



**City Council Meeting Agenda**  
**Tuesday, February 10, 2026**  
**6:00 p.m. – Work Session Meeting**  
**7:00 p.m. – City Council Regular Meeting**

Welcome! This meeting will be a hybrid (in-person & Zoom) Meeting. 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 five ways:

- **Pre-register** using the online form here:

<https://www.mcminnvilleoregon.gov/citycouncil/webform/public-comment-card> (Registration **OPENS** at 5:00 p.m. on the day the agenda is posted, one week before the meeting and **CLOSES** at 12:00 p.m. the day **BEFORE** the meeting // (Any form submitted outside this window will not be addressed);

- **Written comments** may be submitted to the City Recorder Team any time up to **12:00 p.m. the day BEFORE** the meeting and mailed to (McMinnville City Hall, c/o City Recorder Team, 230 NE Second Street, McMinnville, OR, 97128);
- **Digital comments (email)** may be submitted to the City Recorder Team any time up to **12:00 p.m. the day BEFORE** the meeting to [CityRecorderTeam@mcminnvilleoregon.gov](mailto:CityRecorderTeam@mcminnvilleoregon.gov);
- Fill out a **physical public comment card** found at McMinnville City Hall; any time up to **12:00 p.m. the day BEFORE** the meeting, but **not before 5:00 p.m.** on the day the agenda is posted for the following week;
- Attend **in person** and fill out a public comment card.

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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)

**CITY COUNCIL WORK SESSION & CITY COUNCIL REGULAR MEETING:**

You may join online via Zoom Webinar Meeting:

<https://mcminnvilleoregon.zoom.us/j/86484998065?pwd=1exFJxN2LnsKGfR7kMiSIB5jH8zib2.1>

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

Webinar ID: 864 8499 8065

**6:00 PM – WORK SESSION MEETING – VIA ZOOM AND SEATING AT CIVIC HALL**

1. CALL TO ORDER
2. PARKS AND RECREATION SYSTEM DEVELOPMENT CHARGE (SDC) METHODOLOGY
3. ADJOURNMENT OF WORK SESSION

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

1. CALL TO ORDER & ROLL CALL
2. PLEDGE OF ALLEGIANCE

3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT –

*The Mayor will announce that any 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 4 minutes per person for a total of 32 minutes. The Mayor will read the names of comments emailed to City Recorder and then call on anyone who has signed up to provide public comment.*

4. PRESENTATION

- a. FISCAL YEAR 2024-25 ANNUAL COMPREHENSIVE FINANCIAL REPORT

5. ADVICE/ INFORMATION ITEMS

- a. Reports from Councilors on Committee & Board Assignments
- b. Department Head Reports
- c. DEI Advisory Committee Discussion

6. CONSENT AGENDA

- a. Consider the Draft Minutes of the November 12, 2025 Special Called City Council Work Session and Special Called City Council Meeting
- b. Consider the Draft Minutes of the November 19, 2025 Regular City Council Work Session Meeting.

7. RESOLUTIONS

- a. Consider **Resolution No. 2026-06**: A Resolution adopting a policy for media attendance at executive sessions.
- b. Consider **Resolution No. 2026-07**: A Resolution Authorizing the Human Resources Director and City Attorney to Enter into Contract Negotiations with Interim City Manager, Adam Garvin.
- c. Consider **Resolution No. 2026-09**: A Resolution authorizing the City of McMinnville to participate as a co-sponsor in a county-wide business survey.

8. ORDINANCES

- a. Consider the second reading of **Ordinance No. 5170**: An Ordinance adopting amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan and declaring an emergency.

9. ADJOURNMENT OF REGULAR MEETING

**From:** [Mike Colvin](#)  
**To:** [Claudia Cisneros](#)  
**Subject:** Letter to Mayor, council & Adam Garvin  
**Date:** Tuesday, January 27, 2026 9:42:14 AM  
**Attachments:** [We sent you safe versions of your files.msg](#)  
[City Council and Mayor.docx](#)

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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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Good morning Claudia,

Would you please make sure each council member, Mayor Morris and Adam Garvin get a copy of this letter regarding Alpine for their consideration?

