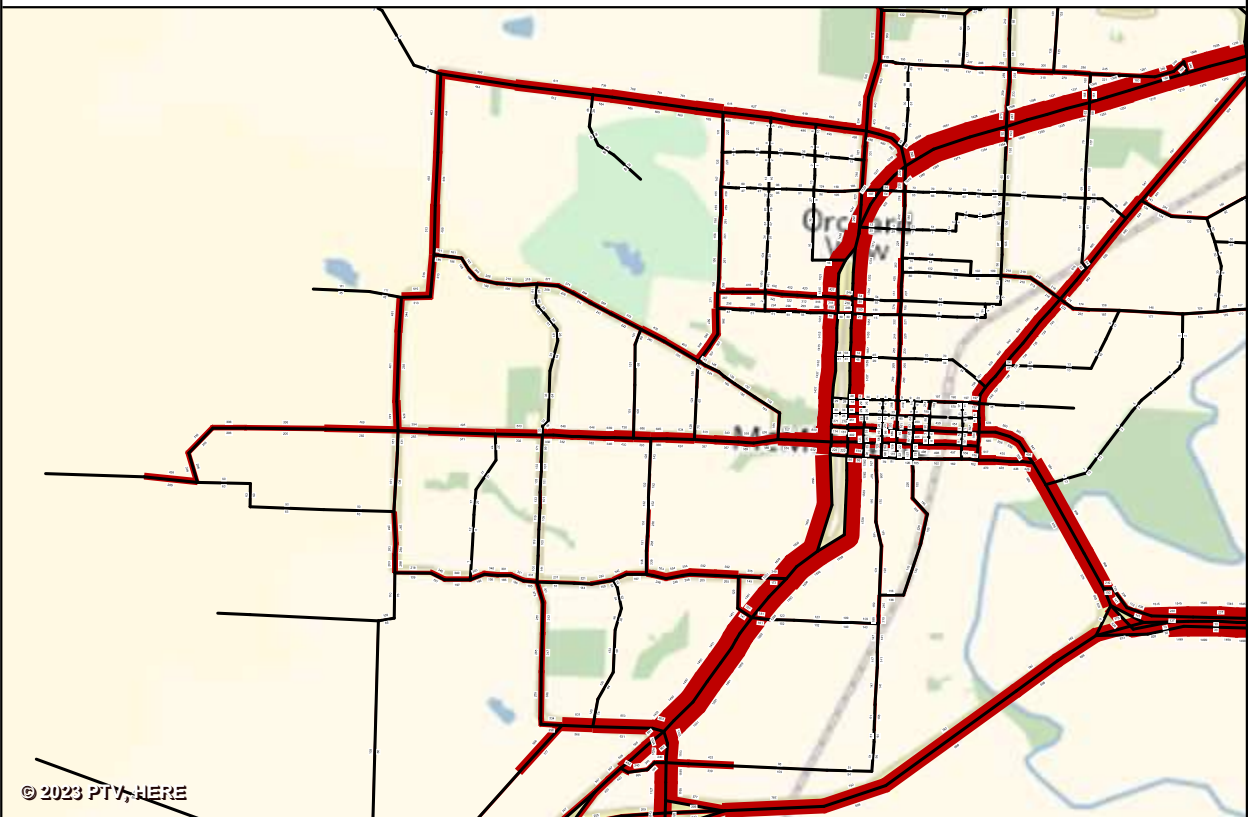
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Amended: 02.26.2024 Alex Bettinardi

712 of 762

## 2041 PM Peak Hour Volumes



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Jenna Bogert <jenna.bogert@dksassociates.com>

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## Fox Ridge Road TPR Study - Future Volume Forecast Methodology

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**BETTINARDI Alexander O \* Alex** <Alexander.O.BETTINARDI@odot.oregon.gov>

To: Jenna Bogert <jenna.bogert@dksassociates.com>

Cc: FERBER Arielle <Arielle.FERBER@odot.oregon.gov>

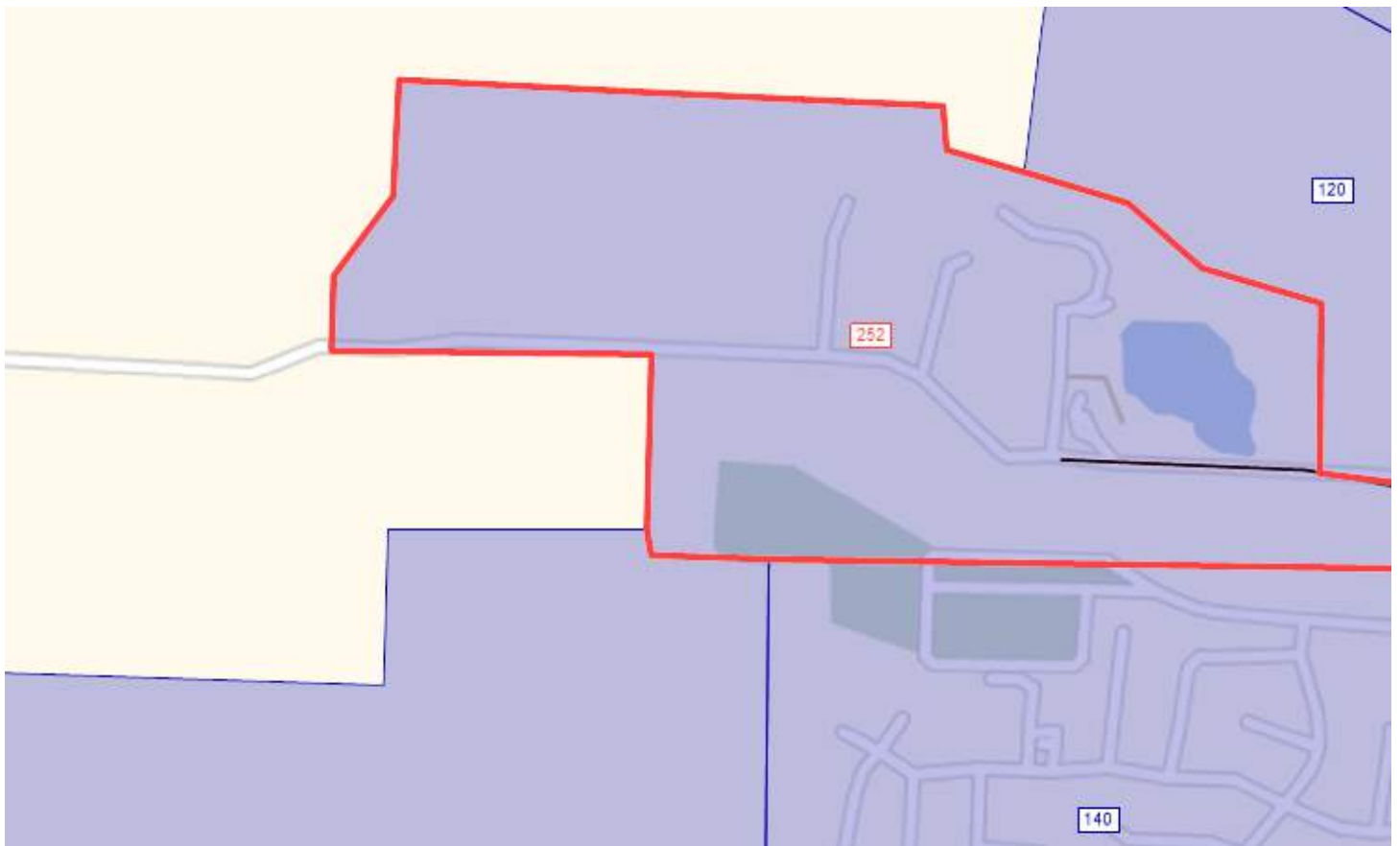
Fox Ridge is represented by Zone 252

For the 2041 scenario, it's assumed to have 213 households (zero jobs), which are calculated to produce 2302 daily trips.

So on average each household in Zone 252 is generating 10.8 person vehicle trips / day.

Zone 252 generates 1716 vehicle trips per day at an average of 8.1 trips / day (this number is just vehicles – accounts for vehicle occupancy)

I believe this is what you need, but please let me know if you were looking for additional information that was not provided here.



**Alex Bettinardi, P.E.** (he/him)

503.949.2368

<http://www.oregon.gov/ODOT/Planning/Pages/default.aspx>



Jenna Bogert <jenna.bogert@dksassociates.com>

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## Fox Ridge Road TPR Study - Future Volume Forecast Methodology

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**BETTINARDI Alexander O \* Alex**

<Alexander.O.BETTINARDI@odot.oregon.gov>

Thu, Aug 10,  
2023 at 11:02  
AM

To: Jenna Bogert <jenna.bogert@dksassociates.com>

Cc: FERBER Arielle <Arielle.FERBER@odot.oregon.gov>

Unfortunately, I don't think there's a good way to develop a trips per job or employee rate from the Model.

I was digging in and there are a couple of factors that I believe make creating a trip rate per employee unadvised:

- Trips in the model are produced by households – so it is cleaner to create a household rate factor. They are then attracted to a number of different types of locations – not just jobs.
- Since most zones have a mix of employees and other attractions it's very difficult to separate which trips are attracted to employment versus other attractions.
- One way around this is to find zones with just employment and see how many trips are attracted to those zones, however – the McMinnville model uses special generators. And the impact of that is that some zones get a trip boost and some give away trips to those boosts. So some zones with just employment attraction will show more than the average because of a special generator (or really attractor) applied and some don't – and so the presence of this special generator treatment makes it near impossible (and at least very impractical) to tease apart what the average employee attraction for the area might be.

So for employers – I'm suggesting you might turn to ITE trip generation or similar.

For the PM peak hour vehicle generation for zone 252. There are 157.5 PM peak trips for TAZ 252, across 213 households, so 0.74 vehicle trips per household in the PM peak.

I hope this is helpful, please let me know if further information is needed.

**Alex Bettinardi, P.E.** (he/him)

503.949.2368

<http://www.oregon.gov/ODOT/Planning/Pages/default.aspx>

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**From:** Jenna Bogert <[jenna.bogert@dksassociates.com](mailto:jenna.bogert@dksassociates.com)>

**Sent:** Thursday, August 10, 2023 10:04 AM

**To:** BETTINARDI Alexander O \* Alex <[Alexander.O.BETTINARDI@odot.oregon.gov](mailto:Alexander.O.BETTINARDI@odot.oregon.gov)>

**Cc:** FERBER Arielle <[Arielle.FERBER@odot.oregon.gov](mailto:Arielle.FERBER@odot.oregon.gov)>

**Subject:** Re: Fox Ridge Road TPR Study - Future Volume Forecast Methodology

This message was sent from outside the organization. Treat attachments, links and requests with caution. Be conscious of the information you share if you respond.

Alex - Can you provide the same household trip gen info for the PM peak hour in zone 252?

Also, can you provide the trips per job for the PM peak hour from another TAZ? Maybe TAZ 151?

Thanks!

---

**Jenna Bogert, PE (OR, WA)** | Transportation Engineering Associate  
Direct Ph: 971-332-5316 | Email: [jenna.bogert@dksassociates.com](mailto:jenna.bogert@dksassociates.com)

[Quoted text hidden]

[Quoted text hidden]





Jenna Bogert <jenna.bogert@dksassociates.com>

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## Fox Ridge Road TPR Study - Future Volume Forecast Methodology

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**BETTINARDI Alexander O \* Alex** <Alexander.O.BETTINARDI@odot.oregon.gov>

Tue, Aug 22, 2023 at 10:50 AM

To: Jenna Bogert <jenna.bogert@dksassociates.com>

Do you think these will work (PM peak select zones)

Again, zone 252 is fox ridge. In the future year (these are future year) it has zero employment and 213 households

Zone 139 is the zone just to the east of 252. It has 193 households and 516 employment (61 retail and 444 service employees).

**Alex Bettinardi, P.E.** (he/him)

503.949.2368

<http://www.oregon.gov/ODOT/Planning/Pages/default.aspx>

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**From:** Jenna Bogert <jenna.bogert@dksassociates.com>

**Sent:** Friday, August 18, 2023 2:24 PM

**To:** BETTINARDI Alexander O \* Alex <Alexander.O.BETTINARDI@odot.oregon.gov>

**Subject:** Re: Fox Ridge Road TPR Study - Future Volume Forecast Methodology

This message was sent from outside the organization. Treat attachments, links and requests with caution. Be conscious of the information you share if you respond.

Hi Alex,

It was nice to meet you this week at the conference and hear all of your questions during the sessions!

As we briefly discussed on Tuesday morning, would you be able to run a select zone for the Fox Ridge Road TAZ 252? As well as a neighboring zone that also has employment trips? That way I can attempt to capture any differences in trip distribution between the two trip generators. I'll be summarizing all of the final assumptions in a report to Arielle and you in the next few weeks for final buy off.

