



**Joint City Council & Planning Commission  
Work Session Meeting Agenda  
Wednesday, December 17, 2025  
6:00 p.m. – Joint Work Session 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.*

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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)

**JOINT WORK SESSION:**

*You may join online via Zoom Webinar Meeting:*

<https://mcminnvilleoregon.zoom.us/j/86822169421?pwd=HlHlkaJ1rjUqprOFdtDVBWLxTbpMTX.1>

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

*Webinar ID: 868 2216 9421*

**6:00 PM – JOINT CITY COUNCIL & PLANNING COMMISSION WORK SESSION – VIA ZOOM AND SEATING AT CIVIC HALL**

1. MAYOR MORRIS CALLS JOINT MEETING TO ORDER
2. SOUTHWEST AREA PLAN
3. MAYOR MORRIS ADJOURNMENT OF JOINT MEETING

## STAFF REPORT

**DATE:** December 17, 2025  
**TO:** City Council and Planning Commission  
**FROM:** Tom Schauer, Senior Planner  
**SUBJECT:** Joint City Council/Planning Commission Work Session – Southwest Area Plan

### STRATEGIC PRIORITY & GOAL:

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

### Report in Brief:

This item is a joint City Council and Planning Commission work session regarding the Southwest Area Plan.

A Community Workshop is scheduled for January 24, 2026 to share three draft concepts for the Southwest Area Plan and obtain public input on which concept, or which aspects of the different concepts, should be developed into a preferred alternative.

Tonight, following a project overview and introduction of the three draft concepts, the project team will facilitate a discussion and gather feedback from the Planning Commission and City Council on any refinements needed before the concepts are presented at the January 24 Community Workshop for public input.

This staff report provides a high-level overview of the background information and the three draft concepts to be discussed. Please refer to the memo from HHPR attached as **Attachment 1** for the more detailed information regarding the three concepts to be discussed at the joint work session.

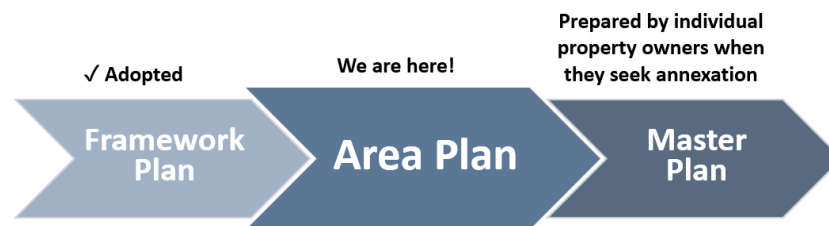
### Background:

#### ***Growth Management Plan, Planning for UGB Lands, and Annexation Process***

The Area Planning work must be consistent with the City's Growth Management Plan and Framework Plan.

The City of McMinnville amended its urban growth boundary (UGB) by adopting the McMinnville Growth Management and Urbanization Plan (MGMUP, [MGMUP 2003 UGB Remand Project | McMinnville Oregon](#)) (Ordinance No. 5098, December 8, 2020).

In summary, with the adoption of the MGMUP, the City adopted a Framework Plan for the lands in the UGB and established a new 3-step Area Planning process that guides the planning for lands within the UGB before properties in these areas may be annexed, rezoned to city zoning, and developed consistent with the city zoning. (MGMUP Appendix G).



The Framework Plan and Area Planning process are described in more detail in **Attachment 2**. The attached Framework Plan incorporates amendments to date, including amendments adopted as part of the Parks Recreation and Open Space (PROS) adoption (Ordinance 5157) and proposed amendments incorporating updates related to the City's land needs and land use efficiency measures (Docket G 5-25).

Unincorporated lands within the UGB with an Urban Holding (UH) comprehensive plan designation need to undergo an area planning process prior to annexation into the city limits, rezoning and development. Area planning can be initiated by the City or by private property owners. Area plans need to be consistent with the Framework Plan. The Framework Plan allocates the City's adopted land use needs to the different UGB areas and includes a concept plan map for each area that generally shows how those needs are to be addressed consistent with the adopted Great Neighborhood Principles, which are provided as **Attachment 3**. Area Plans are more detailed than the more general Framework Plan.

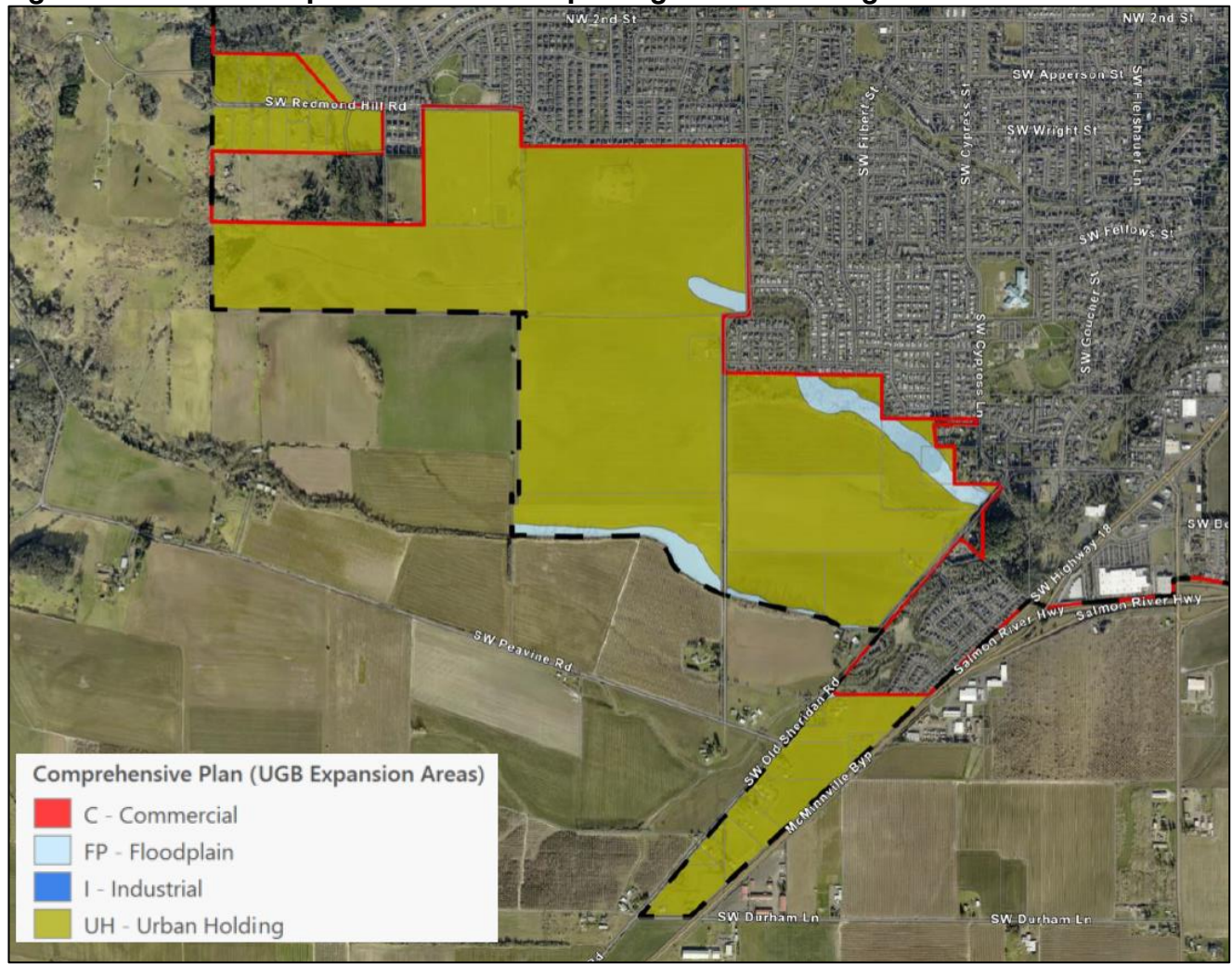
Each area plan is adopted as a supplement to the McMinnville Comprehensive Plan as a guiding land use document. Area plans must embody the development principles of the MGMUP, the Framework Plan, the Great Neighborhood Principles and other policies of the McMinnville Comprehensive Plan and any other applicable City land use policies and standards.

Per the City's adopted annexation process described in Title 16 of the McMinnville Municipal Code, when a property owner seeks annexation, they must prepare a master plan for their specific property/ies, which demonstrates how it will be developed consistent with the overall Area Plan for the area.

### ***Framework Plan Provisions for Southwest Area Plan***

The MGMUP amended McMinnville's UGB by 924 gross buildable acres. Most of this acreage was placed into an Urban Holding (UH) comprehensive plan designation, subject to the Area Planning process. The unincorporated areas in the southwest portion of the UGB include approximately 650 gross acres, which is predominantly Urban Holding (UH) plan designations and also a portion within Floodplain (FP) plan designations. **Figure 1**.

**Figure 1: MGMUP Comprehensive Plan Map Designations – Enlargement of SW Area**



The Southwest Area Plan project encompasses two areas described in the Framework Plan - the Southwest Area and the Redmond Hill Road Area. ***Figures 2a-2c.***



Figure 2a: Framework Plan Map

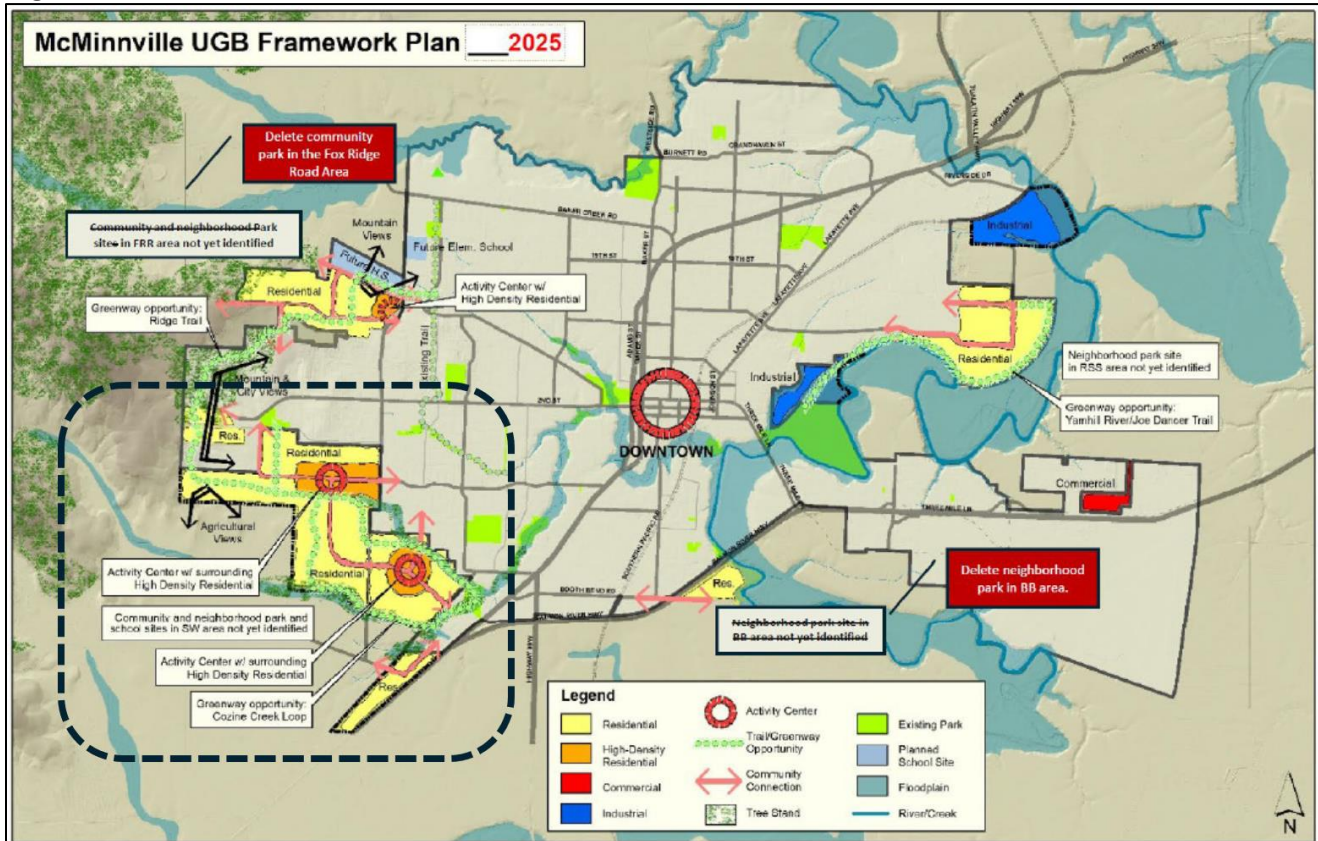
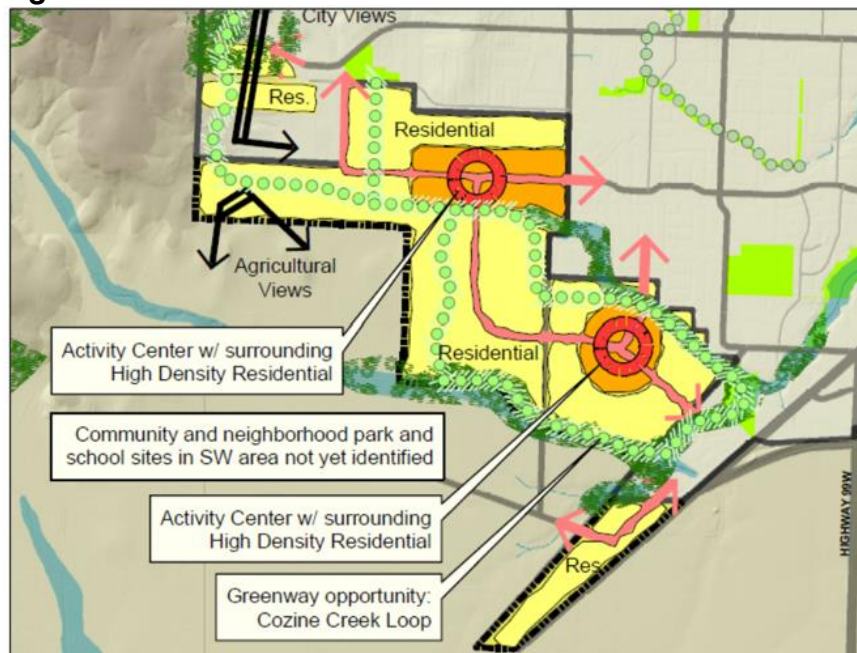
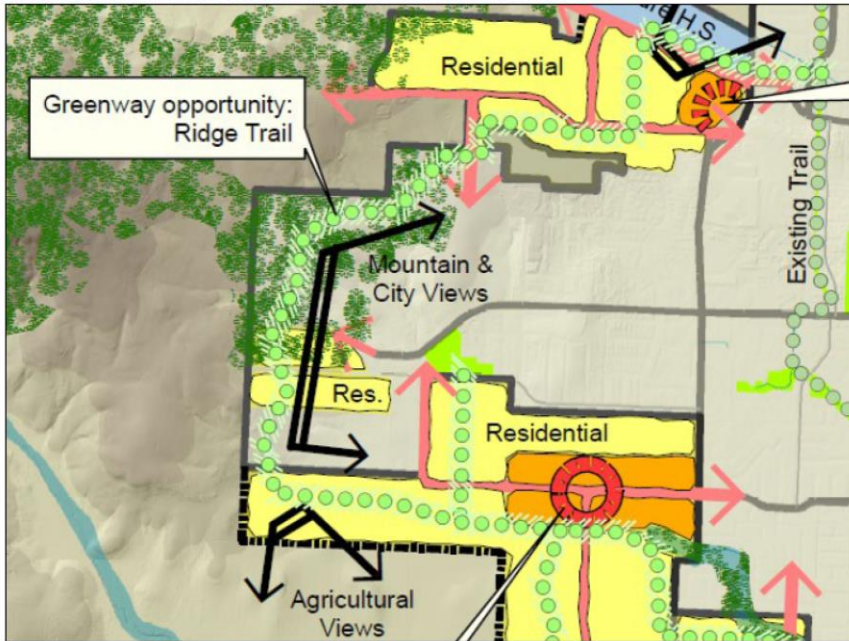


Figure 2b. Southwest Area as Shown in Framework Plan



**Figure 2c. Redmond Hill Road Area as Shown in Framework Plan**



**Figure 3** summarizes the land use program specified in the Framework Plan for the Southwest Area Plan.

**Figure 3. Summary of Southwest Area Land Use Program from Framework Plan**

Land Use		Area Need
Commercial		40 acres Area includes 2 Neighborhood Activity Centers (NACs) with 10-20 acres of retail/employment in each. Additional commercial outside NACs to meet the identified 40 acre total
Residential	High Density Residential	30 acres (15 acres within each NAC)
	Lower & Medium Density Residential	Significant area of residential development to achieve average density of 5.7 units per acre overall
*Parks and Open Space	Public Space within NACs	4 acres (2 acres within each NAC)
	Community Park	20 acres min.
	Neighborhood Park	5 acres min.
	Greenways & Trails	To be determined based on site conditions
	Natural Areas (Wetlands/ Unbuildable Floodplains)	To be determined based on site conditions
**Early Learning Center		10 acres
<b>TOTAL SITE AREA: 640 ACRES</b>		