Thank you,

Mike Colvin  
McMinnville, OR

City Council and Mayor  
230 NE 2<sup>nd</sup> Street  
McMinnville, Or. 97128

Mayor Morris and Council,

First off, I want to thank city councilors for ending negotiations with Palindrome. It looks like the Guardian plan you are considering now fits the city's goals much better. Guardian owns/operates an apartment complex in town where a friend lives. They do a great job managing and maintaining that property. So, good luck with Guardian. I hope that proposal works out. Since our previous mayor's administration put the city - and its taxpayers- in the position of being property developers, I want to add my opinion on one simple step the city administration should go back to using in future development applications. I realize that Guardian plan is too far along for you to accept testimony (or suggestions).

My recommendation is that Mac's city administration (city manager, mayor, and council) should go back to having at least one member (not planning staff) responsible for overseeing and verifying the "real world" accuracy of the engineering studies – that developers use to build their entire application around. For example, traffic volume studies that include peak traffic days and times. And "access" studies that include access in neighboring developments as well as the one being proposed, etc. I am sure that the Gormley/Taylor administration did verify the accuracy of those engineering studies. The results of the Hill and Drabkin planning hearings show they probably passed those responsibilities on to their planning staff.

I will use a traffic volume study that Stafford Development included in their two Baker Creek hearings to clarify why I am recommending this simple, administrative change. Stafford Construction contracted with a third-party engineering company to do the study. I am not questioning the accuracy of the study. I'm sure the traffic volume numbers were accurate "at the time of year and location" Stafford had the study done. BUT, since Stafford's experienced staff was allowed to have the test done in July (a non-school month), and in the section of Baker Creek Road closest to the Hill Road intersection in a month the Hill Road project was still being worked on. AND, TRAFFIC WAS BEING DIVERTED OFF THE WESTERN SECTION OF BAKER CREEK ROAD SEVERAL TIMES PER DAY, that study concluded that the traffic volume on the section of Baker Creek Road was something like 2,500 vehicle trips per day. Our neighborhood group knew that actual traffic was probably twice that. So, we paid a licensed traffic company to do a cheap/simple two-day study (two lines across the road). It was done MID-WEEK DURING THE SCHOOL YEAR. That company presented us with a surprisingly detailed report (peak traffic hours, with date/time each vehicle went over those lines, etc.). That study clearly showed that almost 9,000 vehicles per day were travelling up/down Baker Creek Road DURING THE SCHOOL YEAR – WHEN TRAFFIC AT THE WESTERN END OF BAKER CREEK ROAD WASN'T BEING DIVERTED TO OTHER ROADS! We knew that our report was one step



and \$1500 short of being legally official but were hoping it would be enough to get our elected city councilors to request a third independent traffic study done. That was a false hope. It is my belief that an accurate, independent traffic study would have concluded that when completed, those two Baker Creek developments would generate enough traffic to put Baker Creek Road over the 10,000 vehicles per day limit that road was rated to handle the year Mac's city council was ruling on Stafford's application. So, "if" city administrators had made Stafford build their application around a "real world" accurate traffic study, wouldn't city ordinances have forced Stafford to help build and pay for the road and access improvements necessary to meet the "safe/easy access" requirements in Mac's city ordinances - for the 2,000 or so residents living in the Oakridge, Compton Crest, Crestbrook, 4<sup>th</sup> addition and Mahon Court developments – WHERE BAKER CREEK ROAD OFFERS THE "ONLY" ACCESS FOR THOSE RESIDENTS? It doesn't look like the last stage of those Baker Creek developments (the 250+ apartments will be completed until 2027 now. But I invite you to ask any resident of those five developments if they currently have safe/easy access to their developments (like city ordinances intend). I see that Mac's planning staff has "updated" the daily traffic limit on Baker Creek Road to 20,000 vehicle trips per day now. But, that isn't making entering/exiting that road during daily rush hours any easier – like city ordinances intend.

I read in last week's NR that the city is applying for grants to help defray the cost of improvements on three projects the city council is currently working on: 3<sup>rd</sup> Street improvements, the Three Mile Lane commercial developments, and the rest of Alpine. That is great because "if" Mac's city administration receive accurate engineering studies on the costs to fully develop those three separate projects – I'm guessing that a separate "city paid economics and voter risk/reward study" will conclude that the other two projects will service a lot more people at a much lower cost "per customer/per resident served" than a maximum density Alpine development (if traffic and access issues on Lafayette Avenue, 8<sup>th</sup>, and 14<sup>th</sup> are included). Maybe accepting a lower density Alpine development – at much lower infrastructure and traffic access costs will pencil out better.

In conclusion, it seems that Mac's city planning ordinances can still be effective at limiting "over ordinance intent" damage in the neighborhoods and roads that surround these new infill type developments. Again, it seems to me that the Taylor/Gormley administrations did a good monitoring those engineering studies – while still encouraging new developments! I am hoping that the Garvin/Morris administration goes back to monitoring the parameters of those engineering studies.