Thanks and have a good weekend!  
Jenna

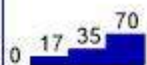
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**Jenna Bogert, PE (OR, WA)** | Transportation Engineering Associate  
Direct Ph: 971-332-5316 | Email: [jenna.bogert@dksassociates.com](mailto:jenna.bogert@dksassociates.com)

# Flow Bundles

Link bars

Volume flow bundle PrT [veh] (AP)



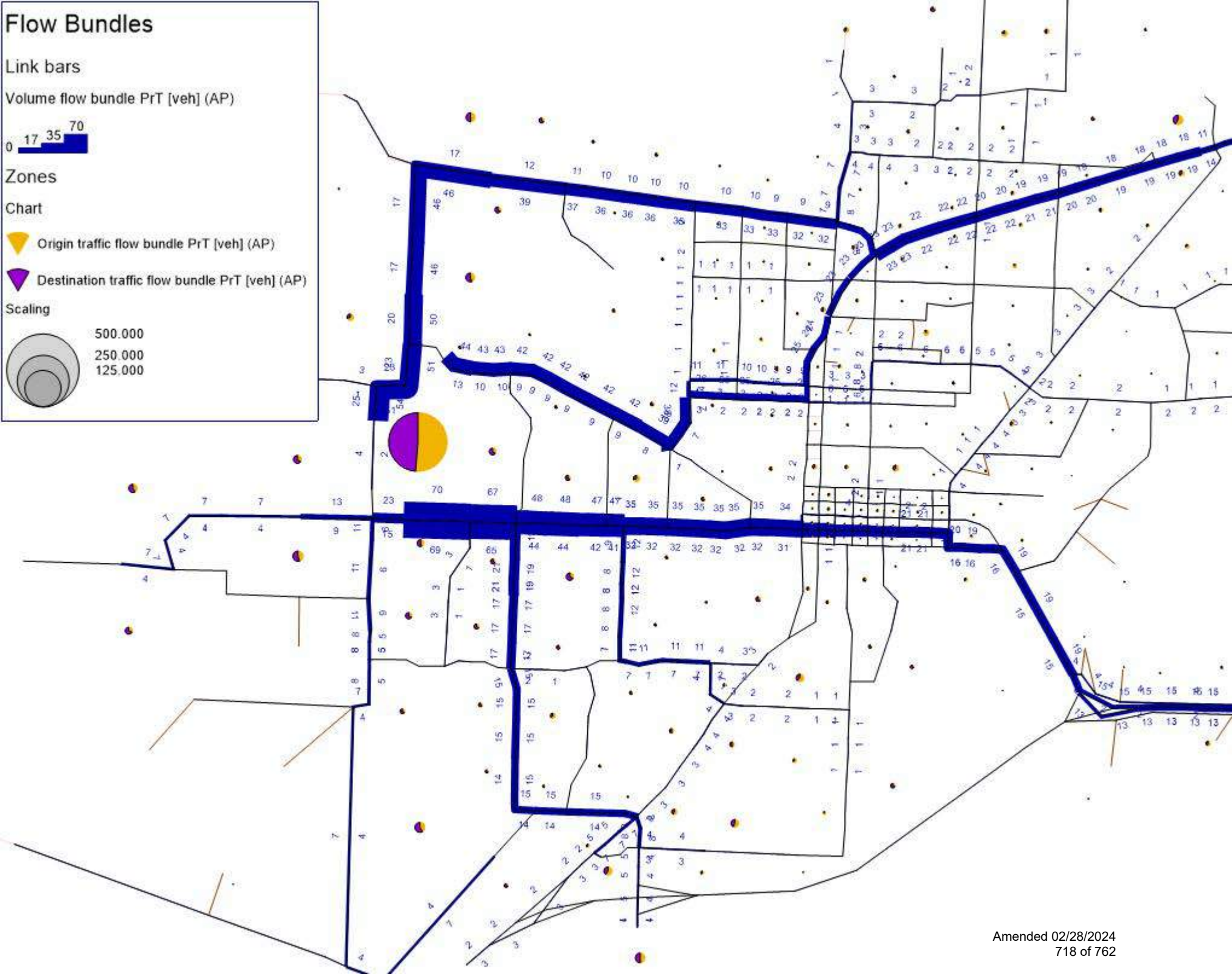
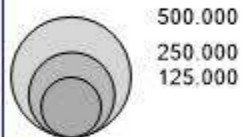
Zones

Chart

Origin traffic flow bundle PrT [veh] (AP)

Destination traffic flow bundle PrT [veh] (AP)

Scaling



## Flow Bundles

Link bars

Volume flow bundle PrT [veh] (AP)

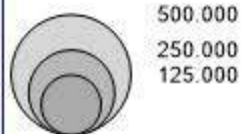


Zones

Chart

- Origin traffic flow bundle PrT [veh] (AP)
- Destination traffic flow bundle PrT [veh] (AP)

Scaling



## TRIP GENERATION VOLUME FIGURE

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**City of McMinnville**  
**Community Development**  
231 NE Fifth Street  
McMinnville, OR 97128  
503-434-7311  
[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

**DECISION, FINDINGS OF FACT AND CONCLUSIONARY FINDINGS FOR THE APPROVAL OF LEGISLATIVE AMENDMENTS TO THE MCMINNVILLE COMPREHENSIVE PLAN, ADOPTING THE FOX RIDGE ROAD AREA PLAN AS A SUPPLEMENTAL DOCUMENT TO THE MCMINNVILLE COMPREHENSIVE PLAN**

**DOCKET:** G 1-22

**REQUEST:** Proposed Comprehensive Plan Amendment to adopt the Fox Ridge Road Area Plan as a supplemental document to the McMinnville Comprehensive Plan

**LOCATION:** The proposal is a legislative Comprehensive Plan amendment for an area encompassing approximately 230 acres located west of NW Hill Road along Fox Ridge Road and including properties with frontage on NW Hill Road between Fox Ridge Road and the northerly boundary of the UGB.

**COMPREHENSIVE PLAN & ZONING:** The plan area encompasses multiple properties with the following Comprehensive Plan and Zoning Designations as summarized:  
**Comprehensive Plan:** Urban Holding (UH). **Zoning:** Various County Rural, Resource, and Public Use Zones within the UGB. One property is within City limits, zoned R-4 PD.

**APPLICANT:** City of McMinnville

**STAFF:** Tom Schauer, Senior Planner

**HEARINGS BODY:** McMinnville Planning Commission

**DATE & TIME:** January 4, 2024, 6:30pm. Hybrid In-Person and Zoom Online Meeting  
**In Person:** Kent Taylor Civic Hall, 200 NE 2<sup>nd</sup> Street, McMinnville

**DECISION-MAKING BODY:** McMinnville City Council

**DATE & TIME:** February 27, 2024, 7:00pm. Hybrid In-Person and Zoom Online Meeting  
**In Person:** Kent Taylor Civic Hall, 200 NE 2<sup>nd</sup> Street, McMinnville

**PROCEDURE:** The application is subject to the legislative land use procedures specified in Sections 17.72.120 - 17.72.160 of the McMinnville Municipal Code.



**CRITERIA:** Amendments to the McMinnville Zoning Ordinance must be consistent with applicable state law and the Goals and Policies in Volume II of the Comprehensive Plan and the Purpose of the Zoning Ordinance.

**APPEAL:** The Planning Commission makes a recommendation to the City Council, and the City Council makes the final decision. The City Council's decision on a legislative amendment may be appealed to the Oregon Land Use Board of Appeals (LUBA) within 21 days of the date written notice of the City Council's decision is mailed to parties who participated in the local proceedings and entitled to notice and as provided in ORS 197.620 and ORS 197.830, and Section 17.72.190 of the McMinnville Municipal Code.

**COMMENTS:** This matter was referred to the following public agencies for comment: McMinnville Police Department, Engineering Department, Building Department, Parks Department, Public Works Department, Waste Water Services, City Manager, and City Attorney; McMinnville Water and Light; McMinnville Fire District; McMinnville School District No. 40; Yamhill County Planning Department; Yamhill County Transit; Recology; Northwest Natural Gas; Oregon Department of State Lands; Oregon Department of Transportation; and Oregon Department of Fish and Wildlife.

## DECISION

Based on the findings and conclusions, the McMinnville City Council **APPROVES** the legislative amendments to the Comprehensive Plan in Docket G 1-22.

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**DECISION: APPROVAL**

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City Council: \_\_\_\_\_ Date: \_\_\_\_\_  
Remy Drabkin, Interim Mayor of McMinnville

Planning Commission: \_\_\_\_\_ Date: \_\_\_\_\_  
 Sidonie Winfield, Chair of the McMinnville Planning Commission

Planning Department: \_\_\_\_\_ Date: \_\_\_\_\_  
Heather Richards, Planning Director

## **I. APPLICATION SUMMARY**

This application is a legislative amendment to the McMinnville Comprehensive Plan adopting the Fox Ridge Road Area Plan as a supplemental document to the Comprehensive Plan.

## **II. ATTACHMENTS**

- Attachment 1. Fox Ridge Road Area Plan & Appendices (Attachment A to Ordinance 5142)
- Attachment 2. Written Public Testimony
  - 2.1. January 4, 2024 Letter from Peggy and Gailen Hegna
- Attachment 3. Minutes of the January 4, 2024 Planning Commission Meeting
- Attachment 4. Additional Agency Comments
  - 4.1. Oregon Department of State Lands
  - 4.2. Oregon Department of Fish and Wildlife

## **III. COMMENTS**

### **Agency Comments:**

The City coordinated with agencies and departments over the course of the Fox Ridge Road area planning process, including a Technical Advisory Committee with department representatives.

Comments were also solicited from agencies regarding the proposed plan for the formal land-use hearing public process. The matter was referred to the following public agencies for comment: McMinnville Police Department, Engineering Department, Building Department, Parks Department, Public Works Department, Waste Water Services, City Manager, and City Attorney; McMinnville Water and Light; McMinnville Fire District; McMinnville School District No. 40; Yamhill County Planning Department; Yamhill County Transit; Recology; Northwest Natural Gas; Oregon Department of State Lands; Oregon Department of Transportation; and Oregon Department of Fish and Wildlife.

The following comments were received:

#### ***Yamhill County Planning***

County Planning noted a discrepancy on one aerial photo map regarding the location of the outline shown for the Urban Growth Boundary. Staff responded, noting this was a scrivener's error, that no UGB amendment is proposed with this Area Plan, and the mapping error will be corrected on that map in the final plan document, which has been addressed.

#### ***Fire District***

The Fire District responded that they have no comments.

#### ***Comcast***

Comcast responded that they have no comments.

#### ***McMinnville Water & Light***

MW&L has the following comments:

1. On page 16 – water utilities: There are inaccuracies in this paragraph; acquisition of land (already acquired), two future reservoirs (one planned for zone 2), unless this is also referencing future reservoir #5 for zone 1.
2. Limiting Features on page 15: MW&L transmission mains and easements should be added.

***Oregon Department of State Lands (DSL)***

Comments from the Oregon Department of State Lands are attached as ***Attachment 4.1***. At the time of future land use applications for development proposals for individual properties that would occur upon annexation, notification is provided to DSL, and property owners are responsible for delineating wetlands and complying with applicable wetland law. Staff has provided a map as Exhibit 2a to provide context regarding DSL's comments. The map has an overlay showing the resources mapped in the State Wetlands Inventory (SWI) relative to the Fox Ridge Road area. While there may be resources that aren't mapped on the SWI, the mapped resources are predominantly the pond features and drainages extending to the north as well as the mill race along the north boundary of the School District property.

***Oregon Department of Fish and Wildlife***

Comments from the Oregon Department of Fish and Wildlife are attached as ***Attachment 4.2***.

**Public Comments:**

- Written Public Comments are attached as ***Attachment 2***.
  - Attachment 2.1. January 4, 2024 Letter from Peggy and Gailen Hegna
- Oral Testimony from the January 4, 2024 Planning Commission public hearing is reflected in the meeting minutes, which are attached as ***Attachment 3***.
  - Sid Friedman
  - Mark Davis
  - Peter Van Patten
  - Brian Morrissey
  - Sara Tucholsky

**IV. FINDINGS OF FACT – GENERAL FINDINGS**

1. In 2020, the City of McMinnville amended the Urban Growth Boundary and adopted the McMinnville Growth Management and Urbanization Plan (MGMUP), Ordinance 5098. Yamhill County affirmed the City of McMinnville decisions and adopted the Urban Growth Boundary, Yamhill County Ordinance 912.
2. The Framework Plan for the UGB expansion areas was adopted as Appendix G of the MGMUP. Consistent with the Comprehensive Plan Policies and Proposals, the City adopted a three-step process for planning of UGB expansion areas and adopted an updated annexation process consistent with Proposal 48.90 in 2021.
3. In 2022, the City initiated work on the Fox Ridge Road Area Plan consistent with the three-step planning process, consistent with Proposal 48.10 of the Comprehensive Plan. The Area Plan refines the Framework Plan for the Fox Ridge Road Area and provides the guidance for development of Master Plans for properties, which must be consistent with the Area Plan.
4. Docket G 1-22 is a legislative amendment to the Comprehensive Plan which adopts the Fox Ridge Road Area Plan as a supplemental document to the Comprehensive Plan.

**V. FINDINGS OF FACT - PROCEDURAL FINDINGS**

1. The City initiated work on the Fox Ridge Road Area Plan in 2022. The plan was developed through the community engagement process described in Part 3 of the Plan. On November 29, 2023, the Project Advisory Committee made a recommendation on the Fox Ridge Road Area Plan.
2. On December 1, 2023, notice of the application and the January 4, 2024 Planning Commission public hearing was provided to DLCD.
3. On December 13, 2023, notice of the proposed amendments and the January 4, 2024 Planning Commission public hearing was mailed to property owners in the Fox Ridge Road area.
4. On January 4, 2024, the Planning Commission held a duly noticed public hearing to consider the request and made a recommendation to approval the proposed plan with amendments.
5. On February 27, 2024, the City Council held a public meeting to consider the proposal and the recommendation of the Planning Commission.

**VI. CONCLUSIONARY FINDINGS:**

The Conclusionary Findings are the findings regarding consistency with the applicable criteria for the application.

The Fox Ridge Road Area Plan will be a supplemental document to the McMinnville Comprehensive Plan. This requires findings that the proposal is consistent with the state law regarding a Post Acknowledgment Plan Amendment to an acknowledged Comprehensive Plan. The plan must also be consistent with the City's Comprehensive Plan and implementing ordinances. The respective findings are provided in this section.

**State Law – Statewide Planning Goals**

The foundation of statewide program for land use planning in Oregon is a set of 19 Statewide Land Use Planning Goals. The goals express the state's policies on land use and related topics, like citizen involvement, housing, and natural resources.