\*Parks to be within ½ mile of every residence; could be partially within NAC if meeting this provision, but not required  
 \*\*Early learning center could be within NAC, but not required  
 If these uses are within/partially with NAC, total land use needs would be balanced accordingly  
 The NACs can be approximately the same size or different sizes within the specified land use ranges

## Southwest Area Plan

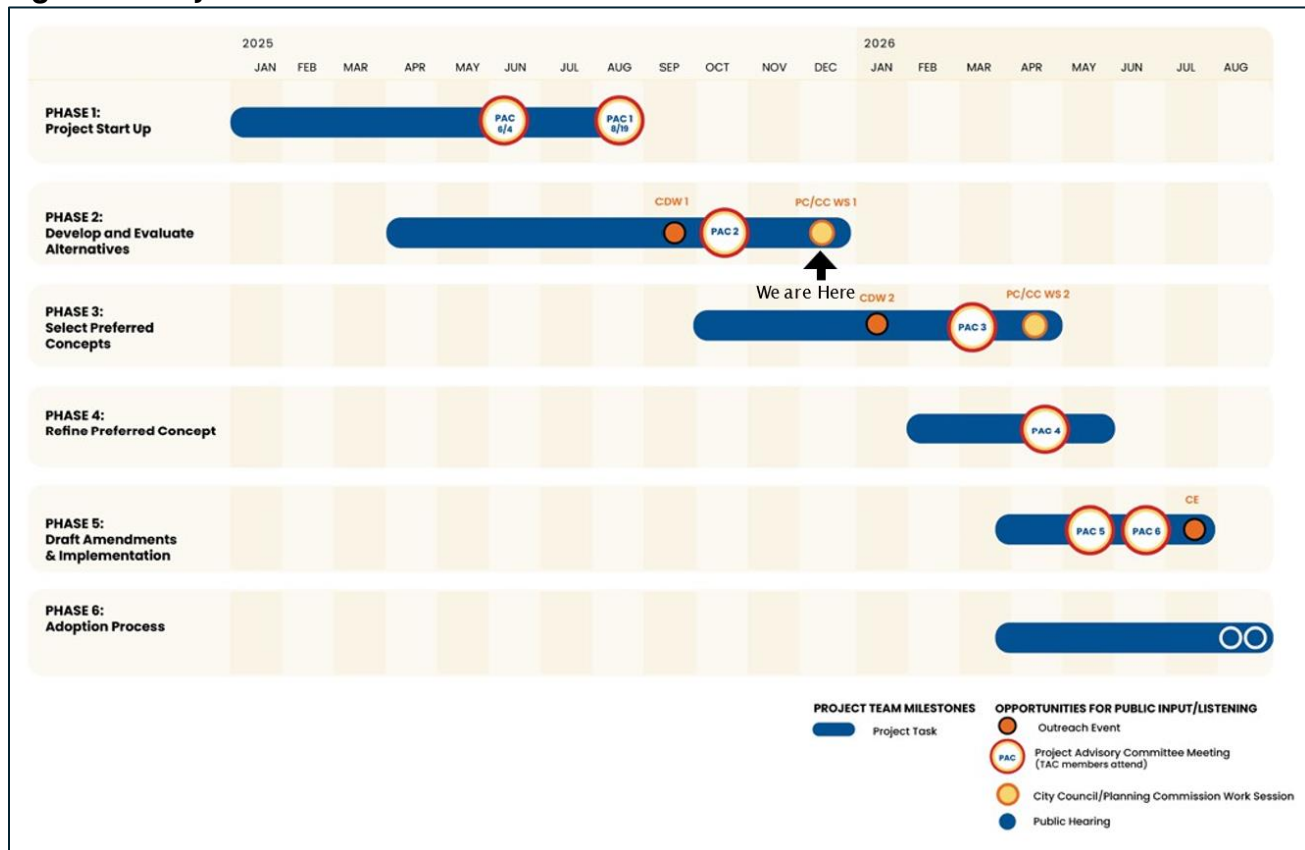
The Southwest Area Plan is the second Area Planning process to be undertaken for the UGB areas, following adoption of the first Area Plan for the Fox Ridge Road area. The planning area encompasses both the Southwest Area and the Redmond Hill Road Area described in the Framework Plan.

The City contracted with Harper Houf Peterson Righellis (HHPR) to lead a multi-disciplinary consultant team as follows:

- HHPR (Land Use and Project Management)
- Walker Macy (Urban Design)
- Leland Consulting Group (Economic Analysis)
- DKS Associates (Traffic Analysis)
- JLA Public Involvement (Public Involvement)

The memo from HHPR attached as **Attachment 1** outlines the major project phases and tasks in each phase. **Figure 4** below provides a timeline that summarizes the work by phase and key meetings. The work will be moving into Phase 3, obtaining input to select and refine a preferred concept.

**Figure 4. Project Timeline**



Below is a summary of the work that has been completed:

- Staff established a Project Advisory Committee to advise staff on the development of the plan.



- An existing conditions report was compiled to collect information about the project area, its surrounding context, economic context, and plan and policy review that informs and affects the planning work.
- Public outreach was conducted to share information about the project and obtain input and ideas to help inform development of alternatives. This included meeting with the Project Advisory Committee (PAC), conducting an online survey, conducting stakeholder interviews, and conducting a Community Design Workshop. Summaries of the results are attached.
- This input was used to develop three preliminary alternative concepts. These were discussed with the PAC, and further refined following PAC meeting.

Three concepts will be presented to the public at a Community Workshop on January 24, 2026 to obtain public input and feedback about which concept, or which aspects of the three concepts, people most prefer. This input will be used to develop and refine a preferred alternative.

The timing of this work session is structured so the Planning Commission and City Council have an opportunity to weigh in on the work to date, providing an opportunity for further refinement of the three concepts before they are presented for input at the Community Workshop in January. The purpose of this joint work session is not to obtain input regarding a preferred concept, but rather to obtain input on any potential refinements to the three concepts that will be presented to the public at the Community Workshop in January. The Community Workshop will be the first action in Phase 3 to begin selecting, developing, and refining a preferred alternative.

The three preliminary concepts are summarized below and discussed in more detail in the memo from HHPR provided as ***Attachment 1***.

## **Discussion:**

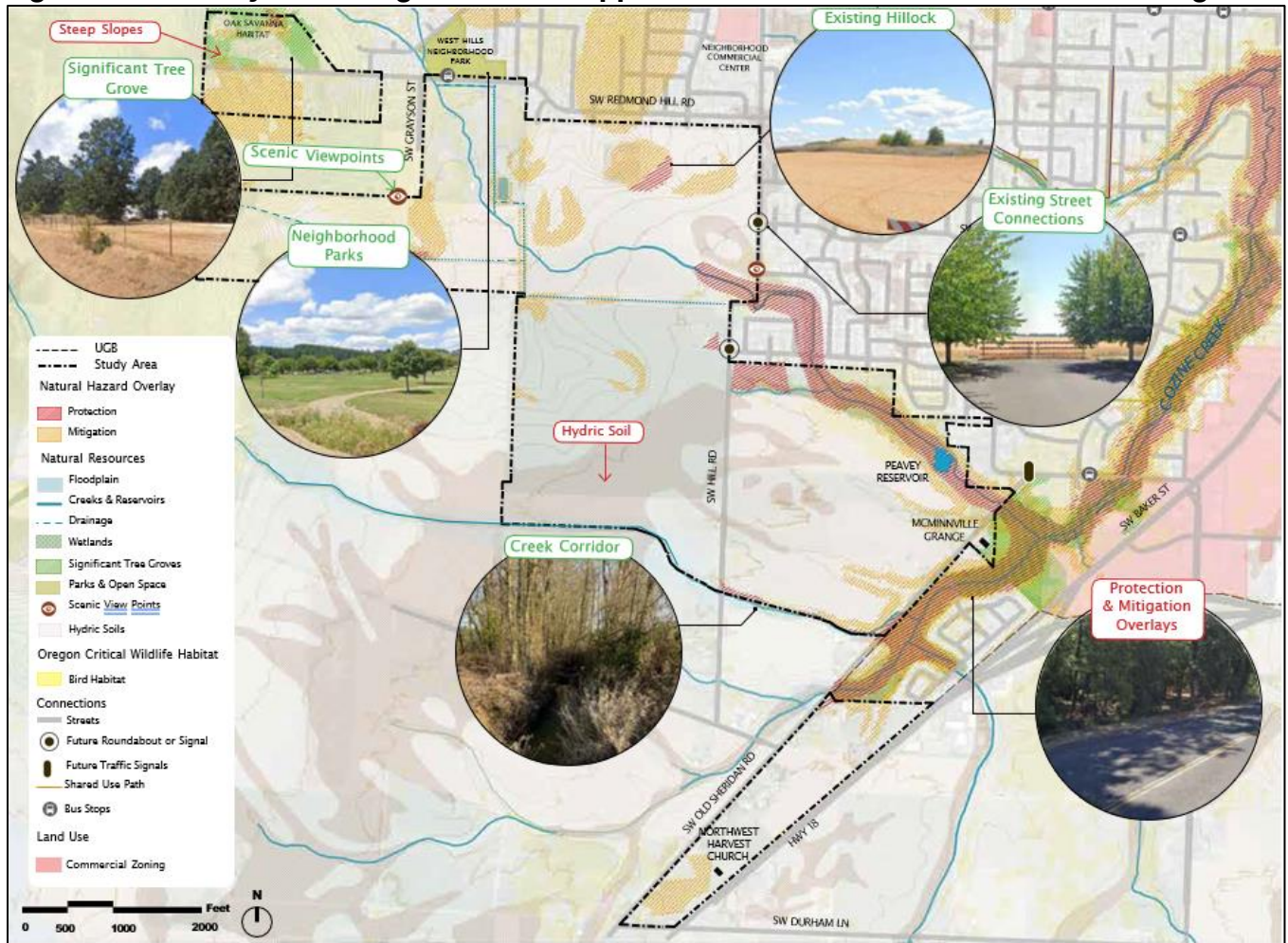
### ***Southwest Area Plan Context***

The memo from HHPR discusses surrounding context. This section includes maps that summarize key context regarding the planning area and the three concepts as they have been developed and refined to date. As discussed in the attached memo from HHPR, all three concepts reflect land use programmatic requirements of the Framework Plan for the Southwest Area and the Redmond Hill Road Area, technical/feasibility considerations, and community input.

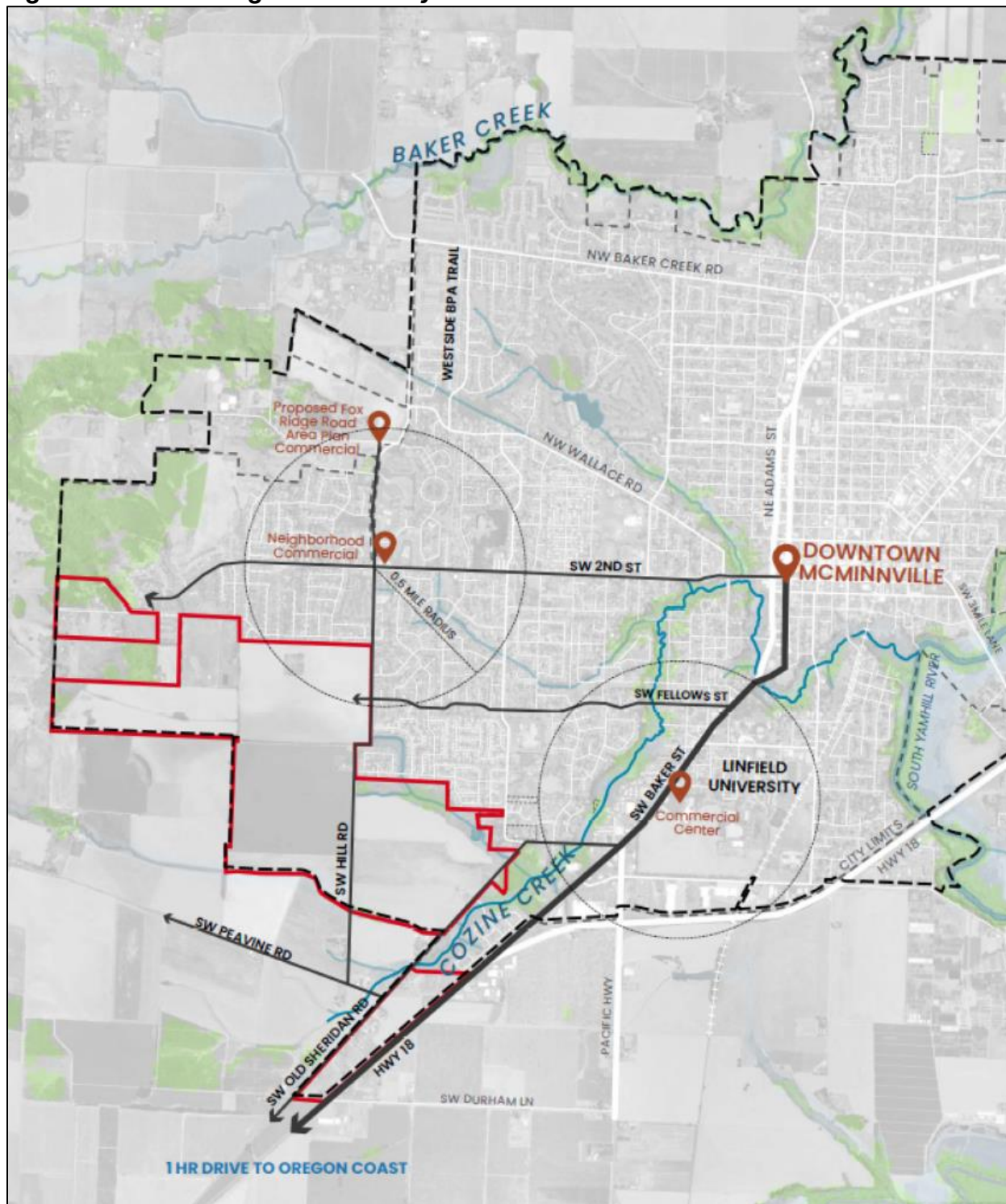
The approaches to how those are addressed differ between the three alternatives. The planning area has a unique size and shape, spanning more than two miles from the most distant extents. Plans and policies, attributes of the planning area, the surrounding land use and transportation context, and natural areas, framed the public discourse and the different approaches taken in developing the three concepts. Context of the planning area and surrounding areas is summarized in maps below. ***Figure 5*** shows key attributes of the area. ***Figures 6-8*** show key aspects of the surrounding context.