Sincerely,

Mike Colvin

[REDACTED]

McMinnville, Oregon

**From:** [Patty Herzog](#)  
**To:** [Mayor Kim Morris](#); [Sal Peralta](#); [Zack Geary](#); [Scott Cunningham](#); [Daniel Tucholsky](#)  
**Cc:** [Chris Chenoweth](#); [lorir@cutting-edge-metals.com](#); [Adam D. Garvin](#); [Claudia Cisneros](#); [president@mcminnville.org](#); [Meg Ordaz](#); [dan@visitmcminnville.com](#); [Heather Richards](#); [Jody Christensen](#); [Heather Hadley Blank](#); [Rhonda Pope](#)  
**Subject:** Invitation: McMinnville Quarterly Business Leader Forum – Q1 2026  
**Date:** Tuesday, January 27, 2026 9:57:22 PM  
**Attachments:** [Outlook-Text\\_\\_Desc](#)

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Hello Mayor Morris and City Councilors,

On behalf of the **McMinnville Economic Vitality Leadership Council (EVLC)**, we invite you to join us for the **McMinnville Quarterly Business Leader Forum – Q1 2026**, an EVLC-supported action focused on strengthening dialogue between the City and the local business community.

This forum advances the MAC-Town 2032 Economic Development Strategic Plan goal of improving communication between civic leadership and local businesses. It is designed as a constructive, solution-oriented conversation that brings elected officials, business leaders, and community partners together to share perspectives and identify opportunities to strengthen McMinnville's business climate.

**McMinnville Quarterly Business Leader Forum – Q1 2026**

**Wednesday, February 12, 2026**

**🕒 12:00 – 1:30 pm**

**Evergreen Reception and Events Hall**

**Topic:** *Strengthening Communication: The City & Local Business*

Lunch provided

This midday, interactive session will feature facilitated discussion with business leaders and elected officials, offering space for meaningful dialogue and connection.

The EVLC—**chaired by Councilor Chris Chenoweth, with Lisa Robertson serving as Co-Chair**—looks forward to your participation and perspective.

Please [RSVP here](#)

Thank you for your continued leadership and partnership.

Warm regards,

Patty Herzog

McMinnville Economic Development Partnership

John Olson

McMinnville Area Chamber of Commerce

Meg Ordaz

McMinnville Downtown Association

Dan Gibson

Visit McMinnville

Heather Richards  
City of McMinnville



**Patty Herzog | Executive Director**

McMinnville Economic Development Partnership  
503-550-8504 | [patty@mcminnvillebusiness.com](mailto:patty@mcminnvillebusiness.com)

**231 NE 5th St | McMinnville, OR 97128**

[www.McMinnvilleBusiness.com](http://www.McMinnvilleBusiness.com)



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Find our McMinnville WORKS program on [Facebook](#).

*MEDP was created in 2006 by McMinnville Industrial Promotions, McMinnville Water & Light, the City of McMinnville, and the McMinnville Chamber of Commerce. We are a public/private entity supported by our [Investor Circle](#).*

**From:** [Zack Geary](#)  
**To:** [Claudia Cisneros](#)  
**Subject:** Fw: Meeting on January 27th 2026  
**Date:** Wednesday, January 28, 2026 1:39:53 PM

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**From:** MARTHA SANTOYO [REDACTED]  
**Sent:** Wednesday, January 28, 2026 12:59 PM  
**To:** Mayor Kim Morris <kim.morris@mcminnvilleoregon.gov>; Chris Chenoweth <chris.chenoweth@mcminnvilleoregon.gov>; Sal Peralta <Sal.Peralta@mcminnvilleoregon.gov>; Daniel Tucholsky <daniel.tucholsky@mcminnvilleoregon.gov>; Zack Geary <zack.geary@mcminnvilleoregon.gov>; essica.Payne@mcminnvilleoregon.gov <essica.Payne@mcminnvilleoregon.gov>; Scott Cunningham <scott.cunningham@mcminnvilleoregon.gov>  
**Subject:** Meeting on January 27th 2026

**This message originated outside of the City of McMinnville.**

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Good afternoon, council members and mayor,

I hope you're all doing well. It was great to attend yesterday's meeting, and I really appreciate you taking the time to consider our concerns. As I mentioned to Councilor Chenoweth, I understand the challenges you face. Recently, I found out that the city of Beaverton is working on passing the Oregon Sanctuary Promise Act. This involves training the police to report on immigration activities. However, some city councilors feel this isn't enough to ensure people's safety and are thinking about detaining federal officers to confirm their intentions. Additionally, the police will be teaming up with the attorney general and district attorney to look into incidents where officers use force, like breaking windows or using pepper spray.