Most goals are accompanied by guidelines, which are suggestions about how a goal may be applied. As noted in Goal 2, guidelines are not mandatory.

Oregon's statewide goals are achieved through local comprehensive planning. State law requires each city and county to adopt a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect.

Local comprehensive plans must be consistent with the Statewide Planning Goals. Plans are reviewed for such consistency by the state's Land Conservation and Development Commission (LCDC). When LCDC officially approves a local government's plan, the plan is said to be acknowledged. It then becomes the controlling document for land use in the area covered by that plan.

Per ORS 197.175(2)(a), and ORS 197.627, an amendment to an acknowledged comprehensive plan must be in conformity with the purpose of the overall goals.

**Oregon Statewide Planning Goal #1, Citizen Involvement (OAR 660-015-0000(1)) –**

*To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.*

*The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the ongoing land-use planning process.*

*The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.*

*Federal, state and regional agencies and special-purpose districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement programs established by counties and cities.*

...

**FINDING: SATISFIED.** The City's adopted and acknowledged Comprehensive Plan includes Chapter X: Citizen Involvement and Plan Amendment, which is consistent with Statewide Goal 1. The Fox Ridge Road Area Plan utilized a citizen involvement process for the Fox Ridge Road Area Plan consistent with the Goals and Policies of Chapter X. Findings regarding consistency with the Goals and Policies of Chapter X are provided below in the findings of consistency with the Comprehensive Plan. The public engagement process for the Fox Ridge Road Area Plan is described in detail in Part 3 of the plan.

**Oregon Statewide Planning Goal #2, Land Use Planning (OAR 660-015-0000(2))**

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

...

**GUIDELINES**

**A. PREPARATION OF PLANS AND IMPLEMENTATION MEASURES**

*Preparation of plans and implementation measures should be based on a series of broad phases, proceeding from the very general identification of problems and issues to the specific provisions for dealing with these issues and for interrelating the various elements of the plan. During each phase opportunities should be provided for review and comment by citizens and affected governmental units. The various implementation measures which will be used to carry out the plan should be considered during each of the planning phases. The number of phases needed will vary with the complexity and size of the area, number of people involved, other governmental units to be consulted, and availability of the necessary information.*

*Sufficient time should be allotted for: (1) collection of the necessary factual information (2) gradual refinement of the problems and issues and the alternative*

*solutions and strategies for development (3) incorporation of citizen needs and desires and development of broad citizen support (4) identification and resolution of possible conflicts with plans of affected governmental units.*

...

**FINDING: SATISFIED.** The City of McMinnville has an adopted and acknowledged Comprehensive Plan that provides a land use planning process and policy framework for all decisions and actions related to the use of land. The Comprehensive Plan is acknowledged to be in compliance with the Statewide Planning Goals and is implemented through the McMinnville Municipal Code.

The City adopted the McMinnville Growth Management and Urbanization Plan (MGMUP) in 2020. Appendix G of the Plan describes the three-phase framework for planning of UGB areas proceeding from more general issues to specific provisions for dealing with the issues and interrelating the various elements of the plan. That framework is also described in the policies in the Urbanization Chapter of the Comprehensive Plan. Findings of consistency with those policies are addressed in the respective section of these findings. Development and adoption of an Area Plan is the second step of that three step process.

In addition, the process for development of the Fox Ridge Road Area Plan followed a phased approach that provided for provided for review and comment by citizens and affected governmental units and allowed for (1) collection of the necessary factual information, (2) gradual refinement of the problems and issues and the alternative solutions and strategies for development, (3) incorporation of citizen needs and desires and development of broad citizen support, and (4) identification and resolution of possible conflicts with plans of affected governmental units.

The project approach and phases are summarized in the plan. The appendices to the plan also include the data, analysis, and public engagement record.

**Oregon Statewide Planning Goal #3, Agricultural Lands (OAR 660-015-0000(3)) –**

*To preserve and maintain agricultural lands.*

...

**GUIDELINES**

*A. PLANNING. 1. Urban growth should be separated from agricultural lands by buffer or transitional areas of open space. 2. Plans providing for the preservation and maintenance of farm land for farm use, should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.*

...

**FINDING: NOT APPLICABLE.** The Fox Ridge Road Area Plan applies to Urban and Urbanizable Lands that are already within the City's Urban Growth Boundary. Goal 3 is not applicable to lands within an Urban Growth Boundary.

**Oregon Statewide Planning Goal #4, Forest Lands (OAR 660-015-0000(4)) –**

*To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous*



*growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.*

...

**FINDING: NOT APPLICABLE.** The Fox Ridge Road Area Plan applies to Urban and Urbanizable Lands that are already within the City's Urban Growth Boundary. Goal 4 is not applicable to lands within an Urban Growth Boundary.

**Oregon Statewide Planning Goal #5, Natural Resources, Scenic and Historic Areas, and Open Spaces (OAR 660-015-0000(5))** – *To protect natural resources and conserve scenic and historic areas and open spaces.*

**FINDING: SATISFIED.** The City's adopted and acknowledged Comprehensive Plan, including the McMinnville Urbanization and Growth Management Plan (MGMUP), includes goals and policies addressing natural resources, natural hazards, and historic preservation.

The Comprehensive Plan also includes the Great Neighborhood Principles that provide policies specific to the preservation and conservation of natural resources, scenic and historic areas, and open spaces. The Fox Ridge Road Area Plan is consistent with the City's adopted and acknowledged plans and responds to the related policies of the Great Neighborhood Principles.

There are no officially inventoried or regulated Goal 5 resources within the Fox Ridge Road area. The findings below addressing Chapter II (Natural Resources) and Chapter III (Cultural, Historical, and Educational Resources) of the McMinnville Comprehensive Plan provide additional information.

The Fox Ridge Road Area Plan doesn't adopt, amend, or impact any officially inventoried or regulated Goal 5 Natural Resources or Goal 7 Natural Hazards in the City's adopted and acknowledged Comprehensive Plan.

The City is in the process of undertaking planning for Goal 7 and Goal 5 resources, but that work has not been adopted. Any update to the City's adopted Goal 5 or Goal 7 inventories and any amendments to any associated planning or implementation provisions will be undertaken through those separate planning processes, and not as part of the Fox Ridge Road Area Plan.

However, the Fox Ridge Road Area Plan was undertaken with consideration of the presence and location of natural features within the planning area.

**Oregon Statewide Planning Goal #6, Air, Water and Land Resources Quality (OAR 660-015-0000(6))** – *To maintain and improve the quality of the air, water and land resources of the state.*

*All waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards. With respect to the air, water and land resources of the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards and implementation plans, such discharges shall not (1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources.*

**Waste and Process Discharges** --refers to solid waste, thermal, noise, atmospheric or water pollutants, contaminants, or products therefrom. Included here also are indirect sources of air pollution which result in emissions of air contaminants for which the state has established standards.

...

**FINDING: SATISFIED.** Proposed uses within the Fox Ridge Road Area do not include uses with unique waste or process discharges, or uses that would create or lead to conflicting impacts on land, air, or water quality. The plan does not propose to designate any areas for waste water treatment or solid waste disposal. The area doesn't have existing uses with conflicting characteristics. As properties annex and develop to urban densities, they will connect to the municipal wastewater conveyance system. Adequate conveyance and treatment capacity will need to be demonstrated in conjunction with development. Development will need to be consistent with applicable environmental standards and permitting requirements administered by DEQ.

Relative to carrying capacity, areas with hazards identified in the separate ongoing natural hazards planning work are being addressed separately; however this plan designates those areas for lower intensity uses consistent with the carrying capacity. The plan also identifies areas planned for open space corresponding to unique natural features, intended to reduce development impacts on those features.

The City's adopted and acknowledged Comprehensive Plan includes Chapter II: Natural Resources with Goal II.1 addressing the preservation of the quality of the air, water, and land resources within a planning area, consistent with Statewide Planning Goal 6. Findings regarding Chapter II of the Comprehensive Plan are addressed in the respective section of these findings. The Fox Ridge Road Area Plan is consistent with the policies of Comprehensive Plan Goal II.1 and Statewide Planning Goal 6 and further defines how the Fox Ridge Road planning area will comply with this goal.

**Oregon Statewide Planning Goal #7, Areas Subject to Natural Disasters and Hazards (OAR 660-015-0000(7))** – *To protect people and property from natural hazards.*

...

**FINDING: SATISFIED.** The City's adopted and acknowledged Comprehensive Plan includes policies within Chapter II: Natural Resources that addresses areas subject to natural disasters and hazards. Findings regarding Chapter II of the Comprehensive Plan are addressed in the respective section of these findings.

There are no officially inventoried or regulated Goal 7 hazards within the Fox Ridge Road area. However, the City is currently undergoing a public hearing process for consideration of a Natural Hazards Inventory and Management Program that includes proposed overlay zones for Natural Hazard Mitigation (NH-M) Zones and Natural Hazard Protection (NH-P) Zones to comply with the goals of the Comprehensive Plan and Oregon Statewide Planning Goal #7.

Areas within the proposed overlay zones subject to natural hazards are proposed to have development constraints required for consideration along with the development standards of the underlying base zone. The Fox Ridge Road Area Plan includes mapping that shows the proposed overlay areas identified in the draft natural hazards plan relative to the Fox Ridge Road Area Plan. See Figure 6 (Natural Hazards Overlay) on page 14 of the plan document. The plan

document recognizes that the Natural Hazards Planning is in progress and does not compromise the City's ability to regulate or impose development standards within the study area.

**Oregon Statewide Planning Goal #8, Recreational Needs (OAR 660-015-0000(8)) –**

*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.*

**FINDING: SATISFIED.** The Fox Ridge Road Area Plan does not amend the City's adopted and acknowledged Parks, Recreation and Open Space Master Plan. The Parks and Recreation section of Chapter VII, Community Facilities, of the City's adopted and acknowledged Comprehensive Plan addresses how recreational needs would be met. Goal VII 3 provides specific policies on how the City should provide parks and recreation facilities, open spaces, and scenic areas for the use and enjoyment of all citizens of the community. The City's Park, Recreation, and Open Space Master Plan establishes level of service for parks and further identifies where facilities should be provided and the future needs of specific planning areas throughout the city. Consistent with the Framework Plan, the *Fox Ridge Road Area Plan* and Area Plan Map identifies several opportunities for both passive and active recreation including a Natural Resource Park, Neighborhood Park, Special Use Park and a Park/Plaza within the Neighborhood Activity Center. These parks utilize existing natural features that have been identified such as scenic viewpoints along the area's northern ridgeline or existing stands of mature significant trees.

The park system proposed is connected by a trail system comprised of both Primary Trails/Greenways and Secondary Trails that provide safe access to the parks for all residents of the area and surrounding neighborhoods (See Figure 9, page 39 of the plan). The MGMUP Framework Plan identifies specific park needs and recreational opportunities that should be provided within the Fox Ridge Road study area, which has all been met or exceeded by the *Fox Ridge Road Area Plan*. Additionally, policies specifically responding to McMinnville Great Neighborhood Principles address "Parks and Open Spaces" with specific policies on providing recreation through the development of several parks. This work has been developed in communication and coordination with the Parks Department.

**Oregon Statewide Planning Goal #9, Economic Development (OAR 660-015-0000(9))**

*To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

...

**GUIDELINES**

**A. PLANNING**

*1. A principal determinant in planning for major industrial and commercial developments should be the comparative advantage of the region within which the developments would be located. Comparative advantage industries are those economic activities which represent the most efficient use of resources, relative to other geographic areas.*

*2. The economic development projections and the comprehensive plan which is drawn from the projections should take into account the availability of the necessary natural resources to support the expanded industrial development and associated*

*populations. The plan should also take into account the social, environmental, energy, and economic impacts upon the resident population.*

*3. Plans should designate the type and level of public facilities and services appropriate to support the degree of economic development being proposed.*

*4. Plans should strongly emphasize the expansion of and increased productivity from existing industries and firms as a means to strengthen local and regional economic development. 5. Plans directed toward diversification and improvement of the economy of the planning area should consider as a major determinant, the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.*

**FINDING: SATISFIED.** The Fox Ridge Road Area Plan doesn't amend the City's adopted and acknowledged Economic Opportunities Analysis (EOA). The City's adopted and acknowledged Comprehensive Plan, including the McMinnville Urbanization and Growth Management Plan (MGMUP) addresses how land needs would be met overall and within the different UGB areas. The MGMUP included adoption of a Framework Plan that allocated land needs to the UGB areas. The Fox Ridge Road Area Plan refines the adopted and acknowledged Framework Plan and identifies lands within the Fox Ridge Road area consistent with the land needs identified and allocated for this area to achieve its share of land needs for economic activity identified in the City's adopted and acknowledged plans.

**Oregon Statewide Planning Goal #10, Housing (OAR 660-015-0000(10))** – *To provide for the housing needs of citizens of the state.*

**FINDING: SATISFIED.** The *Fox Ridge Road Area Plan* provides for McMinnville's housing needs and helps address McMinnville's share of "the housing needs of citizens of the state" by identifying several high-density residential development opportunities as well as mixed-use neighborhood opportunities within the partial Neighborhood Activity Center. These designated residential land uses are supported by prior approval of the adopted and acknowledged MGMUP Framework Plan which allocates land needs for needed housing types to the UGB areas consistent with the MGMUP which specifies how the City will designate land to meet housing needs.

Additionally, the City of McMinnville adopted Ordinance No. 5113, amending the McMinnville Municipal Code, adding Chapter 17.11, "Residential Design and Development Standards" to allow for all types of housing, including middle housing in the R1, R2, R3 and R4 zones, and to provide clear and objective standards for the development of each housing type. All new housing in the Fox Ridge Road study area will need to comply with these standards.

**Oregon Statewide Planning Goal #11, Public Facilities and Services (OAR 660-015-0000(11))** – *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.*

...