**Figure 5. Summary of Existing Conditions/Opportunities and Constraints Within Planning Area**

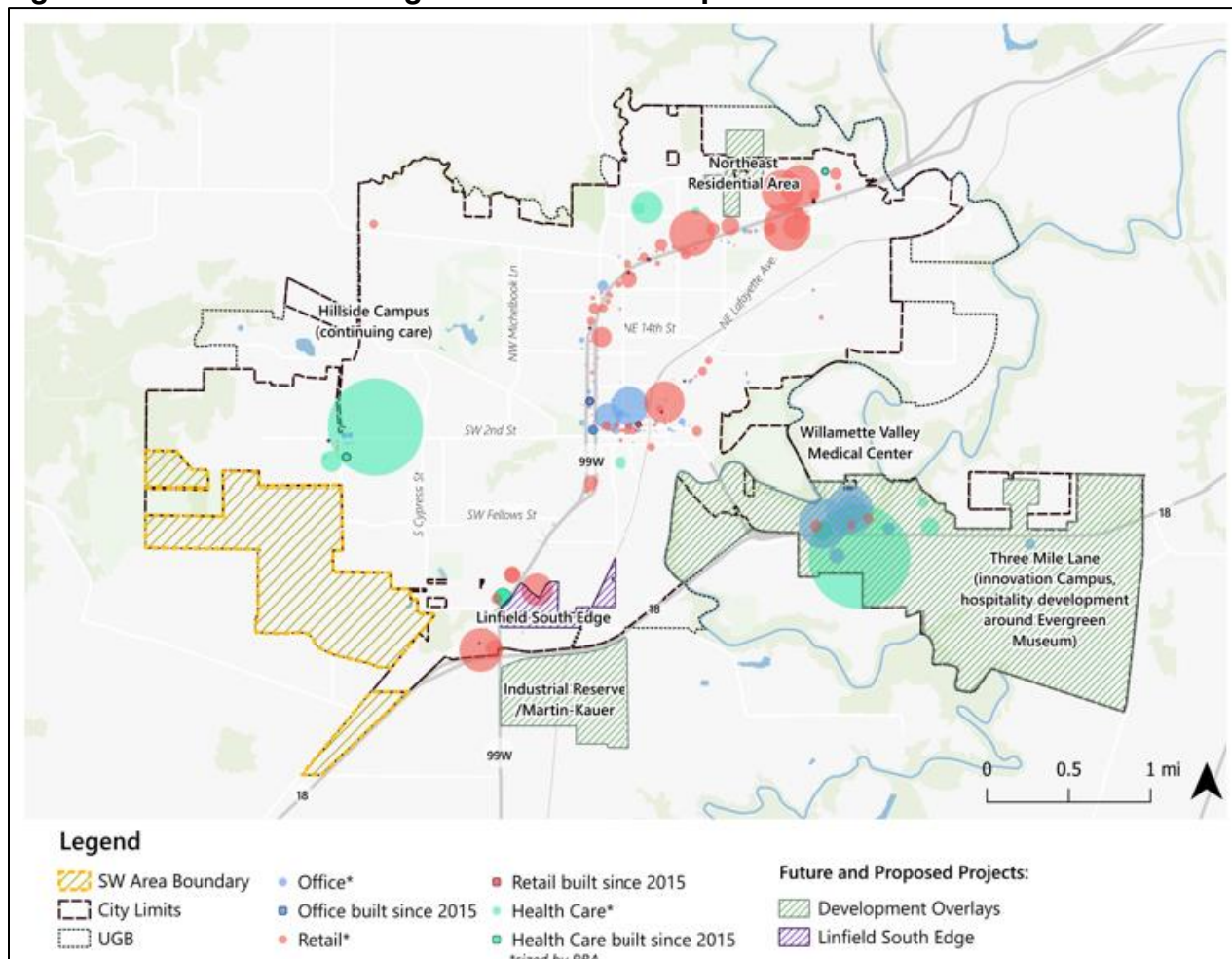


**Figure 6. Surrounding Context - Key Streets and Commercial Areas**

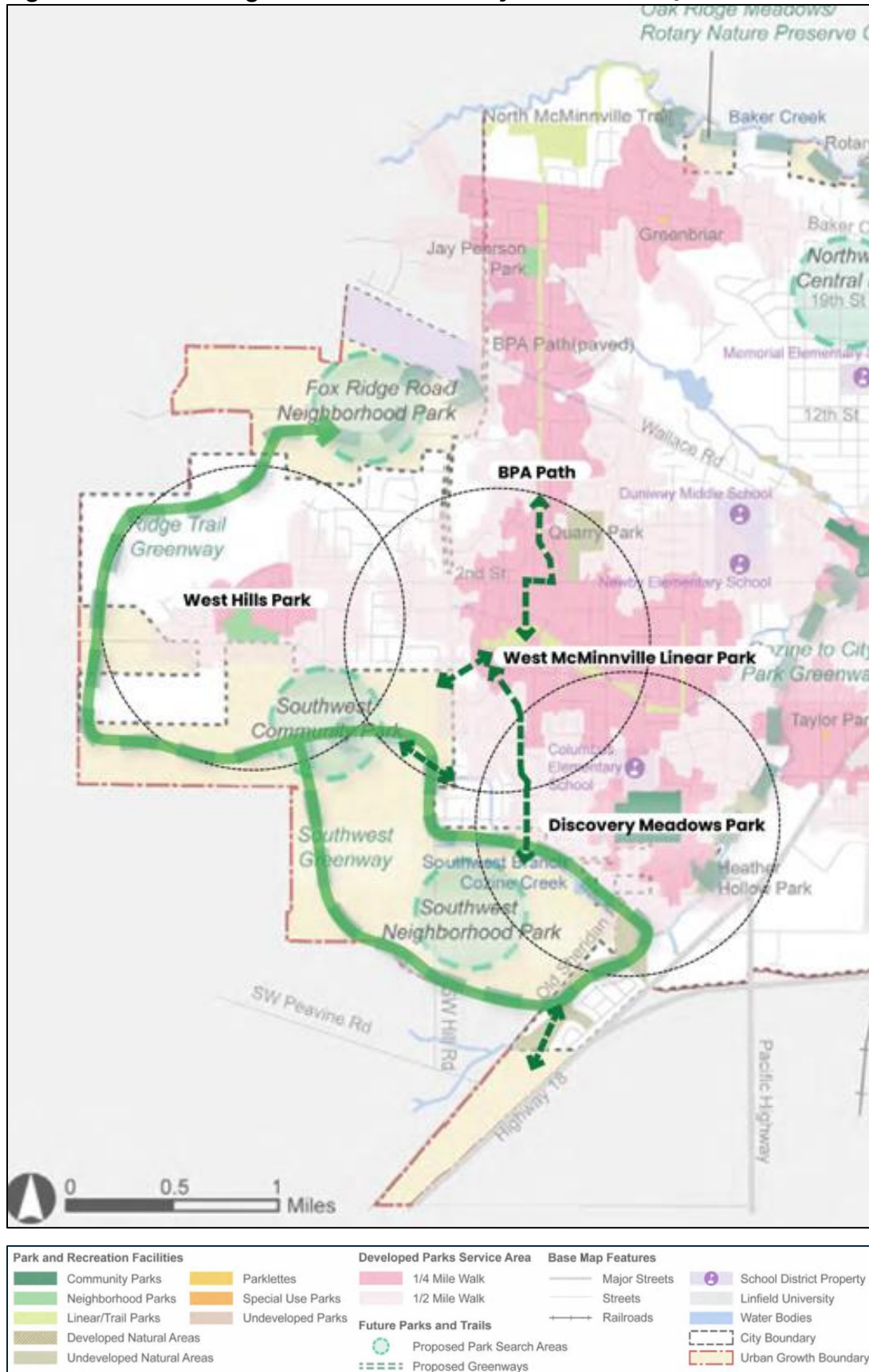




**Figure 7. Overview of Existing Commercial Development**



**Figure 8. Surrounding Context – Community Connections (Parks and Greenways)**



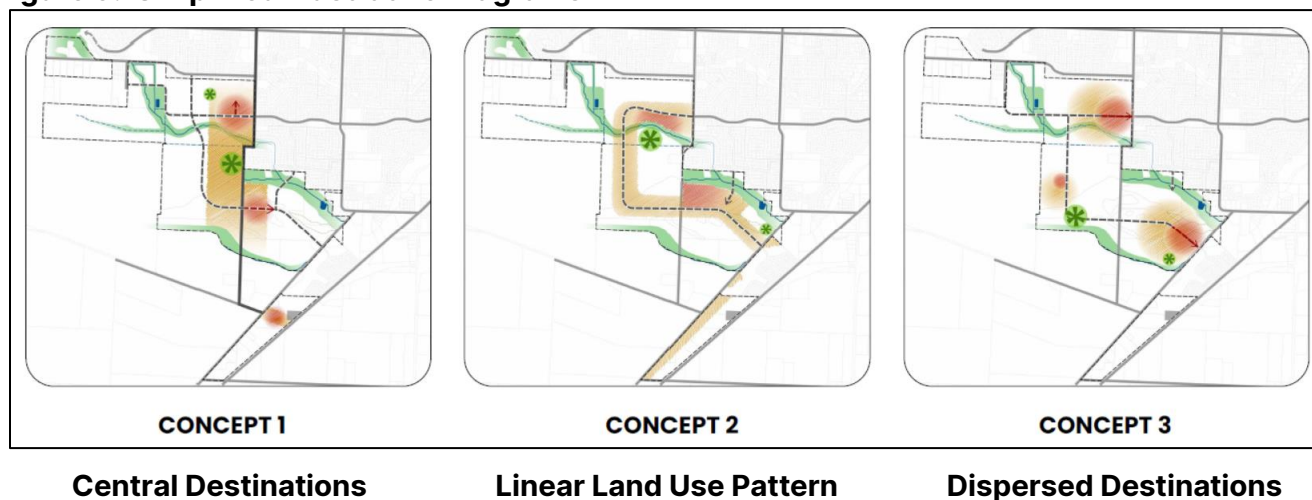


### Three Draft Concepts

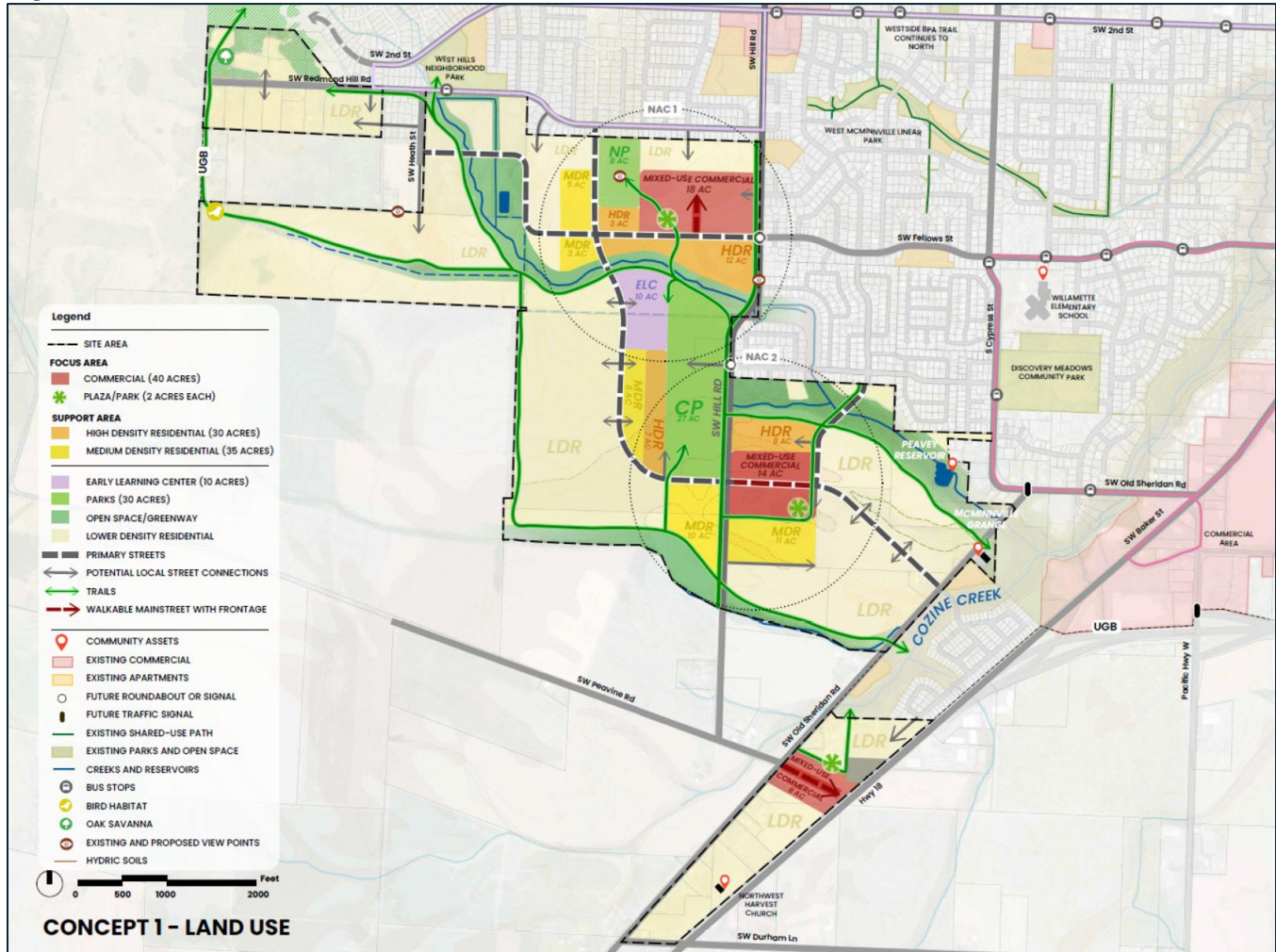
The memo from HHPR provided as **Attachment 1** presents the three draft concepts and provides detailed information and discussion about each concept, including issues and common themes considered in developing the alternatives and key considerations for each concept. These reflect the revisions and refinements that have already been made to date. The three draft concepts presented in **Attachment 1** are also shown and summarized below.

**Figure 9** below provides a simplified illustrative diagram of each of the three concepts that distills the key organizing idea for each concept. This is followed by a map for each concept with a summary of key attributes. **Figures 10-12.**

**Figure 9. Simplified Illustrative Diagrams**

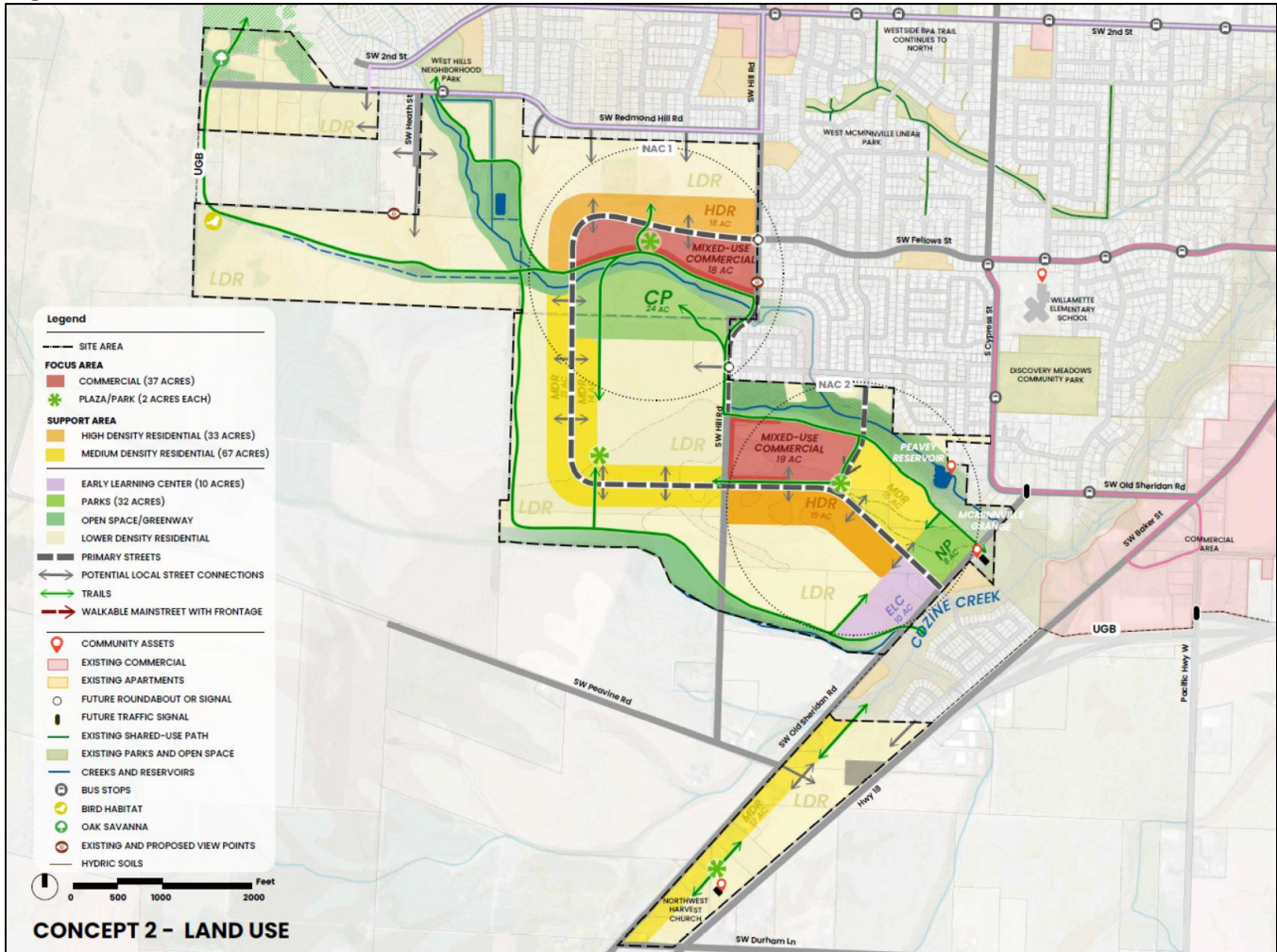


**Figure 10. Concept 1-Central Destinations**



- **Hill Road and Community Park as Central Feature Connecting “Destination” Land Uses and Greenways**
- 2 NACs (one larger/one smaller), plus small Neighborhood Commercial area by Peavine
- Only concept providing High Density Residential along Community Park
- High Density Residential areas have frontage on greenways and parks
- Neighborhood Commercial areas partially abut parks, do not abut greenways
- Limited parks and greenways for most southerly area

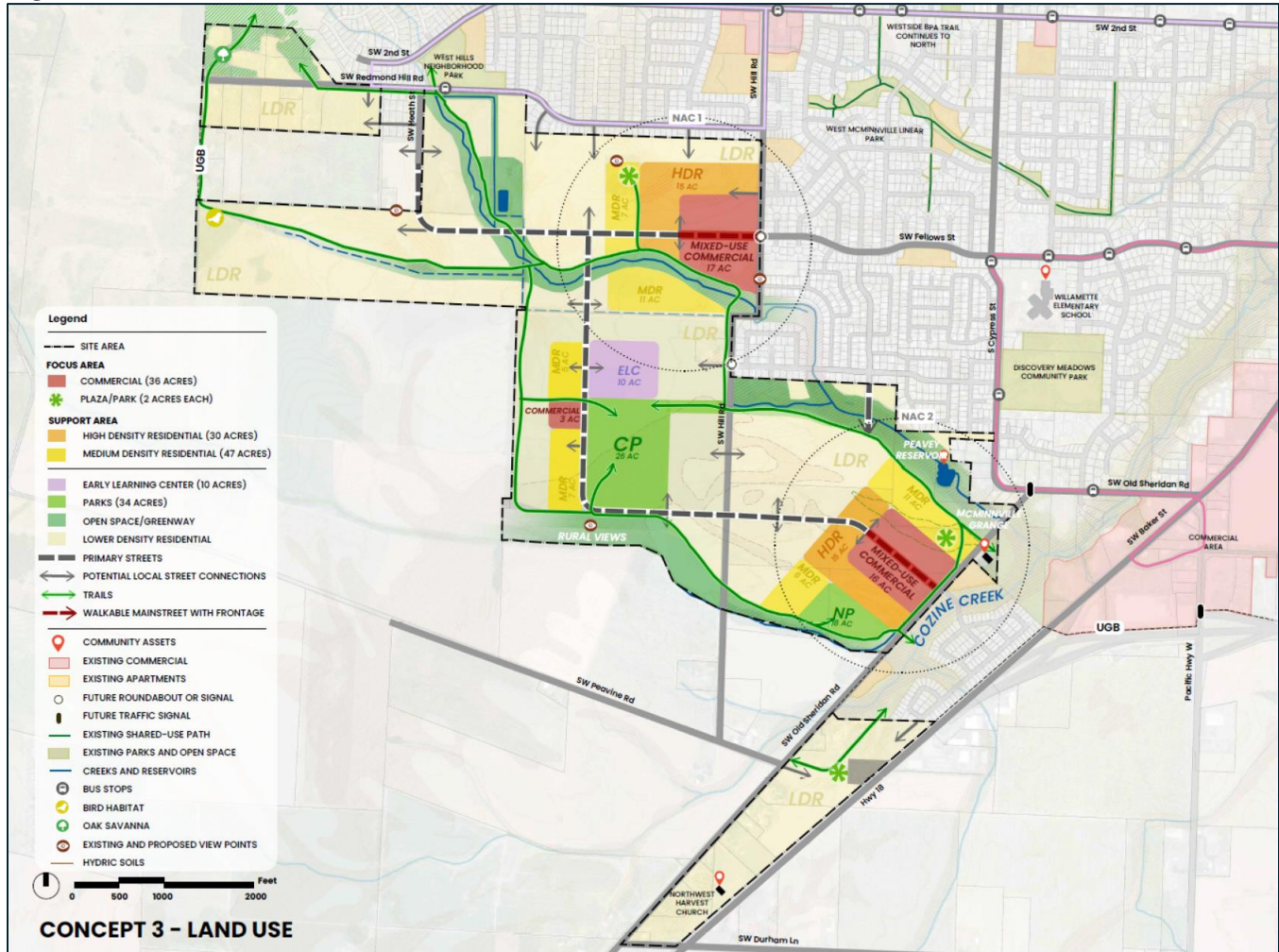
**Figure 11. Concept 2-Linear Land Use Pattern**



- **Linear/Distributed Land Use Pattern Along Greenways and Loop Streets**
- 2 NACs (approximately equal size), both with greenway frontage
- High Density Residential abuts NC, but has minimal park or greenway frontage
- High/Moderate Density Residential is more linear along loop street and less nodal “districts”
- “Destination” land uses are more distinct within each NAC with less connections between the two NACs.