Given these developments, I urge you to consider taking a similar approach. Please connect with the city of Beaverton to understand the reasoning behind their decision. Our request is simple: we just want clarity on Beaverton's initiatives. Is this really an impossible task? I hope you'll take the time to reconsider and discuss this matter further.

Thanks so much.

*/s/ Martha Villalobos  
Martha Villalobos | Paralegal  
Vanessa Pancic  
George Senft*

*Alan Biedermann*  
*Juana Castro- Certified Bankruptcy Assistant*  
*PANCIC LAW*  
*Attorneys at Law*  
*278 SE 2<sup>nd</sup> Avenue*  
*Hillsboro, OR 97123*  
1923 Broadway St  
Vancouver, WA 98863  
Phone: [REDACTED]  
Fax (503) 848-9613  
[REDACTED]

[www.paniclaw.com](http://www.paniclaw.com)

**From:** [John Olson](#)  
**To:** [Claudia Cisneros](#)  
**Subject:** Letter of Support  
**Date:** Friday, January 30, 2026 10:32:18 AM  
**Attachments:** [Outlook-w42w0i5v.png](#)  
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[Outlook-vutoz5ue.png](#)  
[We sent you safe versions of your files.msg](#)  
[Letter of Support \(City Manager\).pdf](#)

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**This message originated outside of the City of McMinnville.**

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Claudia,

I'm writing to share a letter I've prepared regarding the City Council's recent decision to move forward with the direct hire process for Interim City Manager Adam Garvin. I respectfully ask that this correspondence be shared with the Mayor and City Council and included in the next available City Council packet.

The letter reflects my perspective as President and CEO of the McMinnville Area Chamber of Commerce and is intended to provide input as the Council continues its discussions and negotiations.

Thank you for your help and for all you do to support the Council's work.

Best regards,

John Olson  
President/CEO

**McMinnville Area Chamber of Commerce**

**319 NE 5<sup>th</sup> St. McMinnville, OR**

**503-472-6196**

 [Book time to meet with me](#)



***Convener, Catalyst, Champion***

**Stakeholder Members:**



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Mayor Morris and Members of the McMinnville City Council,

I want to thank you for your recent decision to move forward with the direct hire process for Interim City Manager Adam Garvin. I appreciate the Council's willingness to act thoughtfully and decisively during a pivotal time for the City, and I recognize the care being taken as you consider next steps.

In my role as President and CEO of the McMinnville Area Chamber of Commerce, I have had the opportunity to work closely with Adam during his time as Interim City Manager. From that perspective, I wanted to share my experience and encourage you to continue the conversation and negotiations regarding Adam serving as the City's permanent City Manager.

Since stepping into the interim role, Adam has made meaningful progress restoring trust and strengthening relationships between the City and key partners, including the McMinnville Area Chamber of Commerce, resulting in clearer communication and significantly reduced friction. In particular, he has helped stabilize and re-establish productive collaboration through the Stable Table and the McMinnville Economic Vitality Leadership Council (ELVC). Those relationships matter, especially when the City is navigating complex, interconnected challenges that require trust, coordination, and shared problem-solving.

Adam has consistently been a constructive and responsive partner. He has clearly communicated the City's needs and priorities while also taking time to listen to business and economic development partners. That balance is not always easy to achieve, and it has made a tangible difference in how the City and its partners are working together.

As McMinnville continues to address issues related to housing, infrastructure, workforce, and long-term economic health, continuity of leadership is important. The progress made over the past several months has created momentum that should be carefully considered as you evaluate your options. From my vantage point, Adam's community knowledge, practical leadership style, and collaborative approach position him well to build on that momentum and to continue strengthening relationships that support the City's overall success.

I respect the Council's responsibility and authority in this decision, and I appreciate the seriousness with which you are approaching it. I encourage you to continue negotiations and give strong consideration to moving forward with Adam Garvin as City Manager.

Thank you again for your service to McMinnville and for your continued leadership. I look forward to continuing to work collaboratively with you and with City leadership in the months ahead.