**FINDING: SATISFIED.** All of the land within the study area is currently within the City's unincorporated Urban Growth Boundary and has not been annexed into the city limits, with the exception of the School District property which is currently under city zoning of R-4 PD (Planned Development) for the future development of a public high school.

Because the area is still rural, urban services have not been extended within this area. Services are present along or abutting the area at some locations and can be extended to serve the area. As shown in Appendix A, from 2005-2013 the UGB included essentially the same properties that are currently in the Fox Ridge Road Area following the 2020 UGB amendment. Therefore, public facility and transportation plan updates that were undertaken in that time period included consideration of the growth and development of the Fox Ridge Road Area.

The Fox Ridge Road Area Plan doesn't amend the adopted public facility plans. However, following the 2020 UGB amendment, the City and service providers are in the process of updating the respective public facility plans, including the Transportation System Plan, Parks, Recreation and Open Space Master Plan, the Wastewater Conveyance Plan and the Water Master Plan.

Further, as part of the City's 3-step planning framework, a property owner requesting annexation and rezoning would need to demonstrate adequate public facilities to serve the proposed development.

Issues relating to public facilities and services are addressed on page 40 and 41 of the plan document and as implementation measures under "Utilities" on page 42 of the plan document.

**Oregon Statewide Planning Goal #12, Transportation (OAR 660-015-0000(12))** – *To provide and encourage a safe, convenient, and economic transportation system.*

*A transportation plan shall*

- (1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian;*
- (2) be based upon an inventory of local, regional and state transportation needs;*
- (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes;*
- (4) avoid principal reliance upon any one mode of transportation;*
- (5) minimize adverse social, economic and environmental impacts and costs;*
- (6) conserve energy;*
- (7) meet the needs of the transportation disadvantaged by improving transportation services;*
- (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and*
- (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility.*

...

## **GUIDELINES**

### **A. PLANNING**

- 1. All current area-wide transportation studies and plans should be revised in coordination with local and regional comprehensive plans and submitted to local and regional agencies for review and approval.*
- 2. Transportation systems, to the fullest extent possible, should be planned to utilize existing facilities and rights-of-way within the state provided that such*

*use is not inconsistent with the environmental, energy, land-use, economic or social policies of the state.*

3. *No major transportation facility should be planned or developed outside urban boundaries on Class 1 and II agricultural land, as defined by the U.S. Soil Conservation Service unless no feasible alternative exists.*
4. *Major transportation facilities should avoid dividing existing economic farm units and urban social units unless no feasible alternative exists.*
5. *Population densities and peak hour travel patterns of existing and planned developments should be considered in the choice of transportation modes for trips taken by persons. While high density developments with concentrated trip origins and destinations should be designed to be principally served by mass transit, low-density developments with dispersed origins and destinations should be principally served by the auto.*
6. *Plans providing for a transportation system should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.*

**FINDING: SATISFIED.** Adoption of the Fox Ridge Road Area Plan doesn't include or require amendments to the City's Transportation System Plan (TSP). As addressed in the findings below for OAR 660-012-0060, no significant effect on transportation facilities will result from adoption of the Fox Ridge Road Area Plan. As discussed above, the Fox Ridge Road Area was within the UGB when the Transportation System Plan was previously developed and adopted. The City is also in process of initiating an amendment to the TSP following the UGB expansion in 2020.

*Oregon Administrative Rule, Chapter 660, Division 12, has additional regulations for conformance with Oregon Land Use Goal 12. OAR 660-012-0060 applies to plan and land use regulations amendments.*

#### **OAR 660-012-0060. Plan and Land Use Regulation Amendments**

- (1) *If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:*
  - (a) *Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
  - (b) *Change standards implementing a functional classification system; or*
  - (c) *Result in any of the effects listed in paragraphs (A) through (C) of this subsection. If a local government is evaluating a performance standard based on projected levels of motor vehicle traffic, then the results must be based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation*



*demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*

- (A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
- (B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or*
- (C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*

....

- (9) Notwithstanding section (1) of this rule, a local government may find that an amendment to a zoning map does not significantly affect an existing or planned transportation facility if all of the following requirements are met.*
  - (a) The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map;*
  - (b) The local government has an acknowledged TSP and the proposed zoning is consistent with the TSP; and*
  - (c) The area subject to the zoning map amendment was not exempted from this rule at the time of an urban growth boundary amendment as permitted in OAR 660-024-0020(1)(d), or the area was exempted from this rule but the local government has a subsequently acknowledged TSP amendment that accounted for urbanization of the area.*

....

**FINDING: SATISFIED.** The Fox Ridge Road Area was in the UGB when the TSP was last developed and adopted. The proposed amendment would adopt the Fox Ridge Road Area Plan as a supplemental document to the Comprehensive Plan. The proposed amendment would not result in a significant affect as defined in Subsections 660-012-0060(1)(a)-(c). The proposed amendment would not amend the Comprehensive Plan Map designation or Zoning Map designation for any property. With the exception of the school district property which is already within City limits and has City zoning, all other properties are unincorporated and have County rural zoning. The properties will retain their current County rural zoning until a property owner requests annexation. As part of the annexation process, properties would need to be redesignated and rezoned from rural to urban zoning before urban development can occur. At that time, a property owner would need to demonstrate no significant effect on a transportation facility in conjunction applications for Comprehensive Plan Map and Zoning Map Amendments to urban zoning.

### **5.2.13 Oregon Statewide Planning Goal #13, Energy Conservation (OAR 660-015-0000(13))**

*– To conserve energy. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.*

#### **GUIDELINES**

##### **A. PLANNING**

- 1. Priority consideration in land use planning should be given to methods of analysis and implementation measures that will assure achievement of maximum efficiency in energy utilization.*

2. *The allocation of land and uses permitted on the land should seek to minimize the depletion of non-renewable sources of energy.*
3. *Land use planning should, to the maximum extent possible, seek to recycle and re-use vacant land and those uses which are not energy efficient.*
4. *Land use planning should, to the maximum extent possible, combine increasing density gradients along high capacity transportation corridors to achieve greater energy efficiency.*
5. *Plans directed toward energy conservation within the planning area should consider as a major determinant the existing and potential capacity of the renewable energy sources to yield useful energy output. Renewable energy sources include water, sunshine, wind, geothermal heat and municipal, forest and farm waste. Whenever possible land conservation and development actions provided for under such plans should utilize renewable energy sources.*

**FINDING: SATISFIED.** The City's adopted and acknowledged Comprehensive Plan addresses how energy supply should be provided and conserved within Chapter VIII: Energy, consistent with Statewide Goal 13. The *Fox Ridge Road Area Plan* refines the Comprehensive Plan by providing detailed policies on how the planning area may support the conservation of energy through efficient utilization of vacant land and land use patterns. The proposed partial Neighborhood Activity Center plans for a complete neighborhood that includes housing and employment opportunities that are both walkable and accessible. The planned density supports the conservation of energy by efficiently utilizing vacant land and land uses. The *Fox Ridge Road Area Plan* meets the purpose of Goal 13, Energy Conservation in many different ways:

- The plan provides a bicycle/pedestrian on-road and off-road network to encourage more active transportation mobility for residents and employees in the study area to travel to other destinations in the study area.
- The planned partial Neighborhood Activity Center will help to reduce vehicular trips
- Policies in the plan encourage native plantings, local materials, and mixed-use development where possible (under "The Vision, Goals, and Policies of the plan).

**Oregon Statewide Planning Goal #14, Urbanization (OAR 660-015-0000(14))** – *To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

...

## GUIDELINES

### A. PLANNING

1. *Plans should designate sufficient amounts of urbanizable land to accommodate the need for further urban expansion, taking into account*
  - (1) *the growth policy of the area;*
  - (2) *the needs of the forecast population;*
  - (3) *the carrying capacity of the planning area; and*
  - (4) *open space and recreational needs.*
2. *The size of the parcels of urbanizable land that are converted to urban land should be of adequate dimension so as to maximize the utility of the land*

*resource and enable the logical and efficient extension of services to such parcels.*

3. *Plans providing for the transition from rural to urban land use should take into consideration as to a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.*
4. *Comprehensive plans and implementing measures for land inside urban growth boundaries should encourage the efficient use of land and the development of livable communities.*

**FINDING: SATISFIED.** The City adopted the McMinnville Growth Management and Urbanization Plan (MGMUP) in 2020, which was acknowledged in 2021. The adopted and acknowledged plan includes a new 3-step framework for planning of UGB areas. The first step is adoption of a Framework Plan. The Framework Plan for the UGB areas was adopted as Appendix G of the MGMUP. It identifies how the identified land needs will be met and allocated among the UGB areas. The second step is adoption of an Area Plan for each UGB area, which refines the Framework Plan for the area and must be consistent with the Framework Plan. The Fox Ridge Road Area Plan includes calculations which demonstrate that it is consistent with the adopted and acknowledged Framework Plan and achieves the share of land needs allocated to the Fox Ridge Road area consistent with the needs and policies identified in the City's adopted and acknowledged planning documents.

### **Oregon Statewide Planning Goals 15-19**

Statewide planning Goals 15 to 19 are not applicable to this area of the state and are not addressed as part of this document.

### **McMinnville Comprehensive Plan and Zoning Ordinance**

The McMinnville Zoning Ordinance establishes procedures, but doesn't identify specific criteria, for an amendment to the text of the Comprehensive Plan. However, Volume II of the Comprehensive Plan specifies the Goals and Policies of the Comprehensive Plan are criteria for land use decisions. In addition, state law requires all comprehensive plans to comply with the statewide planning Goals, as discussed above. In addition, amendments to the comprehensive plan must be consistent with the remaining, unamended parts of the comprehensive plan.

### **McMinnville Zoning Ordinance**

The proposal is a legislative amendment to the Comprehensive Plan. Therefore, the Planning Commission makes a recommendation to the City Council as specified in Chapter 17.72 of the Zoning Ordinance, following the procedures for a legislative action, consistent with Sections 17.72.120 and 17.72.130 of the Zoning Ordinance.

**FINDING: SATISFIED.** The City initiated the Fox Ridge Road Area Planning project in 2022. The planning process established and followed a community engagement program consistent with the Citizen Involvement policies in Chapter X of the Comprehensive Plan. This process is described in Part 3 of the Plan. ***See Findings below.*** That process culminated in a recommendation by the Project Advisory Committee. Following that recommendation, the City initiated the formal legislative hearing process as specified in Chapter 17.72 of the Zoning Ordinance. The City also provided a "Notice of Proposed

Amendment to DLCD consistent with the notification requirements in state law for a Post Acknowledgement Plan Amendment.

The findings regarding applicable state law and applicable Goals and Policies of the Comprehensive Plan are provided in the respective sections of these findings.

### **McMinnville Comprehensive Plan**

As described in the Comprehensive Plan, the Goals and Policies of the Comprehensive Plan serve as criteria for land use decisions. The following Goals and Policies from Volume II of the McMinnville Comprehensive Plan are applicable to this request:

## ***CHAPTER II. NATURAL RESOURCES***

### ***GOAL II.1. TO PRESERVE THE QUALITY OF THE AIR, WATER, AND LAND RESOURCES WITHIN THE PLANNING AREA.***

**FINDING (CHAPTER II): SATISFIED.** The goal and policies in Chapter II address land, air, water, and noise.

There are no officially inventoried or regulated Goal 5 natural resources in the Fox Ridge Road Area. The Fox Ridge Road Area Plan doesn't adopt, amend, or impact any officially inventoried or regulated Goal 5 Natural Resources or Goal 7 Natural Hazards in the City's adopted and acknowledged Comprehensive Plan.

The City is in the process of undertaking planning for Goal 7 and Goal 5 resources, but that work has not been adopted. Any update to the City's adopted Goal 5 or Goal 7 inventories and any amendments to any associated planning or implementation provisions will be undertaken through those separate planning processes, and not as part of the Fox Ridge Road Area Plan.

The quarry pond within the area is on property zoned VLDR-2.5, a county rural-residential zone. It is not zoned as an aggregate resource.

However, the Fox Ridge Road Area Plan was undertaken with consideration of the presence and location of features within the planning area.

The "Proposals" in Chapter II address planning for natural hazards, which is separate from the Fox Ridge Road Area Plan.

Consistent with Policy 1.00, urbanizable land outside the City limits but inside the UGB will be retained in its current rural zoning until a property owner obtains rezoning through the annexation process.

## ***CHAPTER III. CULTURAL, HISTORICAL, AND EDUCATIONAL RESOURCES***

**FINDING (CHAPTER III, Part 1): SATISFIED.** There are no officially inventoried or regulated Goal 5 cultural or historical resources in the Fox Ridge Road Area. The Fox Ridge Road Area Plan doesn't adopt or amend inventoried Goal 5 cultural or historical resources. The City will be updating its Goal 5 resource inventory and protection program through a separate planning process. This is not adopted or acknowledged. However, the land use plan was undertaken in consideration of features

in the area. Some policies in this Chapter or programmatic and don't relate to the Fox Ridge Road Area Plan.

## **EDUCATION**

### **GOAL III.7: TO PROVIDE FOR THE EDUCATIONAL NEEDS OF McMinnville THROUGH THE PROPER PLANNING, LOCATION, AND ACQUISITION OF SCHOOL SITES AND FACILITIES.**

#### *Policies:*

- 18.00. *The City of McMinnville shall cooperate with the McMinnville School District in the planning for future schools.*
- 19.00. *The location of future school sites shall be coordinated between the City and the McMinnville School District.*
- 20.00. *The City of McMinnville shall encourage the joint purchase, maintenance, and usage of recreational facilities with the McMinnville School District where acceptable to both parties.*

**FINDING (CHAPTER III, Part 2): SATISFIED.** Goal III.7. and Policies 18.00-20.00 address planning for school sites and facilities. The project area includes a site acquired by the School District for a future high school. Based on a variety of factors including school enrollment forecasts and improvements completed at the current high school site, the needed timing for a future high school site is now expected to be further out than earlier forecasting indicated.