**Figure 12. Concept 3-Dispersed Destinations**



- **Greatest Separation Between NACs (Hill Road and Old Sheridan Road) and “Destination” Land Uses**
- 2 NACs (one larger/one smaller), plus small Neighborhood Commercial by Community Park
- Community Park and Neighborhood Park connections to Cozine Creek near south side
- Community Park connects greenways, but is most distant from NAC core areas and Higher Density Residential
- Mix of uses and residential densities along greenway frontages

### **Next Steps**

Concepts to be presented at the January Community Workshop will be refined based on input provided at this work session. Following the January Community Workshop, the project team will use the input to prepare a draft preferred concept. The results of the workshop and a preliminary draft preferred concept will be shared with the PAC. Following the PAC meeting, another joint City Council/Panning Commission work session will be held in March to share the results of the work and the draft concept and obtain feedback from the City Council and Planning Commission before further refining the concept.



### **Attachments:**

1. Memo from HHPR
2. Updated Framework Plan (Docket G 5-25 Proposed)
3. McMinnville's Adopted Great Neighborhood Principles

Additional background materials are also available on the project website at <https://www.mcminnvilleoregon.gov/cd/page/southwest-area-plan>, including the Existing Conditions Report, the Economic Report, and summaries from public engagement activities

### **Fiscal Impact:**

The Southwest Area Plan is a budgeted plan in the Long Range Planning Fund, the main revenue source being the general fund.

### **Action Requested:**

At the joint work session, the project team will provide a brief overview of the guiding planning framework before focusing the majority of the meeting on reviewing the three draft land use and circulation concepts. The presentation will highlight how each alternative responds to key community priorities, existing site conditions, and market considerations, and will illustrate the different ways parks, greenways, housing types, and Neighborhood Activity Centers (NACs) could be organized within the Southwest Area.

When reviewing the concept maps and summaries, Planning Commission and City Council members are encouraged to consider:

How each concept arranges NACs, community and neighborhood parks, greenways, and housing types, and how these arrangements differ across the three alternatives.

- How the alternatives support walkability, multimodal access, and connections to surrounding neighborhoods, schools, and regional trails.
- How natural features, including Cozine Creek, the Peavey Reservoir basin, slopes, and tree groves, shape the structure and opportunities within each concept.
- How commercial visibility, residential proximity, and open space connectivity influence NAC viability and neighborhood form.
- How site constraints influence the approaches in each alternative.

During the discussion portion of the work session, we will request feedback regarding any refinements to be made to the three concepts that will be presented at the January Public Workshop, considering:

- Which key elements in the three alternatives best align with goals for complete, connected, and livable neighborhoods.
- Whether there are components from one concept that should be strengthened or combined with others as the project team refines the alternatives.
- Whether there are features or ideas missing from the concepts that should be incorporated into the next round of refinements.

Feedback from this discussion will help guide the next phase of concept refinement and inform the materials prepared for the upcoming Community Design Workshop #2.

# MEMORANDUM

City of McMinnville – Southwest Area Plan



Harper  
Houf Peterson  
Righellis Inc.

ENGINEERS ♦ PLANNERS  
LANDSCAPE ARCHITECTS ♦ SURVEYORS

205 SE Spokane Street, Suite 200, Portland, OR 97202  
PHONE: 503.221.1131 www.hhpr.com FAX: 503.221.1171

**Date:** December 17, 2025  
**To:** Tom Schauer, City of McMinnville  
**From:** Thuy Cao, HHPR  
**Subject:** Memo for Planning Commission and City Council Joint Work Session #1 – Three Draft Alternatives

## Background

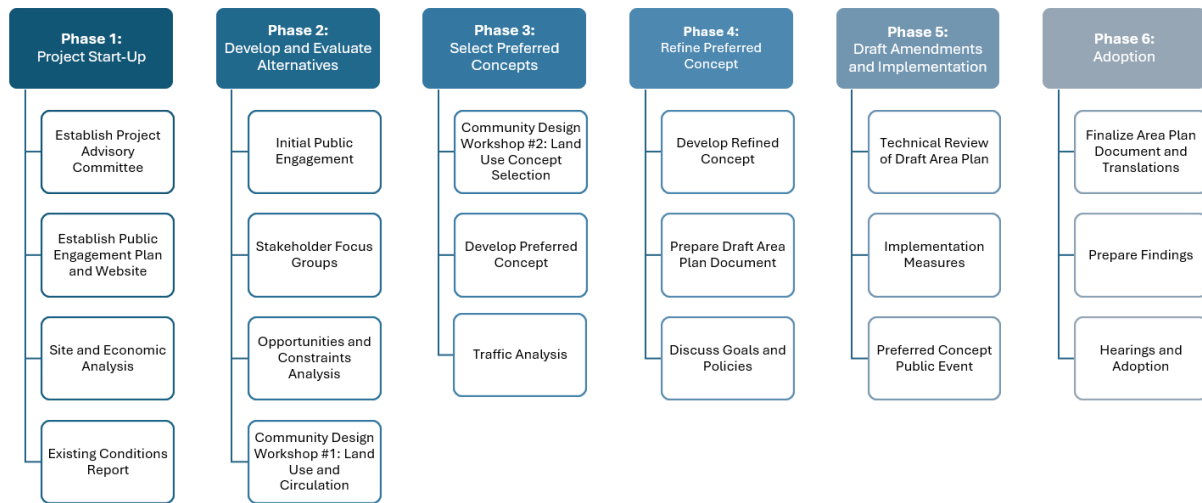
The Southwest Area Plan is the second step in a three-phase planning process for guiding future development in the City of McMinnville’s urban growth boundary. The first phase, the Framework Plan, has already been completed and formally adopted. It provides the high-level vision, guiding principles, and land use structure for the broader area. The current phase—the Area Plan—focuses on refining that vision by identifying specific land uses, transportation networks, and infrastructure needs within the study area. This plan will serve as a foundation for more detailed Master Plans, which will be prepared by individual property owners when they seek annexation into the city. The Area Plan is a key step in ensuring coordinated, equitable, and infrastructure-ready urban growth that aligns with McMinnville’s long-range planning goals.



The major project phases for the Southwest Area Plan are shown below in **Figure 1**. The graphic outlines the six-phase process for developing the Southwest Area Plan in McMinnville. It begins with project start-up and public engagement, followed by developing and evaluating land use alternatives. The process then moves into selecting and refining a preferred concept, drafting implementation strategies, and concludes with final plan adoption through public hearings and formal approvals.



**Figure 1. Major Project Phases**



The Southwest Area Plan will be adopted as a supplement to the McMinnville Comprehensive Plan and serve as a long-range land use vision for the area. It must align with the development principles of the McMinnville Growth Management and Urbanization Plan (MGMUP), the Framework Plan, the Comprehensive Plan, and other applicable City policies. The MGMUP emphasizes the creation of complete, mixed-use, and pedestrian-oriented neighborhoods—an approach that will guide this planning effort.

Therefore, the Area Plan will be developed to be consistent with:

1. The guidelines and characteristics of the Traditional Neighborhood model, as described in the McMinnville Growth Management and Urbanization Plan.
2. The identification of locations suitable for Neighborhood Activity Centers (NACs) to meet neighborhood commercial land needs as identified in the MGMUP Framework Plan, and support surrounding residential development, as described in the MGMUP.
3. The City's adopted Great Neighborhood Principles, as described in the Comprehensive Plan Policies 187.10 through 187.50.

Through this planning process, the Southwest Area Plan will establish a cohesive land use and transportation framework that supports future housing, employment, and neighborhood services while preserving natural features and promoting walkability. With input from the PAC and the broader community, the plan will address opportunities and constraints, identify strategies for equitable growth, and lay the groundwork for a well-connected, inclusive, and livable neighborhood that reflects McMinnville's long-term vision.

Additional information and background documents can be found on the project webpage:

<https://www.mcminnvilleoregon.gov/cd/page/southwest-area-plan>

### **Planning Framework Requirements and Compliance Overview**

The Southwest Area Plan must align with several adopted City planning documents that establish expectations for neighborhood form, land use mix, connectivity, natural resource protection, and public

amenities. These requirements provide a consistent framework across all concept alternatives and guide the evaluation of how well each concept advances the City’s long-term vision for the area.

### ***Key Frameworks***

- **McMinnville Growth Management & Urbanization Plan (MGMUP)**  
Establishes the Traditional Neighborhood development model, defines appropriate locations and roles for Neighborhood Activity Centers (NACs), and outlines the citywide system of greenways, parks, and multimodal connections.
- **Southwest Area Framework Plan**  
Provides a high-level land use structure, greenway framework, and major street network that the Area Plan must refine. It outlines expectations for park access, habitat preservation, and multimodal circulation.
- **Great Neighborhood Principles (GNPs)**  
Adopted policies (187.10–187.50) establishing standards for connectivity, walkability, housing diversity, parks distribution, safety, environmental stewardship, and neighborhood character.

### ***Constraints of the Study Area***

Analysis of the study area and surrounding context informs existing physical conditions that inform and shape what can be achieved, including:

- Site shape and width, which limits ½-mile park access coverage
- Steep slopes, stream corridors, and oak habitat that affect street spacing, trail connections, and existing park locations
- Utility capacity and the need for large trunk extensions in some locations
- Parcelization and existing land divisions
- Market conditions affecting neighborhood commercial viability and NAC location options

A detailed compliance matrix (included later in the packet) outlines where requirements can be fully met and where adjustments to framework requirements may be reconsidered.

### **Existing Conditions Summary**

The Southwest Area contains a mix of physical, environmental, and infrastructure conditions that significantly inform and shape what is feasible. These existing conditions directly influence considerations for how the plan can meet framework requirements; such as greenway continuity, park spacing, street connectivity, and Neighborhood Activity Center (NAC) placement. A comprehensive existing conditions assessment was completed during the early project phases. The following summarizes the major findings that inform the concept alternatives.

### ***Natural Features and Environmental Constraints***

The planning area includes several key natural features that define opportunities for parks, trails, and stormwater management and limit where urban development can occur:

- Cozine Creek and Peavey Reservoir run through the central portion of the site, forming a natural organizing element for future greenways.
- Wetlands and hydric soils are present across multiple locations, requiring protection or mitigation and reducing the amount of developable land.



- Steep slopes, wildfire-prone areas, and mapped floodplain areas create additional development constraints along parts of the western and southeastern edges.
- Significant tree groves and scenic viewpoints (from the draft Goal 5 inventory) offer opportunities for integrated open space and trail connections.

These natural systems create a strong framework for greenway and open space planning but also create gaps where street or trail connectivity cannot be continuous.

### ***Land Ownership and Parcelization Patterns***

Parcel size and configuration vary significantly across the Southwest Area:

- Large centrally located parcels: Enable cohesive, master-planned development.
- Highly parcelized areas (e.g., Redmond Hill Road): Fragmented ownership and existing rural homes make street extensions and park siting more challenging.
- Urban-rural interface areas: Require thoughtful transitions to avoid conflicts with ongoing agricultural uses.

### ***Transportation and Access Conditions***

Two major state facilities define the edges of the area:

- OR-18 (Statewide Expressway): No new private access points; limited spacing for new public intersections (1 mile rural / ½-mile urban).
- OR-99W (District Highway): 600-ft minimum access spacing; limited existing intersections.

Other key constraints include:

- Redmond Hill, Peavine, and Old Sheridan Roads are not built to urban standards.
- Limited existing street stubs into the site restrict initial connectivity opportunities.

These factors shape where NACs can be located, where crossings are feasible, and how the future street network can be structured.

### ***Parks and Recreation Framework***

The recently adopted Parks, Recreation, and Open Space (PROS) Plan sets a Level of Service (LOS) requiring parks within a ½-mile walk for most residents. Due to the shape of the UGB expansion area, environmental constraints, and parcelization, fully meeting this LOS across the entire Southwest Area is not feasible. The three concepts attempt to maximize access, but trade-offs remain in areas where physical conditions prevent ideal spacing.

### ***Urban Services and Infrastructure***

Urban water, sewer, and stormwater systems largely end at the existing city boundary.

- Significant utility extensions will be required to serve new development.
- Phasing will be important, with initial urbanization most feasible on the northern and eastern edges where utilities are closest.

Proximity to existing water, sewer, and storm infrastructure will influence which portions of the Southwest Area are most feasible to develop first, which in turn affects when a Neighborhood Activity Center can attract enough nearby households to become viable.

### ***Why These Conditions Matter for the Concepts***

Taken together, these conditions:

- Define where development can occur and where it should avoid natural features.

- Influence the placement and feasibility of NACs.
- Shape street and trail connectivity, including where gaps are unavoidable.
- Determine park locations and reveal where LOS requirements would partially exceed ½ mile due to size of area and location of existing parks,
- Inform the trade-offs between density patterns, greenway alignment, commercial visibility, and infrastructure costs.

## **Market Analysis**

The Baseline Market Analysis indicates strong long-term demand for new housing and neighborhood-serving commercial uses in the Southwest Area, with several important trends shaping what is most feasible.

### ***Residential Market***

- Strong demand for multifamily and middle housing. Vacancy rates remain extremely low (2–3%), signaling an undersupplied rental market and strong feasibility for garden apartments, townhomes, cottage clusters, and small multifamily.
- Rising housing costs and limited land supply increase the need for a wider mix of housing options at various price points.
- Recent development activity, including new mixed-use and multifamily projects, indicates growing market support for higher-density formats in the right locations.
- Overall, the SWA is well positioned to deliver the range of housing types needed to meet McMinnville’s long-term residential demand.

### ***Commercial Market***

- Retail vacancy is very low (1.6%), suggesting unmet demand for neighborhood-scale retail and services as the city grows.
- Commercial success in new neighborhoods is tied to visibility, access, and sufficient nearby housing—“retail follows rooftops.”
- The SWA is not expected to attract regional retail, but is well suited for small-scale, neighborhood-serving commercial (e.g., food, beverage, services, small offices).
- The market supports one Neighborhood Activity Center (NAC) in the SWA in the near to mid term; timing and viability depend on residential build-out.

### ***Implications for the Area Plan***

- Encourage a diverse mix of housing types to meet demand and support affordability.
- Plan for one viable NAC, located where visibility and access are strongest.
- Anticipate phased commercial development, with residential growth leading and neighborhood commercial following.

## **Community Engagement Summary**

Community engagement has played a key role in shaping the Southwest Area Plan to date. Input from the first Community Design Workshop, online surveys, and multiple Project Advisory Committee (PAC) meetings has helped the project team understand community values, identify opportunities and concerns, and refine how the draft land use and circulation concepts address the City’s planning framework. The sections below summarize what we heard from each engagement component and how that input has informed the development of the Area Plan to date.

### ***Community Design Workshop #1 (CDW #1)***

The first Community Design Workshop introduced the public to the planning effort and asked participants to help identify values, opportunities, and challenges. Input gathered through group map exercises, polling, and facilitated discussions highlighted several priorities:

#### ***What We Heard***

- Strong desire for connected parks, trails, and greenways, especially along natural features.
- Interest in walkable neighborhoods with safe multimodal connections to schools, services, and recreation.
- Support for a range of housing types, including cottage clusters, townhomes, and multifamily, to support affordability and aging in place.
- Desire for everyday neighborhood commercial services, such as small retail, food and beverage, or personal services located near housing.
- Emphasis on protecting natural resources, especially tree groves and creek corridors.