Sincerely,

John Olson  
President & CEO  
McMinnville Area Chamber of Commerce



SPECIAL CALLED 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

Wednesday, November 12, 2025 at 5:30 p.m.

Presiding: Kim Morris, Mayor

Recording Secretary: Scott Burke

Councilors:	Present	Absent
	Sal Peralta, Council President	
	Zack Geary	
	Chris Chenoweth	
	Jessica Payne	
	Scott Cunningham	
	Dan Tucholsky	

Also present were Interim City Manager Adam Garvin, City Attorney David Ligtenberg, Community Development Director Heather Richards, Finance Director Katie Henry, Information Technology Director Scott Burke, Public Works Director Geoff Hunsaker, Human Resources Director Vicki Hedges, Communications & Engagement Manager Noelle Amaya (via Zoom), Planning Manager David Berniker (via Zoom), and *members of the News Media – Kyle Dauterman McMinnville Community Media*.

1. CALL TO ORDER: Mayor Morris called the meeting to order at 5:30 p.m. and welcomed all in attendance.
2. CITY COMMITTEE REVIEW AND DISCUSSION

Interim City Manager (IMC) Adam Garvin presented a holistic overview of the committees, explaining that this review stemmed from Goal #3 set during the Council's August 28th goal-setting session to "review recruitment strategies and guidelines for committees. He noted that this was the first comprehensive review of committees since the strategic plan process in 2017-2018. The presentation covered three types of committees: state-required committees (established by Oregon Revised Statutes), council-required committees (established by resolution), and code-required committees (established by ordinance).

Mr. Garvin led the Council through each committee, requesting council discussion and direction for each committee.

**Budget Committee**

Mr. Garvin explained that the Budget Committee consists of seven community members at large plus the City Council members. The committee makes recommendations to the Council on the budget as required by law.

Finance Director Katie Henry clarified that while the presentation slide suggested having "training meetings earlier in the year," what was actually planned was a work session in January to discuss presentations, taxing authority, and review the first half of the current fiscal year. This would be in addition to the already-scheduled budget meeting calendar that had been previously discussed.

Councilor Payne sought clarification on the nature of the training, and Director Henry explained it would be more of a work session format to bring potential new committee members up to speed on the city's budget process

### **Historic Landmarks Committee**

Mr. Garvin presented that this is a 5-member committee overseen by Associate Planner Matthew Deppe, with statutory date requirements including a 30-day window for decisions.

Councilor Cunningham expressed concern about the suggestion to potentially fold this committee into the Planning Commission. Community Development Director Heather Richards explained that the Historic Landmarks Committee is one of only two committees making quasi-judicial decisions for the city, with members possessing specialized skill sets in historic preservation, building design, and McMinnville history. She noted that the city participates in a Certified Local Government grant program that requires committee members with appropriate expertise, and that adding this workload to the already busy Planning Commission would require extensive training.

The Council expressed support for keeping the Historic Landmarks Committee as a separate entity, with Councilor Geary suggesting that reviewing the Planning Department's work plan might help ensure appropriate staff hours are dedicated to this committee.

### **Planning Commission**

The Planning Commission was described as having the heaviest workload of all committees, with nine members (at least two from each ward). The commission typically meets twice monthly, though some meetings are canceled when not needed. The recommendation was to maintain the current structure due to the volume and complexity of their work.

### **Audit Committee**

The Audit Committee, consisting of two council members and one budget committee member, was discussed at length. Ms. Henry expressed her personal preference for having the entire Council serve as the audit committee, noting her preference to give her audit report to only a few councilors. Several councilors expressed support for bringing audit committee functions to the full Council for a one-year trial. Mayor Morris directed the Interim City Manager to provide more information about the cost implications of this change before making a final decision.

### **McMinnville Urban Renewal Advisory Committee (MURAC)**

The Council discussed MURAC's meeting schedule and agreed to formalize that their required quarterly meetings should occur during the first month of each quarter (January, April, July, October), while still allowing for additional monthly meetings as needed. The committee expressed a preference for maintaining monthly meeting holds on their calendars.

### **Airport Advisory Committee**

Airport Manager John Pascal recommended changing from bimonthly to quarterly meetings (January, April, July, October), with special called meetings as needed. Councilor Tucholsky, who serves on this committee, supported this recommendation, noting that the group is responsive to calling special meetings when necessary. The Council reached consensus on this change.

### **Affordable Housing Committee**

The Council discussed the current structure of the Affordable Housing Committee. Ms. Richards explained that the committee initially began as a task force in 2016, comprised primarily of housing providers, but evolved to include more general community members to address potential conflicts of interest when reviewing program applications from the providers themselves.