The City of McMinnville and School District coordinated during the planning of the Fox Ridge Road Area, including a joint work session.

The Fox Ridge Road Area plan addresses land uses, relationships of land uses, and circulation supportive of a future high school, which are flexible to accommodate future site planning and layout of the site.

## **CHAPTER IV. ECONOMY OF MCMINNVILLE**

### **GOAL IV.1: TO ENCOURAGE THE CONTINUED GROWTH AND DIVERSIFICATION OF McMinnville's Economy in order to enhance the general well-being of the community and provide employment opportunities for its citizens.**

### **GOAL IV.3: TO ENSURE COMMERCIAL DEVELOPMENT THAT MAXIMIZES EFFICIENCY OF LAND USE THROUGH UTILIZATION OF EXISTING COMMERCIALY DESIGNATED LANDS, THROUGH APPROPRIATELY LOCATING FUTURE NEIGHBORHOOD-SERVING AND OTHER COMMERCIAL LANDS, AND DISCOURAGING STRIP DEVELOPMENT.**

#### *Locational Policies:*

- 24.50 *The location, type, and amount of commercial activity within the urban growth boundary shall be based on community needs as identified in the Economic Opportunities Analysis. (Ord.4796, October 14, 2003)*

- 27.00 *Neighborhood commercial uses will be allowed in neighborhood activity centers and in other suitable neighborhood locations. These commercial uses will consist only of neighborhood oriented businesses and will be located on collector or arterial streets. More intensive, large commercial uses will not be considered compatible with or be allowed in neighborhood commercial centers. (Ord. 5098, December 8, 2020)*
- 27.10 *Neighborhood activity centers shall be located in areas of McMinnville that meet the goals and policies of Chapter IX (Urbanization) of the Comprehensive Plan and the provisions of the McMinnville Zoning Ordinance. (Ord. 5098, December 8, 2020)*

*Design Policies:*

- 29.00 *New direct access to arterials by large-scale commercial developments shall be granted only after consideration is given to the land uses and traffic patterns in the area of development as well as at the specific site. Internal circulation roads, acceleration/deceleration lanes, common access collection points, signalization, and other traffic improvements shall be required wherever necessary, through the use of planned development overlays.*
- 30.00 *Access locations for commercial developments shall be placed so that excessive traffic will not be routed through residential neighborhoods and the traffic-carrying capacity of all adjacent streets will not be exceeded.*
- 31.00 *Commercial developments shall be designed in a manner which minimizes bicycle/pedestrian conflicts and provides pedestrian connections to adjacent residential development through pathways, grid street systems, or other appropriate mechanisms. (Ord.4796, October 14, 2003)*

**FINDING (CHAPTER IV): SATISFIED.** The Fox Ridge Road Area Plan is consistent with the McMinnville Growth Management and Urbanization Plan (MGMUP), including the Framework Plan adopted as Appendix G. These documents established the UGB expansion areas and allocation of needed employment lands to the different UGB areas based on the City's adopted employment land needs and policies. The Fox Ridge Road Area Plan addresses commercial lands consistent with the identified needs and policies.

Consistent with the adopted Framework Plan, the Fox Ridge Road Area Plan includes a partial neighborhood activity center planned for neighborhood-serving uses consistent with the policies above and the City's identified land needs. The proposed commercial/mixed-use land is proposed at a suitable neighborhood location located abutting Hill Road, a minor arterial, near the roundabout at Hill Road and Wallace Road, enabling access to Hill Road to be limited to existing public street intersections, without the need for new direct private access.

Figure 9 in Part 4 of the Plan provides calculations demonstrating consistency with the identified commercial land needs allocated to the Fox Ridge Road Area Plan and its Neighborhood Activity Center.

## **CHAPTER V. HOUSING AND RESIDENTIAL DEVELOPMENT**

### **GOAL V.1: TO PROMOTE DEVELOPMENT OF AFFORDABLE, QUALITY HOUSING FOR ALL CITY RESIDENTS.**



***GOAL V.2: TO PROMOTE A RESIDENTIAL DEVELOPMENT PATTERN THAT IS LAND INTENSIVE AND ENERGY-EFFICIENT, THAT PROVIDES FOR AN URBAN LEVEL OF PUBLIC AND PRIVATE SERVICES, AND THAT ALLOWS UNIQUE AND INNOVATIVE DEVELOPMENT TECHNIQUES TO BE EMPLOYED IN RESIDENTIAL DESIGNS.***

**FINDING (CHAPTER V): SATISFIED.** The Fox Ridge Road Area Plan is consistent with the McMinnville Growth Management and Urbanization Plan (MGMUP), including the Framework Plan adopted as Appendix G. These documents established the UGB expansion areas and allocation of needed residential lands to the different UGB areas based on the City's adopted residential land needs and policies. The Fox Ridge Road Area Plan addresses residential lands consistent with the identified needs and policies.

Figure 9 in Part 4 of the Plan provides calculations demonstrating consistency with the identified residential land needs allocated to the Fox Ridge Road Area Plan and its Neighborhood Activity Center.

***CHAPTER VI. TRANSPORTATION SYSTEM***

***GOAL VI.1: TO ENCOURAGE DEVELOPMENT OF A TRANSPORTATION SYSTEM THAT PROVIDES FOR THE COORDINATED MOVEMENT OF PEOPLE AND FREIGHT IN A SAFE AND EFFICIENT MANNER***

**FINDING (CHAPTER VI): SATISFIED.** The Fox Ridge Road Area Plan is consistent with the McMinnville Growth Management and Urbanization Plan (MGMUP), including the Framework Plan adopted as Appendix G. The Plan doesn't amend the Transportation System Plan. As addressed in the findings above regarding the "Transportation Planning Rule" (OAR 660-012), adoption of an Area Plan doesn't result in a Significant Effect on transportation facilities.

Adoption of the Area Plan doesn't change the Comprehensive Plan Map or Zoning Map for properties within the plan area. That would occur for a property at the time a property owner undertakes the Master Planning and Annexation process. At that time, a property owner would need to demonstrate consistency with the Transportation Planning Rule, and also demonstrate the proposed development would not exceed the City's performance standards for transportation facilities when the development occurs.

The Fox Ridge Road Area Plan provides a land use plan that addresses transportation facilities, and land use and transportation relationships, consistent with the adopted goals policies. The plan addresses a multi-modal transportation system consistent with policies for transportation choice, connectivity, and access management. The Area Plan provides the guidance needed for property owner preparation of master plans as specified in the three-step planning framework.

The City will also be initiating an update to the Transportation System Plan in 2024.

***CHAPTER VII. COMMUNITY FACILITIES AND SERVICES***

***GOAL VII.1: TO PROVIDE NECESSARY PUBLIC AND PRIVATE FACILITIES AND UTILITIES AT LEVELS COMMENSURATE WITH URBAN DEVELOPMENT, EXTENDED IN A PHASED MANNER, AND PLANNED AND PROVIDED IN ADVANCE OF OR CONCURRENT WITH DEVELOPMENT, IN ORDER TO PROMOTE THE ORDERLY CONVERSION OF URBANIZABLE AND FUTURE***

**URBANIZABLE LANDS TO URBAN LANDS WITHIN THE McMinnville Urban Growth Boundary.**

**GOAL VII.3: TO PROVIDE PARKS AND RECREATION FACILITIES, OPEN SPACES, AND SCENIC AREAS FOR THE USE AND ENJOYMENT OF ALL CITIZENS OF THE COMMUNITY.**

**FINDING (CHAPTER VII): SATISFIED.** This Chapter addresses Public Administrative and Storage Facilities, the Sanitary Sewer System, Stormwater Drainage, the Water System, Police and Fire Protection, Solid Waste, and Parks and Recreation.

The Fox Ridge Road Area Plan is consistent with the McMinnville Growth Management and Urbanization Plan (MGMUP), including the Framework Plan adopted as Appendix G. The Plan doesn't amend the Public Facilities Plan or the Parks, Recreation, and Open Space Master Plan.

At the time a property owner chooses to initiate the Master Planning and Annexation process for a property within the area, they will need to demonstrate adequate system capacity and/or provide mitigation to address deficiencies.

Following the UGB amendment, the City is also in the process of updating public facility plans.

The Fox Ridge Road Area Plan is consistent with the City's adopted Parks policies and Level of Service as documented in the plan, including type and size of facilities and locational policies.

The City is also in the public process for an update to the Parks, Recreation, and Open Space Master Plan.

**CHAPTER VIII. ENERGY**

**GOAL VIII.1: TO PROVIDE ADEQUATE ENERGY SUPPLIES, AND THE SYSTEMS NECESSARY TO DISTRIBUTE THAT ENERGY, TO SERVICE THE COMMUNITY AS IT EXPANDS.**

**ENERGY CONSERVATION**

**GOAL VIII.2: TO CONSERVE ALL FORMS OF ENERGY THROUGH UTILIZATION OF LAND USE PLANNING TOOLS.**

*Policies:*

178.00 *The City of McMinnville shall encourage a compact urban development pattern to provide for conservation of all forms of energy.*

179.00 *The City of McMinnville shall amend pertinent ordinances to allow for design techniques which increase the efficient utilization of land and energy.*

**FINDING (CHAPTER VIII): SATISFIED.** The Fox Ridge Road Area Plan is consistent with the adopted Framework Plan. The Plan includes a partial Neighborhood Activity Center and establishes policies consistent with the Great Neighborhood Principles to provide a land use pattern, transportation network, and proximity to major streets and transit routes

to increase energy efficient land uses and transportation choices which are supportive of energy conservation.

## **CHAPTER IX. URBANIZATION**

**GOAL IX 1: TO PROVIDE ADEQUATE LANDS TO SERVICE THE NEEDS OF THE PROJECTED POPULATION TO THE YEAR 2023, AND TO ENSURE THE CONVERSION OF THESE LANDS IN AN ORDERLY, TIMELY MANNER TO URBAN USES.**

**GOAL IX 2: TO ESTABLISH A LAND USE PLANNING FRAMEWORK FOR APPLICATION OF THE GOALS, POLICIES, AND PROPOSALS OF THE McMinnville Comprehensive Plan**

**FINDING (URBANIZATION ELEMENT GOALS IX.1 AND IX.2): SATISFIED.** As part of the adopted and acknowledged McMinnville Growth Management and Urbanization Plan (MGMUP), the City made findings regarding the adopted and acknowledged land needs, adopted a UGB amendment to meet those needs, and adopted a Framework Plan conceptually outlining how the needs would be allocated and addressed in the different UGB expansion areas. The Fox Ridge Road Area Plan carries out the second step in the adopted planning framework for the Fox Ridge Road Area, providing a greater level of detail than the Framework Plan for this area, consistent with the adopted and acknowledged needs and Framework Plan.

## **GENERAL DEVELOPMENT PATTERN**

*Policies:*

...

184.50 *The City shall establish the following Comprehensive Plan Map Designations, which will relate to the zoning map, as follows. The zoning map classifications are identified in the zoning ordinance."*

...

**Urban Holding** – *This designation shall apply to areas added to the UGB which are planned for a mix of uses, and which are yet to be master planned through the City's established UGB expansion area planning process (Framework Plan, Area Planning, and Master Planning). Lands assigned the Urban Holding designation shall retain their rural County zoning in the interim, until such time as they have been master planned, annexed, and rezoned to urban zones consistent with an approved Area Plan or Master Plan. The Urban Holding designation allows for a mix of uses, and therefore a mix of zones, including all residential zones (R-1 through R-5) and smaller scale commercial zones (O-R and C-1) that are compatible with residential uses, as well as the park (PK) and public facility zones. (Ord. 5098, December 8, 2020)*

**FINDING (GENERAL DEVELOPMENT PATTERN POLICIES): SATISFIED.** The Fox Ridge Road Area is designated as Urban Holding (UH) consistent with Policy 184.50. The Framework Plan has already been adopted at the time of UGB amendment, and adoption of the Area Plan will complete the second step of the three-step planning process for the Fox Ridge Road Area. Consistent with this policy, and as further addressed in findings for the "Framework Plans" policies below, adoption of the Fox Ridge Road Area Plan doesn't change the zoning of the properties. The properties in the Fox Ridge Road Area are designated Urban Holding (UH) and retain their county zoning, except for the property owned by the School District, which is already within City limits and has City zoning. Upon adoption of the Fox Ridge Road Area Plan, all other properties continue to retain their County rural zoning designations, and must follow the

Annexation process in Title 16 of the Municipal Code and the Area and Master Planning Process in Chapter 17.10 of the Zoning Ordinance as applicable before lands will be rezoned to urban zoning districts.

## **GREAT NEIGHBORHOOD PRINCIPLES**

### *Policies:*

- 187.10 *The City of McMinnville shall establish Great Neighborhood Principles to guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. The Great Neighborhood Principles will ensure that all developed places include characteristics and elements that create a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood with enduring value, whether that place is a completely new development or a redevelopment or infill project within an existing built area.*
- 187.20 *The Great Neighborhood Principles shall encompass a wide range of characteristics and elements, but those characteristics and elements will not function independently. The Great Neighborhood Principles shall be applied together as an integrated and assembled approach to neighborhood design and development to create a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood, and to create a neighborhood that supports today's technology and infrastructure, and can accommodate future technology and infrastructure.*
- 187.30 *The Great Neighborhood Principles shall be applied in all areas of the city to ensure equitable access to a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood for all McMinnville citizens.*
- 187.40 *The Great Neighborhood Principles shall guide long range planning efforts including, but not limited to, master plans, small area plans, and annexation requests. The Great Neighborhood Principles shall also guide applicable current land use and development applications.*
- 187.50 *The McMinnville Great Neighborhood Principles are provided below. Each Great Neighborhood Principle is identified by number below (numbers 1 – 13), and is followed by more specific direction on how to achieve each individual principle.*

....