#### ***How It Informed the Concepts***

- All three alternatives emphasize a greenway network and internal trail connections.
- Higher-density, mixed-use areas are placed strategically to support a future neighborhood center.
- Park and open space locations respond to where people most wanted to see community gathering places.

### ***Online Survey***

An online community design survey extended outreach to those unable to attend CDW #1.

#### ***What We Heard***

- Strong preference for walkability and safe bike routes, especially connections to Hill Road, schools, and regional trails.
- Support for neighborhood-serving commercial uses, but concerns about traffic and safety near major roads.
- Requests for parks that are central and accessible, not located at the far edges of the plan area.
- Comments highlighting the need for housing affordability and choice, including multi-generational options.

#### ***How It Informed the Concepts***

- Concepts test different street networks and circulation loops to maximize walkability.
- NAC locations are tested both on a major corridor (Hill Road) and in internal, walkable locations.
- Park placement in each alternative aims to maximize the ½-mile access radius.

### ***Stakeholder Interviews***

Leland Consulting Group conducted interviews with SWAP landowners, developers, and brokers to ground-truth market assumptions and understand development feasibility.

#### ***What We Heard***

- Strong interest in housing development, especially moderate-density and senior/age-friendly housing formats.
- Recognition that commercial development will require sufficient rooftops; neighborhood retail is desired but viability is sensitive to timing and location.
- Mixed views on NAC feasibility, demand exists but may require visibility or anchor tenants.

- Shared interest in preserving natural features, integrating parks and trails, leveraging scenic views.
- Concerns of infrastructure readiness, utility extensions, and costs of crossings near Cozine Creek.
- Some landowners are ready to move forward quickly if infrastructure and zoning paths are clear.

#### *How It Informed the Concepts*

- Concepts place higher-density housing near future commercial areas to support viability.
- NAC locations reflect market insights: visibility along Hill Road vs. a centrally located option.
- Concepts avoid sensitive areas and use natural features as organizing elements for open space networks.
- Refinement of road connections acknowledges infrastructure and phasing realities.

#### ***Project Advisory Committee (PAC) Meetings***

The PAC is comprised of community representatives, property owners, and stakeholders.

#### *What We Heard*

- Desire for clear articulation of trade-offs among parks, greenways, NAC location, and density.
- Interest in improving west-side connectivity and ensuring the greenway network is cohesive.
- Requests to clarify density transitions, building forms, and how the concepts relate to the Great Neighborhood Principles.
- Emphasis on realistically achieving the ½-mile park access goal, and transparency about where this is not feasible.
- Interest in how market feasibility and infrastructure sequencing interact with the land use structure.

#### *How It Informed the Concepts*

- Concepts show clearer distinctions between organizing ideas, including greenway-focused and corridor-focused structures.
- Park and greenway refinements address PAC concerns about service gaps and connectivity.
- NAC placement reflects both community walkability preferences and the PAC's interest in market feasibility and access.

#### ***Key Themes***

Across all engagement components, several themes consistently emerged and have directly guided the concept alternatives:

- *Walkability & Connectivity*  
People want safe, continuous walking and biking routes that connect neighborhoods to parks, schools, and future neighborhood services.  
Influence on Concepts: A strong multimodal network is central to each alternative.
- *Parks, Greenways & Natural Features*  
Community members, PAC members, and stakeholders consistently prioritized access to parks, preservation of natural features, and a connected greenway system.  
Influence on Concepts: Greenways and parks form the organizing structure of all three concepts.
- *Housing Variety & Affordability*  
There is broad support for a mix of housing types to meet a range of incomes and life stages.  
Influence on Concepts: Each alternative includes a diverse mix of housing and strategic higher-density locations near NACs and transit.



- *Neighborhood Activity Center (NAC) Feasibility*  
People support a NAC, but stakeholders emphasize market timing, visibility, and access.  
Influence on Concepts: NAC locations vary across the alternatives to illustrate different trade-offs and potential market paths.
- *Phasing & Infrastructure Feasibility*  
Stakeholders emphasized the need for coordinated infrastructure planning, especially utilities, while acknowledging that infrastructure should not limit the overall vision.  
Influence on Concepts: Concepts illustrate feasible long-term structures while anticipating phased implementation.

### **Concept Development Methodology**

The three draft land use and circulation concepts were developed through an iterative, data-informed, and engagement-driven process. Each alternative represents a different way of organizing housing, parks, greenways, streets, and neighborhood services within the Southwest Area while responding to the City's adopted planning framework and the physical realities of the site. The methodology below outlines how the project team translated technical analysis and community priorities into the three concepts presented in this packet.

### ***Grounding in the City's Planning Framework***

The starting point for concept development was the City's adopted planning documents, including the McMinnville Growth Management & Urbanization Plan (MGMUP), the Southwest Area Framework Plan, and the Great Neighborhood Principles (GNPs). These documents establish requirements and expectations for neighborhood form, housing diversity, greenways, parks, multimodal connectivity, and siting of Neighborhood Activity Centers (NACs). Each concept tests different ways of meeting these expectations while acknowledging areas where physical conditions limit full compliance.

### ***Integrating Existing Conditions and Site Constraints***

The project team used the Existing Conditions Report (including natural resources, topography, wetlands, hydric soils, parcelization patterns, transportation constraints, and utility availability) to identify areas suitable for development, areas requiring protection or mitigation, and locations where greenways or parks are most feasible. Each concept is designed around what is physically achievable based on these documented site characteristics.

### ***Applying Community and Stakeholder Input***

Input from Community Design Workshop #1, the online survey, stakeholder interviews, and multiple PAC meetings strongly influenced the priorities embedded in the concepts. The concepts reflect these priorities by organizing neighborhoods around greenways, providing varied housing types, and testing NAC locations based on both walkability and market conditions. Community feedback regarding park access, safe multimodal connections, and protection of natural features directly informed greenway alignments and park siting, while stakeholder and PAC input helped refine land use and circulation options.

### ***Evaluating Market Feasibility***

The Baseline Market Analysis helped determine realistic expectations for housing absorption, density ranges, and the likely timing and scale of neighborhood-serving commercial uses. This analysis influenced:

- The placement and scale of the NAC in each alternative
- Distribution of higher-density housing to support long-term commercial viability
- The recognition that residential build-out will precede commercial development

While the market does not dictate the plan, it provides important guidance on how land use patterns can be structured to support successful neighborhood centers over time.

### ***Testing Multiple “Big Ideas” Through Alternative Frameworks***

To understand how different priorities and site considerations shape the Southwest Area, the project team developed three distinct concept alternatives, each built around a different organizing idea:

- Concept 1 centers the neighborhood around a continuous greenway spine, with parks and the NAC located adjacent to this internal open-space network.
- Concept 2 organizes development around a strong loop corridor, placing the NAC along Hill Road to maximize visibility and access.
- Concept 3 tests a distributed, multi-anchor structure with two mixed-use centers and a more balanced network of parks and greenways.

These “big ideas” illustrate different trade-offs in walkability, commercial viability, greenway alignment, density distribution, and street connectivity, helping decision-makers evaluate how each approach performs within the planning framework and existing site conditions.

### ***Illustrating Trade-offs to Support Decision-Making***

The concepts are intentionally distinct so that the Planning Commission and City Council can clearly see how different choices perform relative to the planning framework. Trade-offs include:

- NAC location (visibility vs. walkability)
- Park placement (central access vs. natural feature adjacency)
- Density distribution (transitions vs. commercial support)
- Street network structure (directness vs. resource protection)
- Greenway design (continuity vs. physical constraints)

This methodology ensures that the alternatives are not simply variations on a theme but represent real choices about the character and structure of future neighborhoods.

### ***Refinement Through Iteration***

The draft concepts have been refined based on feedback from the Project Advisory Committee, whose guidance has shaped the placement of parks and greenways, NAC locations, density distribution, and circulation patterns. Additional refinements were informed by City staff direction, technical feasibility checks, and updated mapping and resource data. The versions included in this packet represent the most up-to-date refinements and are intended as discussion drafts for PC/CC input.

### **Introduction to Three Draft Concepts**

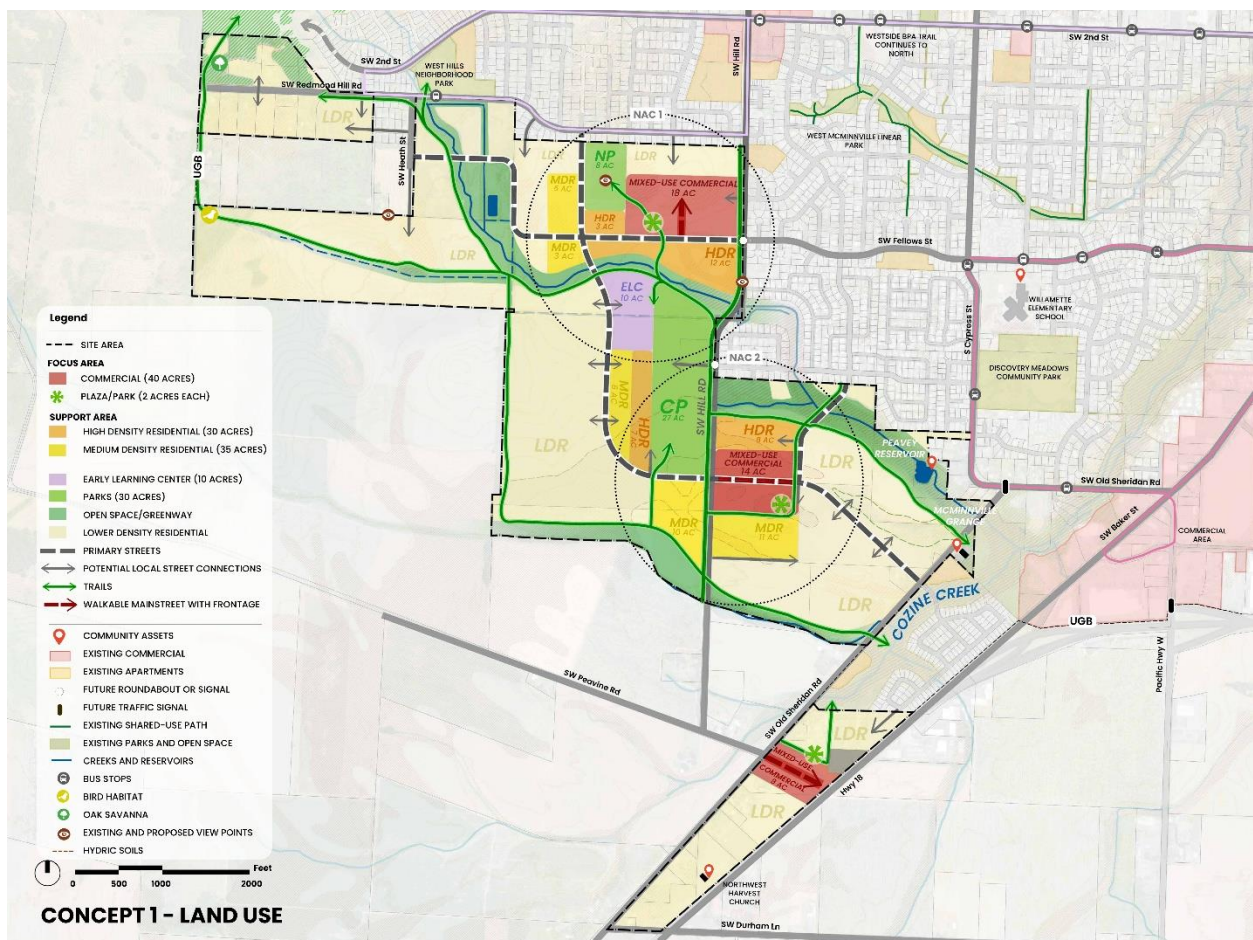
The project team developed three draft land use and circulation concepts to illustrate different ways the Southwest Area could evolve into a complete, connected, and well-served neighborhood. Each concept is grounded in the City’s adopted planning framework, shaped by community and stakeholder input, and informed by existing site conditions and market feasibility. Rather than variations of a single idea, the three concepts intentionally test different organizing structures, each one highlighting unique strengths and trade-offs related to parks and greenways, Neighborhood Activity Center (NAC) locations, housing distribution, and multimodal connectivity.

While all three concepts meet the core objectives of creating walkable, mixed-use neighborhoods with access to open space, they differ in how they prioritize natural features, commercial visibility, internal circulation, and access to parks. The concepts are not final plans; instead, they represent distinct scenarios that help illustrate the choices available to the community and the policy decisions needed to shape a preferred direction.

The following pages provide an overview of each concept, including land use patterns, parks and open space networks, NAC placement, and community connections. These alternatives serve as the foundation for discussion with the Planning Commission and City Council as the project team works toward refining the concepts and preparing for Community Design Workshop #2.

### Concept 1 (Central Greenway & Hill Road Core)

Concept 1 organizes the Southwest Area Plan around a central community park located along Hill Road, providing the strongest adjacency to higher-density housing, NACs, schools, and greenway connections. This configuration maximizes internal access to key destinations and reinforces a cohesive neighborhood center. Two NACs anchor the land use pattern with a larger node near Hill Road and a smaller supporting node. The greenway system is emphasized as the primary structuring feature, with residential areas fronting parks and natural corridors.



- *Greenway-Oriented Structure*

A continuous greenway spine runs through the heart of the plan area that links the central community park, natural corridors, and neighborhood trails. The greenway runs north–south through the plan area, creating a central recreational and ecological corridor.

- *Neighborhood Activity Centers (NACs)*

Two NACs are located adjacent to Hill Road with one to the north and a secondary NAC near the central community park. Their placement emphasizes internal access, walkability, and strong adjacency to higher-density residential areas along Hill Road.

- *Parks and Open Space*

The community park is centrally located near Hill Road, where it serves the largest concentration of housing and is directly connected to the greenway network. The neighborhood park is located within the northern NAC connected to the greenway spine, improving trail access and reinforcing the park–greenway relationship.

- *Housing Framework*

Higher-density residential areas are concentrated near both NACs and along Hill Road, where they best support commercial viability and transit access. Medium- and lower-density housing transitions outward from this core, creating a compact, highly walkable mixed-use district framed by greenway access.

- *Community Connections*

The greenway spine provides strong north–south and east–west trail connections, linking neighborhoods to Hill Road, schools, and adjacent parks. A mix of street-level connections and shared-use paths creates a highly walkable internal network.

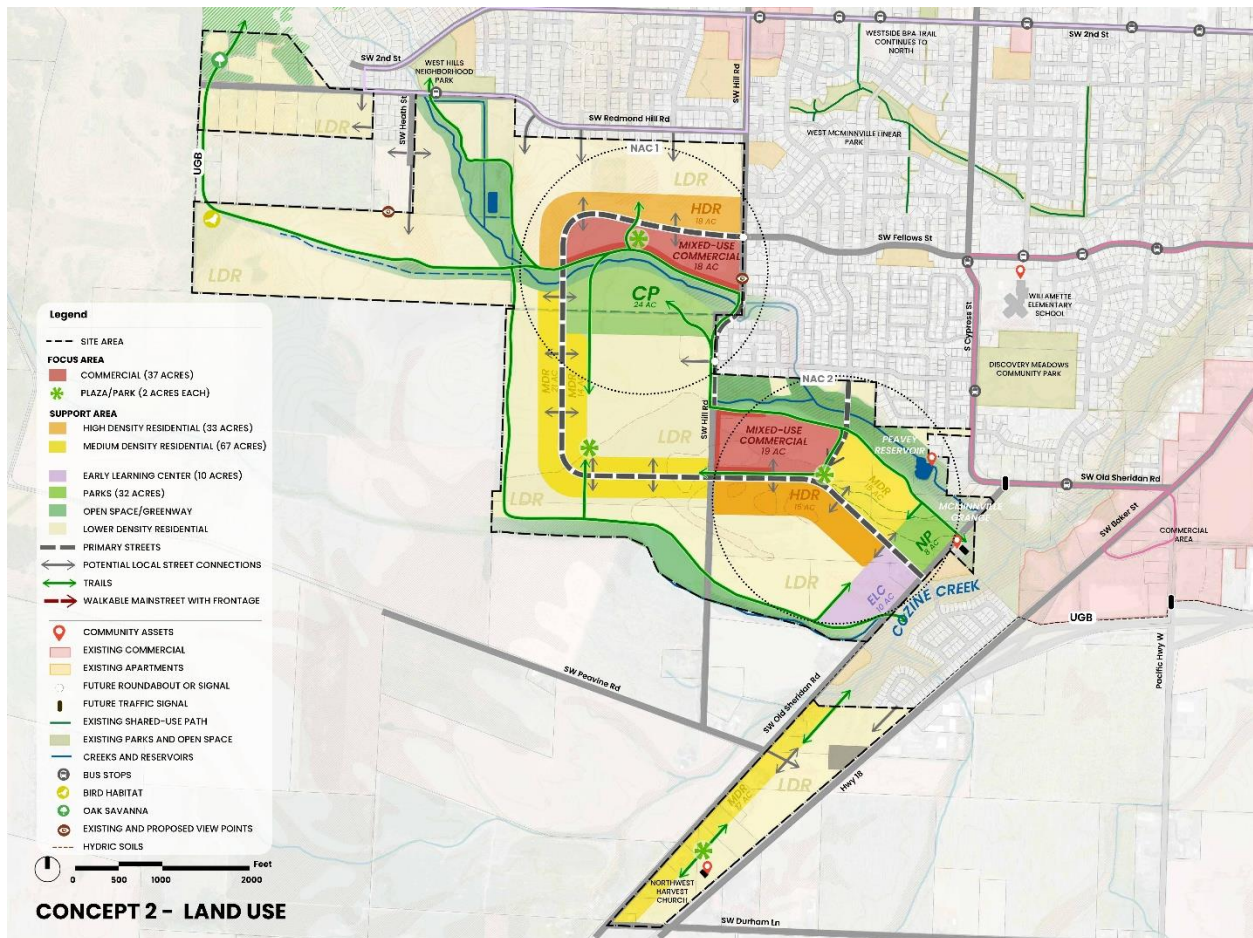
- *Concept Intent and Trade-Offs*

Concept 1 tests a greenway-oriented community structure, prioritizing internal access, recreation, and a distinct neighborhood identity centered on open space. This provides strong pedestrian connectivity and open-space adjacency and places both NACs along Hill Road, trading some corridor visibility for stronger walkability and cohesion.

### ***Concept 2 (Loop Framework with Balanced NACs)***

Concept 2 places two NACs of roughly equal size along Hill Road and cross-streets, connected by a strong internal loop that organizes residential and mixed-use development. Housing patterns follow a more linear, corridor-based form rather than nodal districts, reflecting a different approach to distributing medium- and higher-density residential. Commercial and residential greenway frontage is more evenly mixed, and the greenway connections emphasize linkages within each NAC rather than between the two centers. This concept provides balanced visibility for neighborhood commercial uses while maintaining access to Cozine Creek and the planned community park.





- Loop-Based Organizing Structure**  
 A prominent loop road frames the central portion of the neighborhood, shaping circulation and organizes residential and mixed-use areas. The greenway provides additional connections and anchors open space within the loop.
- Neighborhood Activity Centers (NACs)**  
 Two NACs of comparable size are positioned along Hill Road and near Cozine Creek. This balanced distribution offers improved corridor visibility for commercial uses and supports two distinct neighborhood destinations.
- Parks and Open Space**  
 A large community park sits within the loop, creating a central recreational anchor. An additional neighborhood park and open spaces are distributed around the loop and along the greenway, offering a sequence of green spaces connected by trails.
- Housing Framework**  
 Higher-density housing (HDR) clusters around the NAC and along the loop corridor, providing a strong residential base to support commercial viability. Medium-density and lower-density housing transition outward from the loop, creating a balanced mix of residential types.

- *Community Connections*

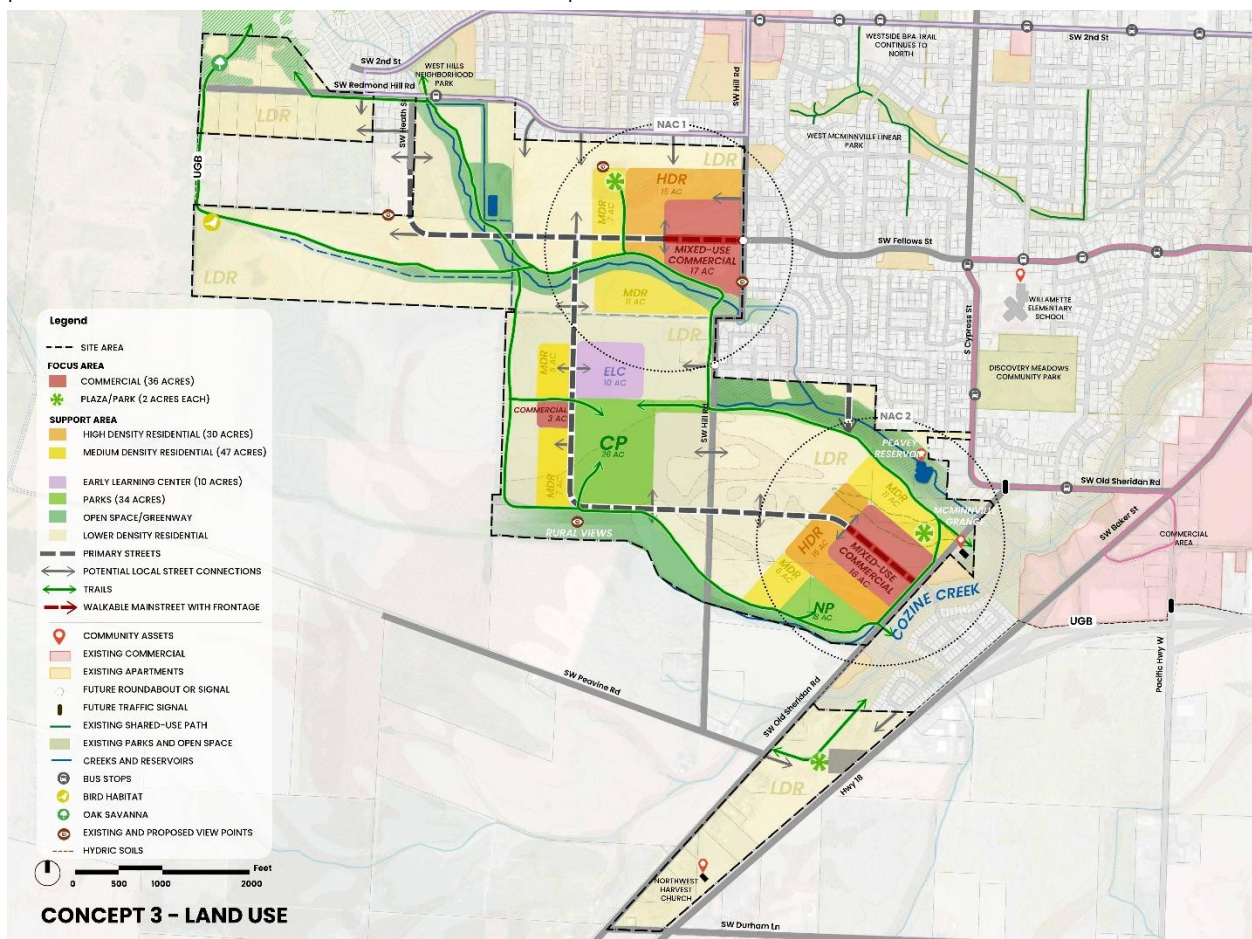
The loop corridor connects to multiple existing and planned streets, while a series of shared-use paths and trails link homes to parks, the NAC, the community park, and the Cozine Creek greenway. Connections to the BPA trail and regional destinations are also strengthened.

- *Concept Intent and Trade-Offs*

Concept 2 tests a corridor-oriented neighborhood design that prioritizes NAC visibility, clear circulation, and a central community park. This approach enhances commercial success and intuitive navigation but results in a greenway that is more circulated compared to Concept 1, with internal access shaped primarily by the loop rather than a continuous greenway spine.

### **Concept 3 (Distributed Centers & Southern Park Orientation)**

Concept 3 establishes the most separated and distinct activity areas, with NACs located at Hill Road and Old Sheridan Road, plus a smaller NC node adjacent to the community park. This configuration creates three dispersed destinations and a broader spread of commercial and higher-density residential opportunities. The community park shifts further south and is directly connected to South Cozine, creating the strongest relationship to the southern natural resource corridor. This results in more distinct activity clusters and a stronger east–west greenway connection, but places the community park furthest from the plan’s central and northern residential areas to provide access to rural views.



- *Distributed Mixed-Use Centers*  
Concept 3 creates the strongest connection to the southern portion of the study area, extending the greenway into the community park and reinforcing an east–west open-space spine. This southern natural interface becomes a defining environmental and recreational asset.
- *Neighborhood Activity Centers (NACs)*  
Two NACs are more widely distributed with one placed at Hill Road, the other at Old Sheridan Road, and a smaller commercial node adjacent to the community park. This creates three distinct neighborhood destinations and spreads services across the plan area.
- *Parks and Open Space*  
The community park is located furthest south to provide direct access to rural views provided within the study area. The neighborhood park is integrated into the larger greenway network, improving trail-based access and supporting overall circulation.
- *Housing Framework*  
Higher-density residential uses are located near both activity centers, creating multiple walkable districts. Medium- and lower-density housing radiate outward, providing a variety of housing choices while maintaining transitions to existing neighborhoods.
- *Community Connections*  
Concept 3 offers multiple multimodal routes, from Hill Road to Cozine Creek and across neighborhood clusters, that reinforce the distributed structure. Trail connections link parks, the NACs, and surrounding areas, supporting walkability and access to regional destinations.
- *Concept Intent and Trade-Offs*  
Concept 3 tests a distributed structure with multiple nodes, responding to community interest in walkable access to multiple destinations and to market insights requesting visibility for commercial areas while supporting internal neighborhood activity. This approach results in a more dispersed pattern of activity compared to Concepts 1 and 2.

## Discussion

At the joint work session, the project team will provide a brief overview of the guiding planning framework before focusing the majority of the meeting on reviewing the three draft land use and circulation concepts. The presentation will highlight how each alternative responds to key community priorities, existing site conditions, and market considerations, and will illustrate the different ways parks, greenways, housing types, and Neighborhood Activity Centers (NACs) could be organized within the Southwest Area.

In advance of the meeting, Planning Commission and City Council members are encouraged to review the concept maps and summaries with the following in mind:

- How each concept arranges NACs, community and neighborhood parks, greenways, and housing types, and how these arrangements differ across the three alternatives.
- How the alternatives support walkability, multimodal access, and connections to surrounding neighborhoods, schools, and regional trails.
- How natural features, including Cozine Creek, the Peavey Reservoir basin, slopes, and tree groves, shape the structure and opportunities within each concept.
- How commercial visibility, residential proximity, and open space connectivity influence NAC viability and neighborhood form.



- Where the concepts fully meet, partially meet, or cannot meet key elements of the guiding framework due to physical site constraints.

During the discussion portion of the work session, we invite the Planning Commission and City Council to consider the following:

- Which elements across the three alternatives best align with the City's goals for complete, connected, and livable neighborhoods.
- Whether there are components from one concept that should be strengthened or combined with others as the project team refines the alternatives for Community Design Workshop #2.
- Whether there are features or ideas missing from the concepts that should be incorporated into the next round of refinements.

Feedback from this discussion will help guide the next phase of concept refinement and inform the materials prepared for the upcoming Community Design Workshop #2.





City of McMinnville  
**FRAMEWORK PLAN AND  
AREA PLANNING**  
Adopted \_\_\_\_\_

# INTRODUCTION:

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***Note: This Framework Plan supersedes the Framework Plan that was adopted as Appendix G of the McMinnville Growth Management and Urbanization Plan in December, 2020 (Ordinance No. 5098) and acknowledged by the state in April, 2021, and subsequently amended by Ordinance No. 5157 on January 25, 2025.***

***The Framework Plan identifies how land that is within the City of McMinnville's Urban Growth Boundary but not within the city limits should be planned to meet the City of McMinnville's land needs as identified in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis.***

The McMinnville Growth Management and Urbanization Plan (MGMUP) includes areas where the UGB will be expanded to accommodate future growth of the City of McMinnville. Over time, all land in the UGB is expected to be developed for urban uses or for amenities like schools, parks, and public facilities that serve urban uses. In order to allow for the transition from rural to urban land uses in a manner that is consistent with the MGMUP, and more specifically, with the City's overall land supply needs as identified in the City of McMinnville's most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis, the City will implement a three-step planning process for those lands that are included in the UGB expansion areas.

This implementation and planning process includes the following steps, listed in the order in which they must be completed:

- Framework Plan
- Area Plan
- Master Plan

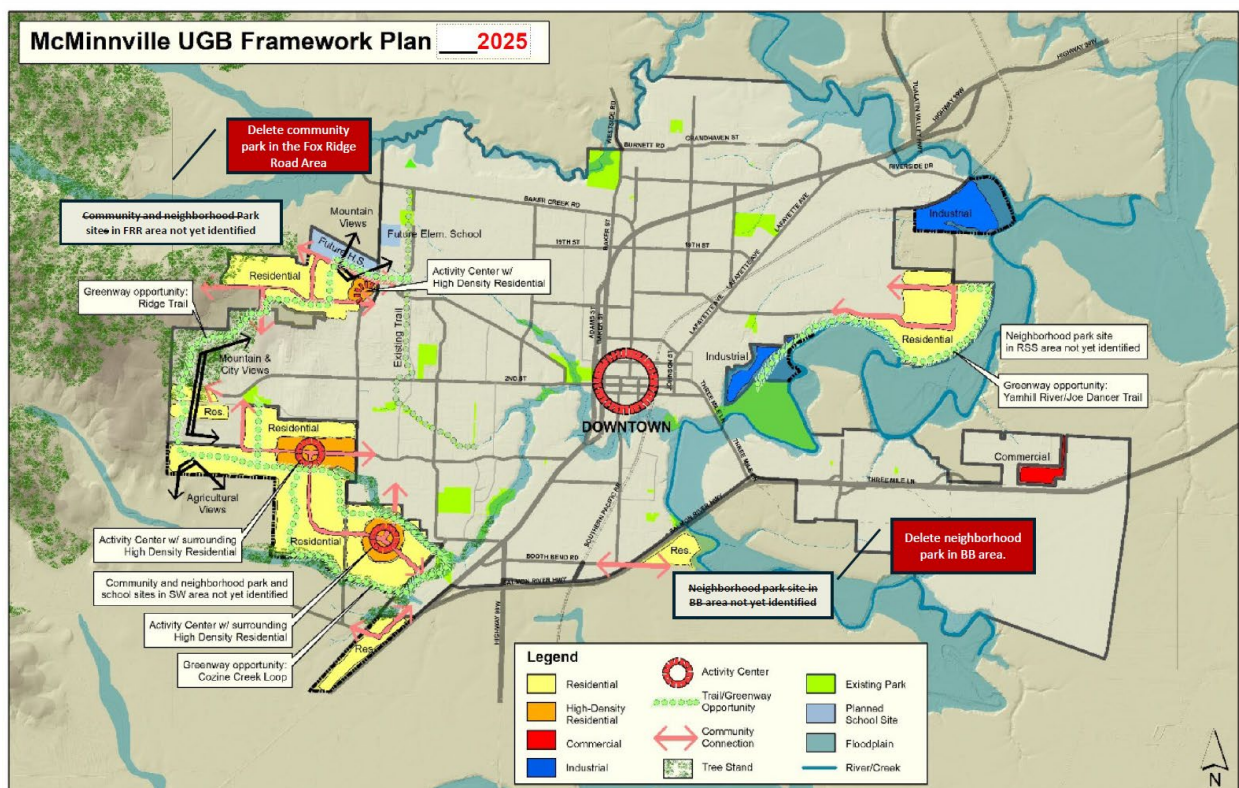
The order in which the planning process occurs is critical, because each step in the process builds upon the previous step and provides guidance for the future step. The ultimate result of the implementation and planning process is the development of the UGB in a manner that is consistent with the MGMUP and consistent with the land development and urban design concepts that the McMinnville community has embraced. The planning process will also provide future opportunities for the City to demonstrate how it will achieve the overall need for the variety of housing types and land uses as described in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis.

The purpose of the Framework Plan is to describe the Area Planning process, and how the Framework Plan will be used to apply the land needs identified in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis to the UGB expansion areas. The Framework Plan includes a description and summary of the Area Planning and Master Planning processes, as well as guidance for the City to consider when initiating and completing Area Plans for the UGB expansion areas. This guidance is based on the most recently adopted needs analysis. The guidance identifies how land needs may be distributed between and within UGB expansion areas and is intended to be conceptual and further refined through the Area and Master Planning process.

# Framework Plan

The McMinnville Framework Plan identifies a general urban land use concept for lands that are included in the UGB expansion areas. The Framework Plan also identifies potential opportunity areas where certain land uses or urban forms may be desirable or feasible based on land characteristics and the existing built environment. Different types of land uses are shown in the Framework Plan in amounts that are roughly proportional to the acreage needed for these uses as identified in the adopted needs analysis. In addition, the Framework Plan identifies potential locations for major street corridors, neighborhood commercial nodes, and other land uses identified as needed in the MGMUP in a way that achieves a well-balanced land use distribution and development pattern. However, the potential locations shown in the Framework Plan are not binding. Further Area Planning and Master Planning will more specifically identify the locations and sizes of particular land needs after further consideration of an area's characteristics and relationship to surrounding urban uses (whether existing or planned in other UGB expansion areas).