**FINDING (GREAT NEIGHBORHOOD PRINCIPLES POLICIES): SATISFIED.** Consistent with Policies 187.10 and 187.20, in 2019, the City adopted the Great Neighborhood Principles provided in Policy 187.50. Consistent with Policy 187.30 and 187.40, the Great Neighborhood Principles were applied to the Fox Ridge Road Area Plan, and the principles also serve as the organizing framework for policies in the Fox Ridge Road Area Plan, which will guide master plans and annexation requests. These are provided in Part 4 of the Plan.

## **UGB EXPANSION AREA PLANNING PROCESS**

- 187.60.00 *At the time of any expansion of the McMinnville UGB, the City of McMinnville shall follow a planning process that will guide the development of the expanded UGB in a manner that is consistent with the land use development tools and urban design requirements of the McMinnville Comprehensive Plan and also provides for the*

*development of the identified land use needs that require the expansion of the UGB. (Ord. 5098, December 8, 2020)*

- 187.60.10** *The City of McMinnville's overall planning process for UGB expansion areas shall include the completion and adoption of three successive levels of planning for lands within UGB expansion areas prior to their development. The three successive planning processes include the Framework Plan, the Area Plan, and the Master Plan. (Ord. 5098, December 8, 2020)*

**FINDING (UGB EXPANSION AREA PLANNING PROCESS POLICIES): SATISFIED.** At the time of the UGB expansion, the City adopted the McMinnville Growth Management and Urbanization Plan (MGMUP). This followed the process described in Policy 187.60.00 and also adopted new policies for planning processes, to provide for the development of the identified land needs. Adoption of the MGMUP included adoption of Comprehensive Plan policies and implementation measures that established the planning framework described in Policy 187.60.10 for completion and adoption of three successive levels of planning. In addition, Title 16 of the Municipal Code was amended in 2021, aligning the City's annexation process with the applicable Area Planning and Master Planning process, also consistent with Urbanization Proposal 48.90:

*48.90. Annexation Process. The City shall update its annexation ordinance (Ordinance No. 4357) to reflect new statutory requirements and a process consisting of an annexation agreement with the City Council that includes a conceptual master plan but is not a land-use process.*

The Fox Ridge Road Area Plan satisfies and achieves consistency with the second step of this process for the Fox Ridge Road Area.

## **FRAMEWORK PLANS**

- 187.70.00** *At the time of the adoption of any UGB amendment that expands the UGB, the City of McMinnville shall include with the UGB amendment a Framework Plan for the UGB expansion areas. (Ord. 5098, December 8, 2020)*
- 187.70.10** *The Framework Plan shall identify a general urban land use concept for lands that are included in the UGB expansion areas. The Framework Plan will be conceptual in nature, but shall serve as an advisory plan that informs and provides guidance for more detailed Area Planning and Master Planning that will be required for lands that are annexed into the City. (Ord. 5098, December 8, 2020)*
- 187.70.20** *Lands that are included in UGB expansion areas shall be assigned the Urban Holding (UH) Comprehensive Plan Map Designation. Exceptions to the assignment of the Urban Holding designation may be made for lands that are included in the UGB based on their suitability to provide a specific identified land need, such as Commercial or Industrial, or reflect a hazard or protected area, such as the Floodplain (FP) designation. Lands designated as UH on the Comprehensive Plan Map shall retain their existing rural County zoning. (Ord. 5098, December 8, 2020)*
- 187.70.30** *Lands designated as Urban Holding (UH) on the Comprehensive Plan Map shall not be rezoned to urban zoning districts other than the Urban Holding zone or developed with urban uses until further Area Planning and Master Planning processes are completed and adopted. Parcels smaller than 10 acres are exempt*

*from the Master Planning process but will be required to show compliance with the Area Plan. This shall not preclude any applicable provisions of state law which may specify when a City is required to allow for a dwelling on an existing lot of record. (Ord. 5098, December 8, 2020)*

**FINDING (FRAMEWORK PLAN POLICIES): SATISFIED.** Consistent with Policy 187.70.00, the City adopted a Framework Plan for the UGB expansion areas at the time of UGB amendment, which identified a general urban land use concept for UGB expansion areas.

As described in the "Area Planning" findings below, the Fox Ridge Road Area Plan is consistent with the adopted Framework Plan. Consistent with Policies 187.70.20 and 187.70.30, the properties in the Fox Ridge Road Area are designated Urban Holding (UH) and retain their county zoning, except for the property owned by the School District, which is already within City limits and has City zoning. Upon adoption of the Fox Ridge Road Area Plan, all other properties continue to retain their County rural zoning designations, and must follow the Annexation process in Title 16 of the Municipal Code and the Area and Master Planning Process in Chapter 17.10 of the Zoning Ordinance as applicable before lands will be rezoned to urban zoning districts.

## **AREA PLANNING**

- 187.80.00 The City of McMinnville shall initiate an Area Planning process for UGB expansion areas that are designated on the Comprehensive Plan Map as Urban Holding (UH). The City of McMinnville shall prioritize which UGB expansion areas to complete Area Planning for based on the size of the area, the need for coordination of the development of public infrastructure and services, and the expected timeframe of development or redevelopment. (Ord. 5098, December 8, 2020)*
- 187.80.10 Area Plans shall more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the Framework Plan and the identified land use needs for the UGB expansion area. (Ord. 5098, December 8, 2020)*
- 187.80.20 Area Plans shall be adopted by the City Council as guiding land use documents. The Area Plan will be adopted as a supplement to the McMinnville Comprehensive Plan. (Ord 5106, October 26, 2021; Ord. 5098, December 8, 2020)*
- 187.80.30 The City of McMinnville shall establish a process for property owners to initiate the Area Planning process, if the City has not yet initiated or completed an Area Plan for land designated on the Comprehensive Plan Map as Urban Holding (UH) in a UGB expansion area. (Ord. 5098, December 8, 2020)*

**FINDING (AREA PLANNING POLICIES): SATISFIED.** The City initiated work on the Fox Ridge Road Area Plan consistent with Policy 187.80.00 and Comprehensive Plan Proposal 48.10. The Fox Ridge Road Area is designated on the Comprehensive Plan Map as Urban Holding (UH).

Consistent with Policy 187.80.10, the Area Plan identifies land uses, their locations, and their relationship to public facilities, natural resources, and existing urban areas. The Framework Plan was adopted as Appendix G of the McMinnville Growth Management



and Urbanization Plan. The Fox Ridge Road Area Plan document includes a description of what is specified in the Framework Plan for the Fox Ridge Road Area, and demonstrates that the Fox Ridge Road Area Plan is consistent with the Framework Plan. Calculations are provided in Figure 9 demonstrating the Fox Ridge Road Area plan achieves the minimum quantitative aspects of the Framework Plan. The plan also demonstrates consistency with the spatial, land use, and qualitative elements described in the Framework Plan for the Fox Ridge Road area.

Consistent with Policy 187.80.20, the Fox Ridge Road Area Plan is adopted as a supplement to the Comprehensive Plan.

Consistent with Policy 187.80.30, the Comprehensive Plan and Zoning Ordinance, the City has established a process for property owners to initiate the Area Planning process if the City has not initiated or completed an Area Plan for a UGB expansion area designated Urban Holding (UH); however, that is not necessary for the Fox Ridge Road Area, since adoption of the Fox Ridge Road Area Plan will fulfill the Area Planning requirement for this area.

### ***MASTER PLANNING (Policies 187.90.00-187.90.40)***

**FINDING: NOT APPLICABLE.** Master Planning is the next step in the three-part planning framework for UGB expansion areas following this Area Planning process. However, the Fox Ridge Road Area Plan completes step two of the process. Policy 187.90.10 specifies, “Master Plans shall be consistent with the land uses identified in the adopted Area Plan that is applicable to the land in question.” With adoption of the Fox Ridge Road Area Plan, property owners will need to demonstrate consistency with the Area Plan as part of the Master Planning and Annexation process.

### ***NEIGHBORHOOD ACTIVITY CENTERS***

***GOAL: NEIGHBORHOOD ACTIVITY CENTERS PROVIDE SHOPPING, SERVICES, RECREATION, HIGH-DENSITY HOUSING, OFFICE AND INSTITUTIONAL FACILITIES NEEDED TO SUPPORT A SURROUNDING NEIGHBORHOOD OR URBAN AREA.***

**FINDING (NEIGHBORHOOD ACTIVITY CENTERS GOAL): SATISFIED.** Consistent with the Framework Plan, the Fox Ridge Road Area Plan includes a partial Neighborhood Activity Center (NAC). Existing development of surrounding areas limits the ability to establish some aspects of a full NAC.

### ***Policies (187.95.00-187.95.07)***

**FINDING (NEIGHBORHOOD ACTIVITY CENTERS POLICIES): SATISFIED.** The NAC policies describe the characteristics, size, types and mix of land uses, locational policies, and densities within NACs, and within their focus areas and support areas. Part 4 of the Fox Ridge Area Plan provides the Plan Narrative; Vision, Goals, and Policies; and the Area Plan Map that demonstrate consistency with these policies.

## ***CHAPTER X. CITIZEN INVOLVEMENT AND PLAN AMENDMENT***

***GOAL X.1. TO PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN THE LAND USE DECISION MAKING PROCESS ESTABLISHED BY THE CITY OF McMINNVILLE.***

*Policies:*

- 188.00 The City of McMinnville shall continue to provide opportunities for citizen involvement in all phases of the planning process. The opportunities will allow for review and comment by community residents and will be supplemented by the availability of information on planning requests and the provision of feedback mechanisms to evaluate decisions and keep citizens informed.*
- 189.00 The City of McMinnville shall establish procedures for amending the Comprehensive Plan, Volumes I and II, and the implementation ordinances and measures in Volume III, which allow for citizen review and comment.*
- 193.00 The City of McMinnville shall continue to engage citizens in community advisory positions for input on the major elements of the comprehensive plan by creating special citizen advisory bodies and ad-hoc committees comprised of volunteers representing a broad cross-section of the community to provide input on every major comprehensive planning effort and other related land use planning matters.*
- 195.00 The City of McMinnville shall assure that technical information is available to citizens in an understandable form and when needed provide translations of information to non-English speaking members of the community,*

**FINDING: SATISFIED.** The Fox Ridge Road Area Plan is consistent with the applicable Goals and Policies of Chapter X of the Comprehensive Plan.

The UGB amendment, MGMUP, Framework Plan, and the three-step planning framework, which establish the basis for the Fox Ridge Road Area Plan, were adopted as part of the Comprehensive Plan through an extensive public process.

Consistent with the adopted Goals, Policies, and Proposals, the City initiated work on the Fox Ridge Road Area Plan. ***The public process is described in detail in Part 3 of the Plan.*** It describes the Community Engagement and Plan Development process.

Consistent with the above-policies, the City established an ad-hoc citizen Project Advisory Committee, which met throughout the process and provided recommendations, which reflected broader community engagement.

Following the public process that culminated with the recommendation of the Project Advisory Committee, the City initiated the formal public hearing process for a "Post Acknowledgement Plan Amendment" consistent with procedures in applicable state law and the City's Comprehensive Plan and implementing ordinances.

The Planning Commission held a duly noticed public hearing and made a recommendation to City Council, including additional notice to property owners within the Fox Ridge Road Area.

City Council makes the final decision consistent with the procedures for legislative plan amendments.

To: the Planning Commission at Yamhill County regarding the Fox Ridge Area Plan  
From: Gailen and Peggy Hegna  
11800 sw Fox Ridge Road  
Tax lot: R4418CC 00200 which includes two parcels

This is regarding the future Fox Ridge plan.  
Our property lies adjacent to the future high school property which is in the city limits.

We have two concerns the first being that our property/tax lot is being split up with half of the property being included in the UGB and one half excluded. We request that all of the tax lot be included in the UGB. We also have a main water line for McMinnville Water and Light transversing the property also and it makes sense to have it included in the UGB.

We are also concerned that there appears to be a walking trail running directly through our private property. We strongly object to this as anyone would if it was proposed to run through yard.

In that there is coordination between the school district plans for future development of a high school and the Fox Ridge project that we want to point out we have a 35 foot wide non-exclusive right of way road easement situated on the North end of the high school property and our northeast corner that extends to Hill Rd. This was an important issue when the school property was previously planned for development. {Book 117 page 283 Deed records}

Thank you, Peggy and Gailen Hegna

# MINUTES

**January 4, 2024**  
**Planning Commission**  
**Regular Meeting**

**6:30 pm**  
**Hybrid Meeting**  
**McMinnville, Oregon**

**Members Present:** Sidonie Winfield, Matt Deppe, Dan Tucholsky, Gary Langenwalter, Beth Rankin, Rachel Flores, Brian Randall, Sylla McClellan, and Elena Mudrak

**Members Absent:**

**Staff Present:** Heather Richards – Community Development Director, Tom Schauer – Senior Planner, and Bill Kabeiseman – Bateman Seidel

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## 1. Call to Order

Chair Winfield called the meeting to order at 6:30 p.m.

## 2. Swearing in of New Commissioner Elena Mudrak

Chair Winfield swore in new Planning Commissioner Elena Mudrak.

## 3. Selection of Chair and Vice-Chair

The Commission selected Sidonie Winfield for Chair and Dan Tucholsky for Vice Chair.