Figure 1 – MGMUP Framework Plan (Amended 2025 by Ordinance No. 5157)



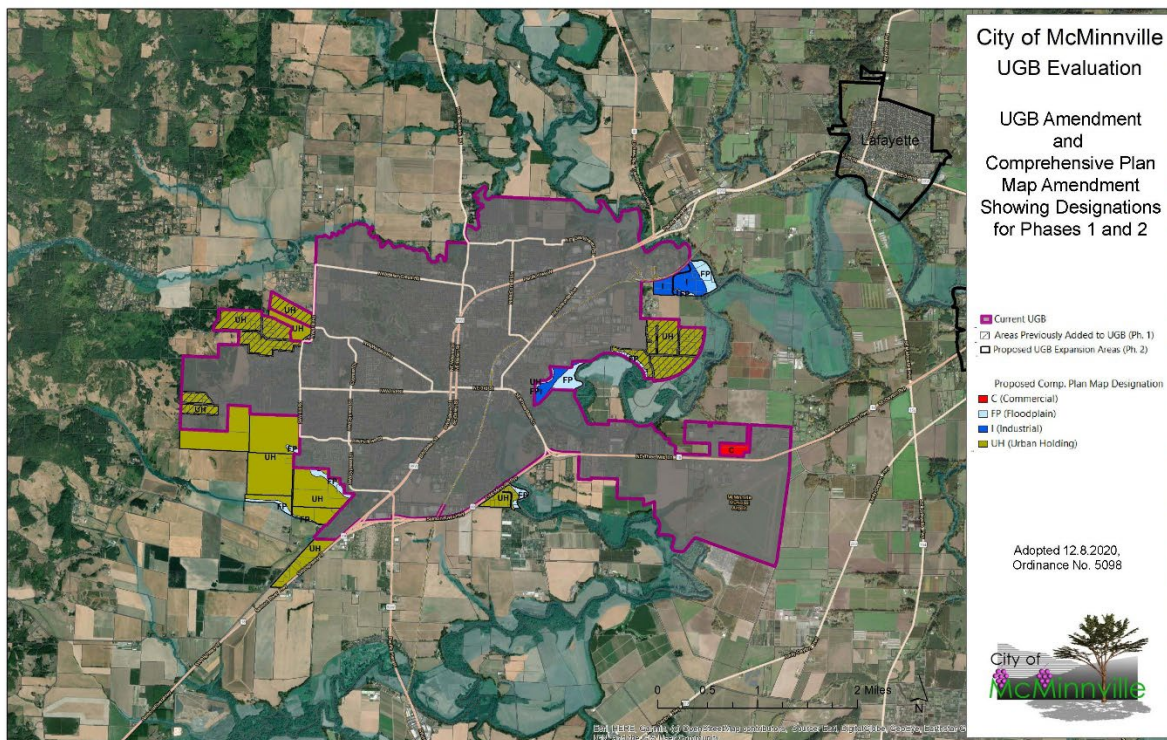


The Framework Plan is intended to be conceptual in nature, and serve as an advisory plan that informs and provides guidance for more detailed Area Planning and Master Planning that will be required for lands that are annexed into the City.

If, at the time of this more detailed Area or Master Planning, there is a desire to modify the development concepts shown in the Framework Plan, an analysis must be completed that demonstrates how the land needs, housing densities, and commercial uses depicted in the Framework Plan for a particular area can be accommodated elsewhere, and still do so in a way that is consistent with the MGMUP and its intended development pattern and principles.

The MGMUP also includes an updated Comprehensive Plan Map for the City of McMinnville, which provides comprehensive plan designations for all lands included in UGB expansion areas. Land brought into the UGB is initially assigned an Urban Holding (UH) Comprehensive Plan designation, unless it is specifically identified for only Industrial or Commercial land uses (this applies only in specific areas that were included in the UGB based on their suitability for only industrial or commercial use).

Figure 2 – MGMUP Comprehensive Plan Map





# **Area Planning and Master Planning**

## **Area Planning:**

Following the adoption of the MGMUP, the City will complete Area Plans for lands that are included in the UGB expansion areas. The Area Plans will 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 needed land types identified in the MGMUP.

Area Plans must embody the development principles of the MGMUP and other City land use policies and standards. The MGMUP provides guidance for the planning and development of fully integrated, mixed-use, pedestrian-oriented neighborhoods. Therefore, Area Plans will be developed to be consistent with the guidelines and characteristics of the Traditional Neighborhood model described in Chapter VII of the MGMUP. This will include the potential identification of locations that would be suitable for Neighborhood Activity Centers (NACs) to meet neighborhood commercial land needs as identified in the MGMUP and also support surrounding residential development, as described in Chapter VII of the MGMUP. In addition, Area Plans will be consistent with the City's adopted Great Neighborhood Principles.

As described in Comprehensive Plan Policy 187.10, the Great Neighborhood Principles are intended 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." The Great Neighborhood Principles are provided in Comprehensive Plan Policy 187.50.

## **Area Planning Process:**

An Area Plan must be adopted for any land within the UH comprehensive plan designation prior to annexation, rezoning, or development. Area Planning will be initiated and completed by the City, and adopted by the City Council as a guiding land use document. The adoption of the Area Plan is not a land use decision process, and does not result in any changes to comprehensive plan designations or zoning.

If the City has not yet adopted an Area Plan for lands within UGB expansion areas that are designated as UH lands, property owners may initiate the Area Planning process. The initiation of the Area Planning process will require the submittal of a land use application for the adoption of an Area Plan. The Area Planning process may be initiated by property owners for land areas of 100 acres or more.

## **Master Planning:**

Following the adoption of an Area Plan, individual property owners or developers must complete a Master Planning process to allow for annexation and development to occur in UGB expansion areas. The Master Planning process will require a more detailed analysis of the land in question and the proposed uses to ensure consistency with the planned and desired growth of the city.

The uses included in a Master Plan must be consistent with the land uses identified in the adopted Area Plan that is applicable to the land in question.

**Master Planning Process:**

Prior to the City Council's approval of an annexation agreement to allow land within the UGB to be annexed into the city limits, property owners must complete a Concept Master Plan to identify how the land will be developed in accordance with the Framework Plan and applicable Area Plan.

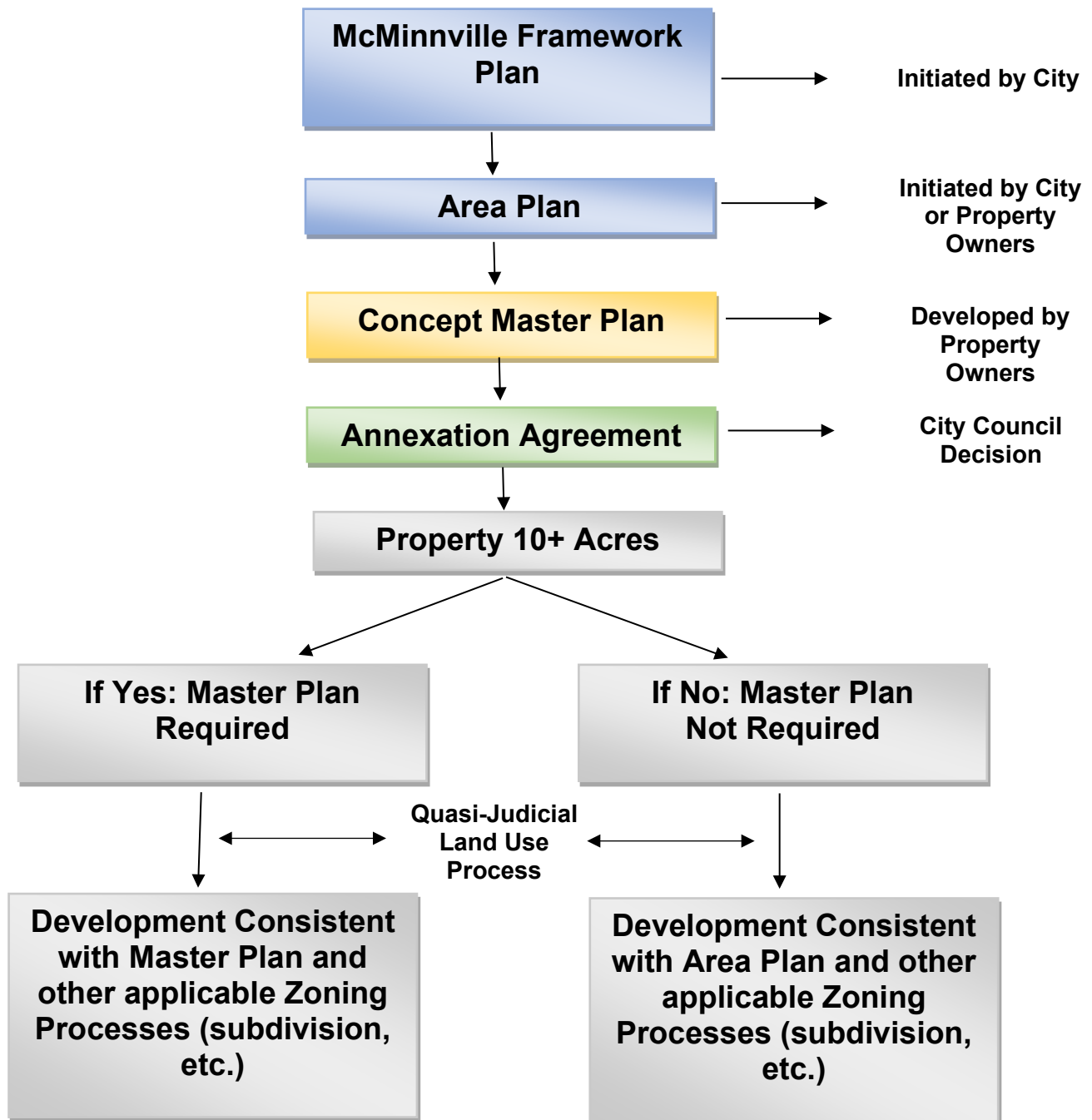
After completion of an annexation agreement, a final Master Plan must be approved prior to the development of any land that is greater than 10 acres in size. Applications for Master Plans require approval by the City Council and required notices to state agencies and affected property owners. This land use review process will provide an opportunity for public involvement and community support for the Master Plan's urban development concepts. The Master Planning process will also result in comprehensive plan and zoning amendments that convert lands from the UH comprehensive plan designation to urban comprehensive plan map designations and urban zoning districts.

A review process for Master Plans is proposed to be included in the McMinnville Zoning Code. The review process further describes Master Plan submittal requirements and review criteria.

Lands less than 10 acres in size may be annexed and developed without the adoption of a Master Plan. This can occur when the lands are designated for residential use in the applicable Area Plan. Urban comprehensive plan map designations and urban zoning districts shall be requested for the lands prior to development, and the designations and zoning districts must be consistent with the land uses identified in the adopted Area Plan that is applicable to the land in question. The development of the land must also:

- Be consistent with the uses identified in the Area Plan applicable to the land in question;
- Meet the City's adopted Great Neighborhood Principles;
- Include a local street plan that complies with the applicable Area Plan, the McMinnville TSP, and other local street spacing and connectivity requirements; and
- Be consistent with all other required policies and standards of the City's land use planning approval processes.

# UGB Expansion Area Planning Process



# **Area Plan Guidance and Considerations**

Area Plans will 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 needed land types identified in the MGMUP. An Area Plan must also incorporate and address the adopted Great Neighborhood Principles. This section will provide conceptual guidance for the City Council to consider during the development of Area Plans for lands identified in the MGMUP as UGB expansion areas.

## **Summary of Needed Land Types to be Accommodated in Area Plans:**

As stated above, the land uses identified in an Area Plan must be consistent with the needed land types identified in the most recent acknowledged Housing Needs Analysis and Economic Opportunity Analysis.

Table 1 below identifies the needed land type in the Urban Holding comprehensive plan map designations for the McMinnville Urban Growth Boundary.

**Table 1: Total additional housing, employment and livability acres needed in the McMinnville Urban Holding comprehensive plan map designated areas.**

<b>Category of Land Need</b>	<b>Needed Gross Buildable Acres (2003 – 2023)</b>	<b>Needed Gross Buildable Acres (2021 – 2041)</b>
<b>New Housing</b>	<b>392.90*</b>	<b>596.90*</b>
<b>Parks</b>	<b>254.00</b>	<b>127.00</b>
<b>Schools</b>	<b>86.00</b>	<b>10.00</b>
<b>Private Schools</b>	<b>1.50</b>	<b>0.00</b>
<b>Religious</b>	<b>47.60</b>	<b>38.40</b>
<b>Government</b>	<b>0.90</b>	<b>15.50</b>
<b>Semi-Public Services</b>	<b>22.50</b>	<b>21.00</b>
<b>Infrastructure</b>	<b>2.60</b>	<b>0.00</b>
<b>Neighborhood Serving Commercial</b>	<b>39.30</b>	<b>39.30</b>
<b>Total</b>	<b>847.30</b>	<b>848.10</b>

\*At least 36.70 gross buildable acres of housing land needs to be allocated to R5 zoning.



## **SUMMARY OF LAND NEEDS:**

In summary, the land needs that need to be accommodated through the Area Planning process are as follows:

- Residential Land: 596.90 acres
  - 36.7 acres for R-5 High Density zoning
  - Remaining housing lands to remain in residential classifications that result in the target density of 5.7 dwelling units per acre.
- Park Land: 127 acres
  - 18.70 acres for Neighborhood Parks
  - 20.00 acres for Community Parks
  - 87.90 acres for Greenways/Greenspaces/Natural Areas
    - /Natural Areas
- Neighborhood Serving Commercial Land: 39.3 acres
- Institutional: 124.20 acres

## **Area Plan Prioritization:**

The Area Planning process will be more critical in certain UGB expansion areas. Therefore, the City will prioritize the completion of Area Plans in expansion areas that are larger, require more coordinated development of public infrastructure and services, and are more likely to develop or redevelop in the near term. The potential prioritization of the completion of Area Plans may be as follows:

- 1) Fox Ridge Road
- 2) Southwest Area
  - a. West Hills South, Southwest 2, and West of Old Sheridan Road (potentially also include Redmond Hill Road)
  - b. Southwest 06 and Old Sheridan Road
- 3) Redmond Hill Road (potentially include with the Southwest Area Plan)
- 4) Riverside South
- 5) Booth Bend Road
- 6) Riverside North

**Potential Assignment of Land Need:**

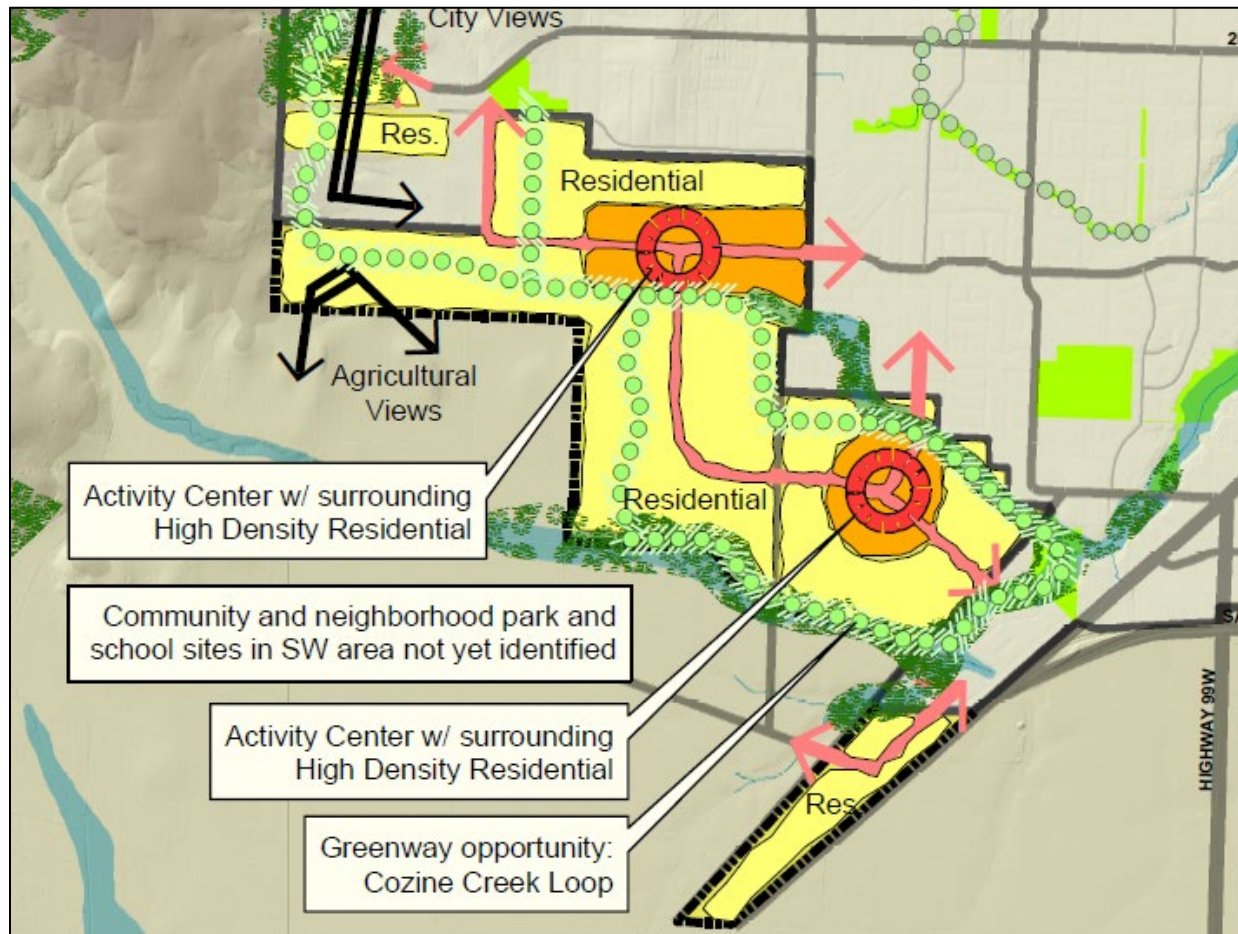
Land Need		Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road
Residential						
R-5	36 acres					
Parks						
Neighborhood Park	18.70 acres					
Community Park	20.00 acres					
Greenways/Natural Areas	87.90 acres					
Schools	10 acres					
Commercial	39.3 acres					

Specific land needs and opportunities to consider in the development of each of these Area Plans are provided below.

**Southwest Area Plan:**

The Southwest area includes some of the larger and more contiguous areas of vacant land to be included in the McMinnville UGB. The area requires coordinated planning of infrastructure to ensure provision of services to areas in the western portion of the UGB expansion area. This area is also adjacent to existing built-out areas of the existing UGB, so coordination of street networks and neighborhood continuity will be important to consider in the development of an Area Plan. For these reasons, it is suggested that one Area Plan be completed for all of the UGB expansion areas in the Southwest area. There could be a potential to complete smaller Area Plans, potentially using Hill Road as the separation point with the areas west of Hill Road included in one Area Plan (West Hills South, Southwest 2, and West of Old Sheridan Road) and the areas east of Hill Road (Southwest 06 and Old Sheridan Road) included in another Area Plan.

### Southwest Area as shown in MGMUP Framework Plan:



The overall Southwest Area will primarily provide land for housing. However, to incorporate elements of the Traditional Neighborhood and to accommodate commercial land need identified in the MGMUP, the southwest area should include two (2) Neighborhood Activity Centers (NACs), one in the northwest portion along a westerly extension of Fellows Street and one in the southeastern portion along a new major street that could provide a connection between Hill Road and Old Sheridan Road. Each NAC may be approximately 40 to 80 acres in size with approximately 5-10 acres of neighborhood serving commercial and approximately 5 to 10 acres of office space. Each NAC should also include approximately 15 acres of high density residential development (R-5 zone). There should be about 2.0 acres of public plazas/parks in each NAC and the remaining land in the NAC should be medium and lower density housing as appropriate to achieve the overall targeted density of 5.7 dwelling units per acre. Additional areas may be suitable for high density residential development (R-5 zone) where potentially adjacent to future identified park locations, or along appropriate street corridors that may support future transit service.

To further provide services to support this residential area and to accommodate the park land need identified in the June 2024 PROS Plan, the Southwest Area should incorporate one - two neighborhood parks of a minimum of 5 acres in size. The neighborhood parks should be placed to ensure that future residents have access to a park within a 10-minute (or ½ mile) walk of their home, as described in the City of McMinnville June 2024 Parks, Recreation, and Open Space Master Plan. The Southwest Area should also incorporate one community park to accommodate

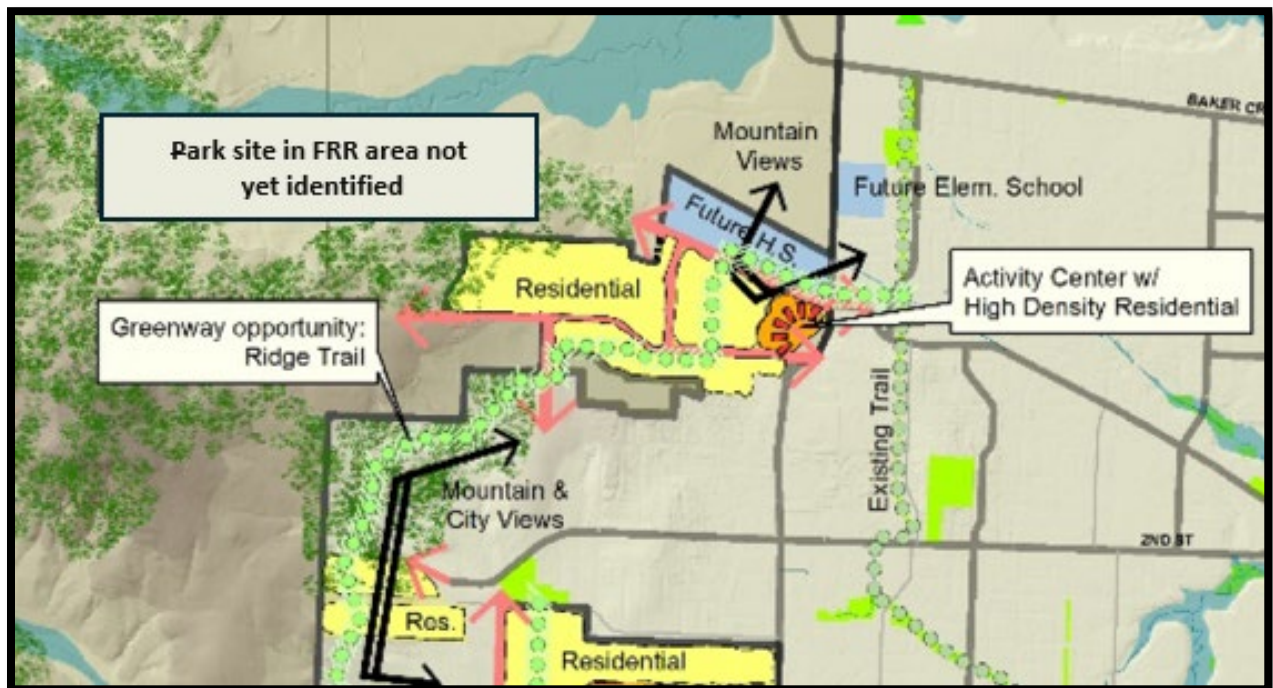
the community park land need identified in the June 2024 Parks, Recreation and Open Space Plan. The Southwest Area also has the opportunity for the development of greenway linear parks along the Cozine Creek per the greenway land need identified in the June 2024 Parks, Recreation and Open Space Plan. A bike and pedestrian trail system could also be considered that connects the NACs and other major amenities (parks, schools, etc.) whose exact locations are yet to be determined. There may also be an opportunity for greenway or trail connectivity to the north through the Redmond Hill Road and West Hills areas, potentially in the form of a ridgeline greenway/greenspace at higher elevations that could also preserve existing tree stands that currently provide wildlife habitat.

A future school site should also be identified within the Southwest Area Plan. As an area that will accommodate a significant amount of the planned residential growth in the expanded UGB, one additional school site may be necessary in this area. Further coordination should occur with the McMinnville School District on the identification of future school sites, but the Southwest area could accommodate the approximately 10 acres of additional school land need identified in the MGMUP.

#### **Fox Ridge Road Area Plan:**

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).

#### **Fox Ridge Road Area as shown in MGMUP Framework Plan (Amended 2025):**





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.

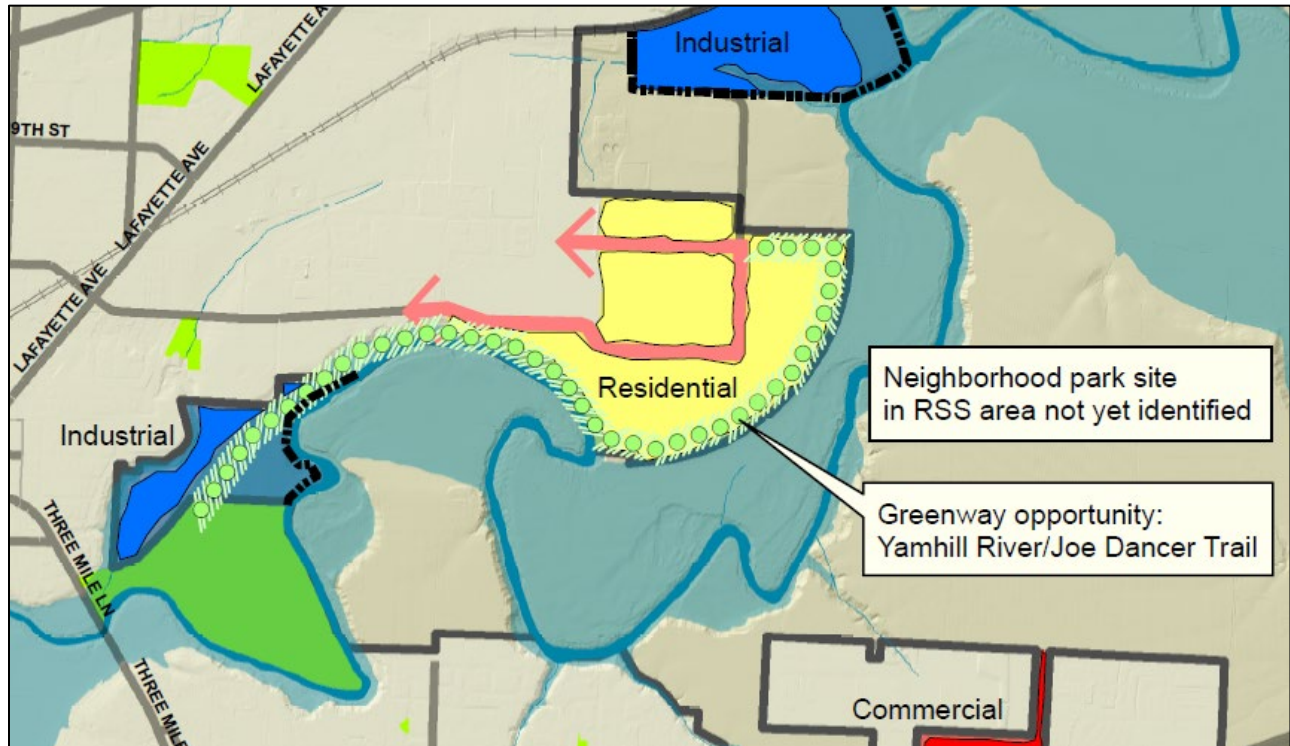
To further provide services to support this residential area and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, the Fox Ridge Road Area Plan should incorporate one neighborhood park of a 5-acre minimum size to serve existing park service gaps as well as future development in this growth area along Fox Ridge Road in western McMinnville. This park should be co-located on or near the future high school site. It should include opportunities for passive and active recreation that is accessible to all residents with a 10-minute (or ½ mile) walk of their home. The Fox Ridge Road Area also includes several natural and geographic features that provide an excellent opportunity for a natural resource 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.

### Riverside South Area Plan:

The Riverside South Area Plan should include the entire area east of the existing UGB.

### Riverside South as shown in MGMUP Framework Plan:



The Riverside South area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Riverside South area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, a neighborhood park of a minimum of 5 acres should be included in the Riverside South Area Plan. This neighborhood park should serve future residents in the area that are otherwise separated from other residential areas and recreation opportunities.

There may also be an opportunity for a greenway/greenspace trail along the southern and eastern boundaries of the Riverside South Area, along the Yamhill River floodplain. Connectivity will be important for the Riverside South Area due to its current isolation. New street networks should be established, building off of the main existing street in Riverside Drive, to provide a neighborhood grid street pattern and enhance connectivity within the area. Bike and pedestrian connectivity should also be considered to provide opportunities for connections to the existing UGB, potentially through a trail corridor that connects the Riverside South area to Joe Dancer Park.

The Redmond Hill Road Area Plan should include the entire Redmond Hill Road area west of, and surrounded by, the existing UGB. This area could be considered and included in the Southwest Area Plan, if determined to be timely and appropriate through more detailed Area Planning processes.

This map illustrates a proposed greenway route, the Ridge Trail, through a landscape. The trail is shown as a black line with green circles representing trees or vegetation. Key features include:
 

- Residential Areas:** Yellow-shaded regions labeled 'Residential' and 'Res.'.
- Agricultural Views:** A black arrow points to a grey-shaded area labeled 'Agricultural Views'.
- Mountain & City Views:** A black arrow points to a grey-shaded area labeled 'Mountain & City Views'.
- Existing Trail:** A vertical trail on the right side, marked with green circles and labeled 'Existing Trail'.
- Highway:** A road at the top right is labeled 'H.S.' (Highway).
- Greenway Opportunity:** A callout box points to the proposed trail route with the text 'Greenway opportunity: Ridge Trail'.

## Framework Plan and Area Planning

### Booth Bend Road Area Plan:

The Booth Bend Road Area Plan should include the entire area east of, and across, Highway 18 from the existing UGB.

### Booth Bend Road as shown in MGMUP Framework Plan (Amended 2025):



The Booth Bend Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Booth Bend Road Area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. Connectivity to other areas of the existing UGB will be important in the Booth Bend Road Area Plan, with all connectivity being provided currently by the Booth Bend Road bridge that crosses Highway 18. Bike and pedestrian connectivity should be considered to provide safer connectivity from the Booth Bend Road Area to the existing UGB and amenities in close proximity to the area.





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## McMinnville's Great Neighborhood Principles

1. **Natural Feature Preservation.** Great Neighborhoods are sensitive to the natural conditions and features of the land.
  - a. Neighborhoods shall be designed to preserve significant natural features including, but not limited to, watercourses, sensitive lands, steep slopes, wetlands, wooded areas, and landmark trees.
2. **Scenic Views.** Great Neighborhoods preserve scenic views in areas that everyone can access.
  - a. Public and private open spaces and streets shall be located and oriented to capture and preserve scenic views, including, but not limited to, views of significant natural features, landscapes, vistas, skylines, and other important features.
3. **Parks and Open Spaces.** Great Neighborhoods have open and recreational spaces to walk, play, gather, and commune as a neighborhood.
  - a. Parks, trails, and open spaces shall be provided at a size and scale that is variable based on the size of the proposed development and the number of dwelling units.
  - b. Central parks and plazas shall be used to create public gathering spaces where appropriate.
  - c. Neighborhood and community parks shall be developed in appropriate locations consistent with the policies in the Parks Master Plan.
4. **Pedestrian Friendly.** Great Neighborhoods are pedestrian friendly for people of all ages and abilities.
  - a. Neighborhoods shall include a pedestrian network that provides for a safe and enjoyable pedestrian experience, and that encourages walking for a variety of reasons including, but not limited to, health, transportation, recreation, and social interaction.
  - b. Pedestrian connections shall be provided to commercial areas, schools, community facilities, parks, trails, and open spaces, and shall also be provided between streets that are disconnected (such as cul-de-sacs or blocks with lengths greater than 400 feet).

5. **Bike Friendly.** Great Neighborhoods are bike friendly for people of all ages and abilities.
  - a. Neighborhoods shall include a bike network that provides for a safe and enjoyable biking experience, and that encourages an increased use of bikes by people of all abilities for a variety of reasons, including, but not limited to, health, transportation, and recreation.
  - b. Bike connections shall be provided to commercial areas, schools, community facilities, parks, trails, and open spaces.
6. **Connected Streets.** Great Neighborhoods have interconnected streets that provide safe travel route options, increased connectivity between places and destinations, and easy pedestrian and bike use.
  - a. Streets shall be designed to function and connect with the surrounding built environment and the existing and future street network, and shall incorporate human scale elements including, but not limited to, Complete Streets features as defined in the Comprehensive Plan, grid street networks, neighborhood traffic management techniques, traffic calming, and safety enhancements.
  - b. Streets shall be designed to encourage more bicycle, pedestrian and transit mobility with a goal of less reliance on vehicular mobility.
7. **Accessibility.** Great Neighborhoods are designed to be accessible and allow for ease of use for people of all ages and abilities.
  - a. To the best extent possible all features within a neighborhood shall be designed to be accessible and feature elements and principles of Universal Design.
  - b. Design practices should strive for best practices and not minimum practices.
8. **Human Scale Design.** Great Neighborhoods have buildings and spaces that are designed to be comfortable at a human scale and that foster human interaction within the built environment.
  - a. The size, form, and proportionality of development is designed to function and be balanced with the existing built environment.
  - b. Buildings include design elements that promote inclusion and interaction with the right-of-way and public spaces, including, but not limited to, building orientation towards the street or a public space and placement of vehicle-oriented uses in less prominent locations.
  - c. Public spaces include design elements that promote comfortability and ease of use at a human scale, including, but not limited to, street trees, landscaping, lighted public areas, and principles of Crime Prevention through Environmental Design (CPTED).

9. **Mix of Activities.** Great Neighborhoods provide easy and convenient access to many of the destinations, activities, and local services that residents use on a daily basis.
  - a. Neighborhood destinations including, but not limited to, neighborhood-serving commercial uses, schools, parks, and other community services, shall be provided in locations that are easily accessible to surrounding residential uses.
  - b. Neighborhood-serving commercial uses are integrated into the built environment at a scale that is appropriate with the surrounding area.
  - c. Neighborhoods are designed such that owning a vehicle can be optional.
10. **Urban-Rural Interface.** Great Neighborhoods complement adjacent rural areas and transition between urban and rural uses.
  - a. Buffers or transitions in the scale of uses, buildings, or lots shall be provided on urban lands adjacent to rural lands to ensure compatibility.
11. **Housing for Diverse Incomes and Generations.** Great Neighborhoods provide housing opportunities for people and families with a wide range of incomes, and for people and families in all stages of life.
  - a. A range of housing forms and types shall be provided and integrated into neighborhoods to provide for housing choice at different income levels and for different generations.
12. **Housing Variety.** Great Neighborhoods have a variety of building forms and architectural variety to avoid monoculture design.
  - a. Neighborhoods shall have several different housing types.
  - b. Similar housing types, when immediately adjacent to one another, shall provide variety in building form and design.
13. **Unique and Integrated Design Elements.** Great Neighborhoods have unique features, designs, and focal points to create neighborhood character and identity. Neighborhoods shall be encouraged to have:
  - a. Environmentally friendly construction techniques, green infrastructure systems, and energy efficiency incorporated into the built environment.
  - b. Opportunities for public art provided in private and public spaces.
  - c. Neighborhood elements and features including, but not limited to, signs, benches, park shelters, street lights, bike racks, banners, landscaping, paved surfaces, and fences, with a consistent and integrated design that are unique to and define the neighborhood.

# McMinnville's Great Neighborhood Principles

**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  
and  
12. Housing Variety**



**13. Unique and Integrated  
Design Elements**