## 4. Citizen Comments

None

## 5. Public Hearings

### A. Quasi-Judicial Hearing: Planned Development Amendment (PDA 1-23), Subdivision (S 1-23 and Three Mile Lane Review (TML 5-23), for a Town Home Housing Development at 235 NE Dunn Place)

*(Continued from December 7, 2023)*

**Requests:** The applicant is requesting concurrent review and approval of three applications for the Dunn Place 21-Lot Subdivision Townhouse Development: a Planned Development Amendment for an amended Master Plan (PDA 1-23), Subdivision Tentative Plan approval for the 21-lot subdivision (S 1-23), Three Mile Lane Review (TML 5-23). (VR 3-23). Tax Lot R44CD 01700



Applicant: Andrey Chernishov, HBH Consulting, on behalf of, property owner Evergreen Court Townhomes LLC, c/o Jason Flores

Chair Winfield opened the public hearing and asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating or voting on this application.

Commissioner Mudrak abstained.

Commissioner Tucholsky had emailed Senior Planner Schauer about meeting out at the site with the opponents, but that did not take place. He visited the site, but did not speak with the applicant or any opponents during the site visit.

Most of the Commission visited the site.

Chair Winfield asked if any Commissioner needed to declare any contact prior to the hearing with the applicant or any party involved in the hearing or any other source of information outside of staff regarding the subject of this hearing.

Commissioner Deppe had read an article in the *News Register*.

Staff Report: Senior Planner Schauer said this was a request for approval of a planned development amendment to replace the memory care plan with the proposed subdivision/townhouse plan, subdivision tentative plan, and Three Mile Lane review. The proposal was for a 21 lot subdivision, 20 townhouse lots, 1 additional residential lot, and a common tract. He discussed the additional information entered into the record after the December 28, 2023, meeting packet, subject site, site plan, elevations, previous approvals, and side by side comparison with the previous 2019 approval. He reviewed the applications, criteria, key issues noted from the December 7 hearing, and additional condition and findings.

There was discussion regarding what would happen if the proposal did not meet the geotechnical requirements in the additional condition and changing the condition to read, "Results shall be updated to meet calculated factor of safety, soil properties, and pseudo acceleration."

Applicant's Testimony: Jason Flores, Andrey Chernishov, Peter Glennie, and Randy Goode were there to answer questions.

There were questions regarding how the applicant was preserving the views of the river, homeowners association when there were tenants and concern about additional fees to tenants, addressing stormwater drainage concerns, plans for lot 21, variation of design, addressing streets, meeting the additional condition, adding a condition that lot 21 was not buildable, and working with the neighbors.

Proponents: None

Opponents: George Siegfried, McMinnville resident, spoke about his chiropractic clinic, which was on the riverbank at a setback of 180 feet, downstream from this development. He was concerned about the dangerous and unstable bank and potential impact to neighboring properties. He described how the bank was steadily slipping and sinking and how possible storm drainage failure could damage his driveway and ability to care for patients when they could not access the clinic. He questioned whether the storm drain could support the development in the long term. He viewed it as an ecosystem and the neighborhood and bank needed to be taken into consideration.

There was discussion regarding the difference in bank erosion from Dr. Siegfried's lot and those south of the property and engineers that came to his property years ago to stabilize the bank but said there was no guarantee.

Mike Full, McMinnville resident, discussed the area from his perspective and how it was the sharpest bend of the Yamhill River, which made it highly susceptible to erosion. The subject site had been a garbage dump at one time. If they were just looking at a restricted agenda, these issues could not be addressed. This piece of property was dangerous to build on and he thought the development needed to be less dense. He thought the geotechnical study was fundamentally flawed and should not be used.

Joseph Strunk, attorney, objected to the condition proposed regarding later submission of information for the geotechnical report. He thought that both the planned development amendment and subdivision plan required consideration of code provisions, goals, and policies regarding impact to surrounding properties. The geotechnical report did not go beyond the scope of the property and was extremely limited. He did not think the applicant had submitted sufficient evidence to support a finding of compliance. The 60 foot setback proposed was not adequate. The tests were not done on the bank they were talking about. There was substantial evidence in the record that did not support the applications and applicable criteria were not met.

Rebuttal: Mr. Goode clarified how the original borings were done to log samples.

Mr. Chernishov said the proposed buildings were going to be 80 feet back from the top of bank.

Mr. Flores said borings were not done on the hillside because they were not going to build on the hillside. They would be building on the flat area. He explained the locations of the boring, which were in the geotechnical report. They planned to capture the additional stormwater into the drainage system. A stormwater analysis was done by the City which was the capacity they had to make sure they did not exceed.

There was discussion regarding the additional condition and if they would be able to move forward with it. City Attorney Kabeiseman thought they could move forward based on the information that the City said the applicant had shown they met the criteria, they just needed to fill in the blanks.

Community Development Director Richards said the data that was needed was per code to define the design for the foundation to respond to the soil analysis.

Commissioner Randall MOVED to CLOSE the public hearing, SECONDED by Commissioner Langenwalter. The motion PASSED 7-1-1 with Commissioner Tucholsky opposed and Commissioner Mudrak abstaining.

Chair Winfield closed the public hearing.

The applicant waived the 7 day period for submitting final written arguments in support of the application.

Commission Deliberation: Commissioner Randall said in the Three Mile Lane Area Plan policies, development was supposed to reflect the wine/agricultural heritage of the area. He suggested adding a condition to the subdivision to rename the street to reflect the area.

Commissioner Langenwalter was not in support of the application due to the issues in the area, however he could not find anything in the code where he could say no.



Chair Winfield agreed. She would have liked to see documentation on what the opponents said and the geology of the area over time.

Commissioner McClellan appreciated the opposing testimony. However, they needed housing in the City and the setback was further than the required amount. The applications met the criteria.

Commissioner Deppe said the development was less dense than middle housing allowed. He agreed they needed housing.

Based on the findings of fact, conclusionary findings for approval, materials submitted by the applicant, and the evidence in the record, Commissioner Langenwalter MOVED to APPROVE PDA 1-23 with conditions and the added condition about the geotechnical report as amended. SECONDED by Commissioner Rankin. The motion PASSED 7-1-1 with Commissioner Tucholsky opposed and Commissioner Mudrak abstaining.

Based on the findings of fact, conclusionary findings for approval, materials submitted by the applicant, and the evidence in the record, Commissioner Tucholsky MOVED to APPROVE TML 5-23 with conditions. SECONDED by Commissioner Randall. The motion PASSED 8-0-1 with Commissioner Mudrak abstaining.

Based on the findings of fact, conclusionary findings for approval, materials submitted by the applicant, and the evidence in the record, Commissioner Langenwalter MOVED to APPROVE S 1-23 with conditions and the added condition about the street name. SECONDED by Commissioner Tucholsky. The motion PASSED 8-0-1 with Commissioner Mudrak abstaining.

Community Development Director Richards noted there were both state and local regulations that protected riparian corridors and floodplains.

Commissioner McClellan left the meeting.

#### **B. Legislative Hearing: Comprehensive Plan Amendment (Docket G 1-22)**

Proposal: **THE CITY OF MCMINNVILLE IS PROPOSING AN AMENDMENT TO THE MCMINNVILLE COMPREHENSIVE PLAN AS FOLLOWS:** A proposal to adopt the Fox Ridge Road Area Plan as a supplemental document to the McMinnville Comprehensive Plan.

Applicant: City of McMinnville

Chair Winfield opened the public hearing and asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating or voting on this application.

Commissioner Langenwalter said he had been on the project advisory committee. Commissioner Tucholsky said his wife was chair on that committee. Commissioner Mudrak attended a few of the public meetings held by the committee.

Most of the Commission visited the site.

Staff Report: Senior Planner Schauer said this was a legislative public hearing where the Planning Commission made a recommendation to the City Council. The request was to adopt the Fox Ridge Road Area Plan as a supplemental document to the McMinnville Comprehensive Plan. In December 2020, the City and County adopted the McMinnville Growth

Management and Urbanization Plan. Updated policies in Chapter IX (Urbanization) of the Comprehensive Plan outlined successive levels of planning for UGB expansion areas. This application was the first of the area plans for the UGB expansion areas. He explained the Comprehensive Plan and Framework Plan for future land needs within the UGB expansion areas. The Fox Ridge Road area was approximately 230 acres in the western portion of the UGB west of Hill Road with a Comprehensive Plan designation of Urban Holding (UH). The plan for the area was primarily housing. A significant amount of the site was owned by the School District for a future high school. There would also be a partial Neighborhood Activity Center (NAC) and one neighborhood park. There would be opportunities for a natural resource community park, natural greenspaces, greenways, and trails. He described the Fox Ridge Road area planning process, what was included in the area plan and map, final preferred land use concept, agency comments noted in the staff report, and additional information for the record after the packet. Consistent with the Project Advisory Committee, staff recommended the Planning Commission recommend approval to the City Council with the following: incorporate editorial corrections to address scrivener's errors and clarify that tree grove protection would be based on the City's official inventory through a separate Goal 5 planning process.

There was discussion regarding properties being contiguous to City limits on the south side and not creating islands, natural resource area, how an area plan was not an expansion of the UGB but planning for future land uses in the UGB, sewer capacity, and market analysis for the neighborhood center.

Proponents: Sid Friedman, Project Advisory Committee member, thought the plan did a good job of mixing commercial uses, residential densities, and park uses. It respected existing natural features and he supported it.

Mark Davis, McMinnville resident, supported the plan. He thought it did a good job of getting more needed housing and acreage for parks. He commented on errors in the number of acres. He wanted to make sure they knew how much land was available for housing and parks. He noted the parks were proposed to be on non-buildable land.

Peter Van Patten, Fox Ridge Road resident, thought they had done a good job on the plan, however property owners did not know what the document meant. More outreach needed to be done. He was concerned about developing the quarry area as well.

Brian Morrissey, Fox Ridge Road resident, asked if the City had made any plans to purchase the quarry.

Community Development Director Richards said the City had no plans for purchasing any property in this area.

Sarah Tucholsky, Project Advisory Committee Chair, supported the plan. The committee and City had made a great effort to get community input. This was the vision for the area and did not necessarily mean it was set in stone.

Opponents: None

Commissioner Tucholsky MOVED to CLOSE the public hearing, SECONDED by Commissioner Rankin. The motion PASSED 8-0.

Commission Deliberation: There was discussion regarding outreach to the Fox Ridge residents.

Community Development Director Richards said notices had already been sent throughout the process to the property owners and they had conversations with many of the property owners as well. Another notice could be sent prior to the Council meeting letting people know this action did not rezone any property or bring any property into the City.

Commissioner Tucholsky suggested setting up an informal meeting to discuss the plan before the Council meeting. Staff would schedule a meeting.

Based on the findings of fact, conclusionary findings for approval, materials submitted by the applicant, and the evidence in the record, Commissioner Tucholsky MOVED to RECOMMEND the City Council APPROVE G 1-22. SECONDED by Commissioner Randall. The motion PASSED 8-0.

**C. Legislative Hearing: Comprehensive Plan Amendment and Zoning Ordinance Amendment (Docket G 3-22)**

***(Continued from November 16, 2023)***

Proposal: **THE CITY OF MCMINNVILLE IS PROPOSING AMENDMENTS TO THE MCMINNVILLE COMPREHENSIVE PLAN AND ZONING ORDINANCE FOR A NATURAL HAZARDS INVENTORY AND MANAGEMENT PROGRAM, AS FOLLOWS:** Amendment to the McMinnville Comprehensive Plan, Volume I - Background Element, adopting the Natural Hazards Inventory and Management Program Options and Recommendations; amendment to the McMinnville Comprehensive Plan, Volume II – Goals and Policies, adding a new Chapter XI, entitled Natural Features; amendments to the McMinnville Municipal Code, Chapters 17.48, Flood Area Zone, and Chapter 17.49, Natural Hazard Overlay Subdistricts; and the adoption of the Natural Hazard Mitigation Zone (NH-M) and Natural Hazard Protection Zone (NH-P).

Applicant: City of McMinnville

Chair Winfield opened the public hearing and asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating or voting on this application. There was none.

Community Development Director Richards said staff needed more time to work through the process and requested a continuance.

Commissioner Langenwaller MOVED to CONTINUE the hearing for G 3-22 to March 7, 2024. SECONDED by Commissioner Rankin. The motion PASSED 8-0.

**7. Commissioner Comments**

Commissioner Tucholsky expressed thanks to former Commissioner Murray for her service.

**8. Staff Comments**

Community Development Director Richards discussed recruitment for two planning positions.

**9. Adjournment**

Chair Winfield adjourned the meeting at 10:07 p.m.

**From:** [Tom Schauer](#)  
**To:** [EVANS Daniel \\* DSL](#)  
**Cc:** [BROWN Jevra \\* DSL](#); [SERRA Erin \\* DSL](#); [CHATFIELD Marcus W \\* DSL](#); [FRISONE Dario \\* DSL](#)  
**Subject:** RE: Yamhill County FW: G 1-22 - Fox Ridge Road Area Plan - Request for Comments  
**Date:** Monday, December 18, 2023 2:09:00 PM  
**Attachments:** [image001.png](#)

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Hi Daniel,

Thanks for the quick reply. Just to clarify, this isn't a proposed development. This is a City-initiated area plan for an unincorporated area of the UGB (except for the school district property, which is already in City limits) that will guide development as individual property owners may seek annexation and development under City standards over time. We will do doing area plans for each of these unincorporated areas, and this was the first one.

The draft plan is available here:

<https://www.mcminnvilleoregon.gov/cd/page/fox-ridge-road-area-plan-project-g-1-22>

This document has more information about the three-part planning process for unincorporated lands in the UGB.

[https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/19961/appendix\\_g\\_-\\_framework\\_plan\\_final\\_12.8.2020.pdf](https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/19961/appendix_g_-_framework_plan_final_12.8.2020.pdf)



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**From:** EVANS Daniel \* DSL <Daniel.EVANS@dsl.oregon.gov>  
**Sent:** Monday, December 18, 2023 1:10 PM

**To:** Tom Schauer <Tom.Schauer@mcminnvilleoregon.gov>

**Cc:** BROWN Jevra \* DSL <Jevra.BROWN@dsl.oregon.gov>; SERRA Erin \* DSL

<Erin.SERRA@dsl.oregon.gov>; CHATFIELD Marcus W \* DSL <Marcus.W.Chatfield@dsl.oregon.gov>;

FRISONE Dario \* DSL <Dario.FRISONE@dsl.oregon.gov>

**Subject:** RE: Yamhill County FW: G 1-22 - Fox Ridge Road Area Plan - Request for Comments

**This message originated outside of the City of McMinnville.**

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Tom,

I'm glad I got an early look at this one. I don't always look at general notices (no time most of the time). Certainly a Wetland Land Use Notice will be needed at the time of subdivision or grading permits are applied for. Its such a big project that a delineation incorporated early on can help with macro/micro siting, especially if the local applicant is looking to avoid mitigation costs.

This large scale development will certainly benefit from a full site wetland delineation. For the benefit of other DSL staff on the chain, this is a planned 230 acre development with High to Low density housing, commercial, parks, trails, and school. There are mapped drainageways across the site, and potential aerial saturation signatures are evident as well, outside of the locations mapped on the planning-level inventory of the Statewide Wetland Inventory.

DSL recommends that the applicant incorporate a wetland delineation by a consultant into the planning stages as early as possible which will allow the applicant to determine if they can adjust development footprints to avoid or minimize wetland removal-fill permitting down the line.

Regards,

**Daniel Evans, PWS**

Jurisdictional Coordinator

*Columbia, Clatsop, Marion, Polk, Tillamook, Yamhill*

[Oregon Department of State Lands](#)

Mobile: 503-428-8188

**Rules and Requirements for Delineation submissions have changed! Please see:**

<https://mailchi.mp/news.dsl.oregon.gov/rulemaking?e=5364d77235>

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**From:** HATTER Kizzy \* DSL <[Kizzy.Hatter@dsl.oregon.gov](mailto:Kizzy.Hatter@dsl.oregon.gov)>

**Sent:** Monday, December 18, 2023 11:43 AM

**To:** CHATFIELD Marcus W \* DSL <[Marcus.W.Chatfield@dsl.oregon.gov](mailto:Marcus.W.Chatfield@dsl.oregon.gov)>; FRISONE Dario \* DSL <[Dario.FRISONE@dsl.oregon.gov](mailto:Dario.FRISONE@dsl.oregon.gov)>; EVANS Daniel \* DSL <[Daniel.EVANS@dsl.oregon.gov](mailto:Daniel.EVANS@dsl.oregon.gov)>

**Cc:** BROWN Jevra \* DSL <[Jevra.BROWN@dsl.oregon.gov](mailto:Jevra.BROWN@dsl.oregon.gov)>; SERRA Erin \* DSL <[Erin.SERRA@dsl.oregon.gov](mailto:Erin.SERRA@dsl.oregon.gov)>

**Subject:** Yamhill County FW: G 1-22 - Fox Ridge Road Area Plan - Request for Comments

Please see below for more information

Regards,

Kizzy Hatter  
Support Services Specialist  
Department of State Lands  
775 Summer St NE STE 100 | Salem, OR 97301  
971-707-8008 (Cell)  
Email: [kizzy.hatter@dsl.oregon.gov](mailto:kizzy.hatter@dsl.oregon.gov)

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**From:** Tom Schauer <[Tom.Schauer@mcminnvilleoregon.gov](mailto:Tom.Schauer@mcminnvilleoregon.gov)>

**Sent:** Friday, December 15, 2023 5:11 PM

**To:** [andrew.schurter@nwnatural.com](mailto:andrew.schurter@nwnatural.com); Jeff Gooden <[Jeff.Gooden@mcminnvilleoregon.gov](mailto:Jeff.Gooden@mcminnvilleoregon.gov)>; [bskinner@msd.k12.or.us](mailto:bskinner@msd.k12.or.us); [Peter\\_Calo@comcast.com](mailto:Peter_Calo@comcast.com); [DBLue@recology.com](mailto:DBLue@recology.com); [CCarey@recology.com](mailto:CCarey@recology.com); [EMartin@recology.com](mailto:EMartin@recology.com); [Kevin\\_Kopp@comcast.com](mailto:Kevin_Kopp@comcast.com); David Renshaw <[David.Renshaw@mcminnvilleoregon.gov](mailto:David.Renshaw@mcminnvilleoregon.gov)>; Ty Darby <[Ty.Darby@mcminnvilleoregon.gov](mailto:Ty.Darby@mcminnvilleoregon.gov)>; [engineering@mc-power.com](mailto:engineering@mc-power.com); Heather Richards <[Heather.Richards@mcminnvilleoregon.gov](mailto:Heather.Richards@mcminnvilleoregon.gov)>; Jeff Towery <[Jeff.Towery@mcminnvilleoregon.gov](mailto:Jeff.Towery@mcminnvilleoregon.gov)>; DSL Support Services \* DSL <[Support.SERVICES@dsl.oregon.gov](mailto:Support.SERVICES@dsl.oregon.gov)>; Ken Friday <[fridayk@co.yamhill.or.us](mailto:fridayk@co.yamhill.or.us)>; Leland Koester <[Leland.Koester@mcminnvilleoregon.gov](mailto:Leland.Koester@mcminnvilleoregon.gov)>; Matt Scales <[Matt.Scales@mcminnvilleoregon.gov](mailto:Matt.Scales@mcminnvilleoregon.gov)>; [SRJ@mc-power.com](mailto:SRJ@mc-power.com); Stuart Ramsing <[Stuart.Ramsing@mcminnvilleoregon.gov](mailto:Stuart.Ramsing@mcminnvilleoregon.gov)>; Susan Muir <[Susan.Muir@mcminnvilleoregon.gov](mailto:Susan.Muir@mcminnvilleoregon.gov)>; [JenH@mc-power.com](mailto:JenH@mc-power.com); [amg@mc-power.com](mailto:amg@mc-power.com); [odotr2planmgr@odot.state.or.us](mailto:odotr2planmgr@odot.state.or.us); James Lofton <[James.Lofton@mcminnvilleoregon.gov](mailto:James.Lofton@mcminnvilleoregon.gov)>; [thompsonc@co.yamhill.or.us](mailto:thompsonc@co.yamhill.or.us); Noelle Amaya <[Noelle.Amaya@mcminnvilleoregon.gov](mailto:Noelle.Amaya@mcminnvilleoregon.gov)>; Matthew Bernards <[Matthew.Bernards@mcminnvilleoregon.gov](mailto:Matthew.Bernards@mcminnvilleoregon.gov)>; James W. Burke <[jwb@mc-power.com](mailto:jwb@mc-power.com)>; Joe Rinkes <[Joe.Rinkes@mcminnvilleoregon.gov](mailto:Joe.Rinkes@mcminnvilleoregon.gov)>; KNECHT Casey <[Casey.KNECHT@odot.oregon.gov](mailto:Casey.KNECHT@odot.oregon.gov)>

**Subject:** G 1-22 - Fox Ridge Road Area Plan - Request for Comments

You don't often get email from [tom.schauer@mcminnvilleoregon.gov](mailto:tom.schauer@mcminnvilleoregon.gov). [Learn why this is important](#)

Hi All,

The City of McMinnville's Planning Department is in the process of initiating amendments to the Comprehensive Plan. The proposal would adopt the Fox Ridge Road Area Plan (Docket G 1-22) as a supplemental document to the Comprehensive Plan. The proposal would not amend the Comprehensive Plan Map or Zoning Map at this time.

We would appreciate your comments and thoughts on the attached proposed Fox Ridge Road Area Plan (see link below).



<https://www.mcminnvilleoregon.gov/cd/page/fox-ridge-road-area-plan-project-g-1-22>

Please provide your comments to us by end of day December 27, 2023. The next step will be a public hearing with the Planning Commission. The Planning Commission will hold a public hearing to consider this proposal on January 4, 2024 at 6:30 p.m.

Thank you for helping us in our effort to continue to bring the best planning to the community of McMinnville.

**Please note that any written comments/correspondence returned (emails/letters) regarding this request become part of the public record.**

Sincerely,





## Tom Schauer

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**From:** SCIPIONI Ariana R \* ODFW <ariana.r.scipioni@odfw.oregon.gov>  
**Sent:** Tuesday, January 2, 2024 10:58 AM  
**To:** Tom Schauer  
**Subject:** RE: G 1-22 - Fox Ridge Road Area Plan - Request for Comments  
**Attachments:** We sent you safe versions of your files; ODFW FoxRidgeMcMinnville Compass.pdf

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Mimecast Attachment Protection has deemed this file to be safe, but always exercise caution when opening files.

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**This message originated outside of the City of McMinnville.**

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Hi Tom,

Thanks for your email and update. I know the deadline has passed for comments. If you can still incorporate the following comments in your own review, that would be great.

ODFW appreciates the opportunity to comment on the Fox Ridge Road Area Plan. Because of the holiday, we have not been able to thoroughly review the plan before the comment deadline. Our preliminary recommendations are as follows. ODFW recommends consulting with the Regional Habitat Biologist, Ariana Scipioni, for guidance on how to mitigate for unavoidable impacts to fish and wildlife habitat. Please avoid bisecting contiguous habitat with trails and instead place them on the already developed edge. Please consult with the westside district fish biologist, Kevin Stertz [Kevin.A.STERTZ@odfw.oregon.gov](mailto:Kevin.A.STERTZ@odfw.oregon.gov), when development actions may impact aquatic species. Please coordinate with ODFW's Regional Conservation Biologist, Susan Barnes [Susan.P.BARNES@odfw.oregon.gov](mailto:Susan.P.BARNES@odfw.oregon.gov), before construction in or around wetlands, reservoirs, ponds, and rivers to avoid and minimize impacts to Oregon's sensitive and strategy species. Please see the attached Compass report on the Conservation Strategy species that are likely to be present in the plan area. The Northwestern Pond Turtle is under review for listing by the USFWS. Please consult sections 11 and 12 of ODFW's Turtle BMP's for guidance on construction BMP's for turtles ([https://www.dfw.state.or.us/wildlife/living\\_with/docs/ODFW Turtle BMPs March 2015.pdf](https://www.dfw.state.or.us/wildlife/living_with/docs/ODFW_Turtle_BMPs_March_2015.pdf)).

Please feel free to reach out to me with any questions.

Cheers  
Ariana

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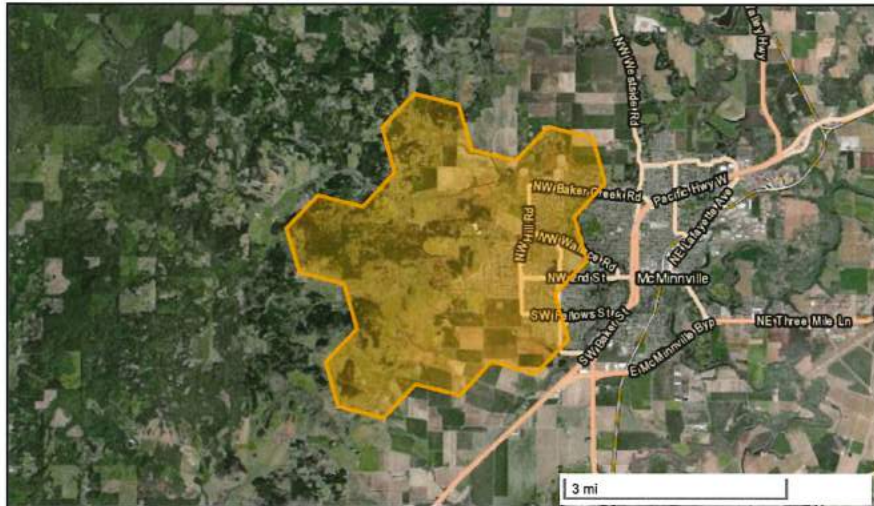
**From:** Tom Schauer <Tom.Schauer@mcminnvilleoregon.gov>  
**Sent:** Friday, December 15, 2023 5:24 PM  
**To:** SCIPIONI Ariana R \* ODFW <ariana.r.scipioni@odfw.oregon.gov>  
**Subject:** FW: G 1-22 - Fox Ridge Road Area Plan - Request for Comments





## Fox Ridge McMinnville

Mar 03, 2023



Leaflet | Sources: ESRI, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), © OpenStreetMap contributors, and the GIS User Community

**Area mi<sup>2</sup>:** 11

**Ecoregions:**

Willamette Valley

**Conservation Opportunity Areas:**

Yamhill Oaks-Willamina Oaks North, COA 067

**Strategy Habitats:**

Flowing Water and Riparian Habitats  
Wetlands

**Documented Strategy Fish:**

Oregon Chub  
Winter Steelhead / Coastal Rainbow Trout  
Western Brook Lamprey

**Observed Strategy Wildlife:**

Acorn Woodpecker  
Chipping Sparrow  
Nelson's Checkermallow  
Oregon Vesper Sparrow  
White-breasted Nuthatch (Slender-billed)  
Streaked Horned Lark  
Western Bluebird  
Western Meadowlark  
Western Pond Turtle  
Purple Martin  
Yellow-Breasted Chat

**Modeled Strategy Wildlife Habitat:**

Acorn Woodpecker  
California Myotis  
Chipping Sparrow  
Clouded Salamander  
Columbia Torrent Salamander  
Common Nighthawk  
Fringed Myotis  
Hoary Bat  
Northern Spotted Owl  
Olive-sided Flycatcher  
Oregon Vesper Sparrow  
Short-Eared Owl  
Silver-haired Bat  
Townsend's Big-eared Bat  
Western Bluebird  
Western Gray Squirrel  
Western Meadowlark  
Western Painted Turtle  
Western Pond Turtle  
Purple Martin  
Willow Flycatcher  
Yellow-Breasted Chat

For information on data sources see <http://dfw.state.or.us/maps/compass/reportingtool.asp>