Council President Peralta expressed concern about the committee potentially moving away from collaborative problem-solving with service providers toward broader civic engagement. Ms. Richards explained that it's a balance of maintaining expertise while avoiding situations where committee members must recuse themselves from decisions. The Council requested more information about this committee be brought back at a future meeting.

### **Diversity, Equity, and Inclusion Advisory Committee (DEIAC)**

The Council engaged in extensive discussion about the future of the DEIAC. Communications & Engagement Manager Noelle Amaya explained the committee's accomplishments, including serving as the project advisory committee for the PROS Plan, contributing to the boards and commissions policy, supporting public cultural celebrations, and participating in the organizational assessment.

Council's opinion was divided on whether to maintain the committee or bring its functions in-house. Councilor Chenoweth expressed concern about potential impacts on federal grant funding for downtown improvements. Council President Peralta argued for maintaining the committee, possibly with a name change, noting its importance for community representation. Mayor Morris indicated support for bringing functions in-house.

Due to the split opinions and time constraints, this topic was flagged for further discussion at a future meeting.

### **Economic Vitality Leadership Council (EVLC)**

The Council briefly discussed the EVLC committee, which was formed during the strategic planning process. There was consensus to remove term limits for organizational representatives on this committee.

### **Landscape Review Committee**

The final committee discussed was the Landscape Review Committee. Director Richards explained that there had been some confusion about recent changes to the committee's role regarding clear and objective standards. She clarified that the intent was to have the committee focus on more complex projects rather than those that simply meet minimum standards, noting that the committee had recently held a two-hour meeting to discuss these changes.

Several councilors expressed concern about the committee's role being diminished. Mayor Morris suggested this topic needed further discussion but indicated that additional communication might be preferable to another work session

3. ADJOURNMENT: Mayor Morris adjourned the meeting at 7:07 p.m.

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Claudia Cisneros, City Recorder

SPECIAL CALLED 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, November 12, 2025, at 7:00 p.m.

Presiding: Kim Morris, Mayor

Recording Secretary: Scott Burke

Councilors:	<u>Present</u>	<u>Absent</u>
	Sal Peralta, Council President	
	Zack Geary (via Zoom)	
	Chris Chenoweth	
	Jessica Payne	
	Scott Cunningham	
	Dan Tucholsky	

Also present were Interim City Manager Adam Garvin, City Attorney David Ligtenberg, Community Development Director Heather Richards, Finance Director Katie Henry, Information Technology Director Scott Burke, Public Works Director Geoff Hunsaker, Human Resources Director Vicki Hedges, Court Supervisor Jason Carbajal, Aquatic Center Manager Josh Reusser, Adult Services Manager Courtney Terry, Communications & Engagement Manager Noelle Amaya (via Zoom), Planning Manager David Berniker (via Zoom), and *members of the News Media – Kyle Dauterman McMinnville Community Media.*

1. CALL TO ORDER: Mayor Morris called the meeting to order at 7:12 p.m. and welcomed all in attendance.

The Mayor announced that the executive session planned for after the council meeting would not take place and would be taken off the agenda.

2. PLEDGE OF ALLEGIANCE

Mayor Morris led the Pledge of Allegiance.

3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT: Mayor Morris invited the public to comment.

Sidonie Winfiled, McMinnville Community Member, spoke in support of maintaining city committees, noting their importance in filtering information and providing specialized expertise to bodies like the Planning Commission. She specifically advocated for maintaining the DEI committee, emphasizing its role in providing a window into the community and supporting cultural events

Michael Burr, McMinnville Community Member, representing the social justice team at McMinnville First Baptist Church, spoke in support of maintaining the DEI committee, describing diversity, equity and inclusion as core principles of democracy. He noted that many businesses maintain or expand their DEI budgets, emphasizing that promoting equity, justice, and inclusion isn't just ethically sound, it's also smart for both business and public policy

4. ADVISE/ INFORMATION ITEMS

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

Councilor Cunningham reported that none of his committees had met, but he attended the Veterans Day parade.

Councilor Chenoweth reported on the EVLC meeting, which discussed an upcoming government forum planned for January or February.

Council President Peralta noted that the Council of Governments would not meet until the 26th, and the Planning Commission did not meet.

Mayor Morris reported on numerous activities including interviews for a new Water and Light Commissioner, a quarterly meeting with interim Superintendent Courtney Ferrura, meetings with Linfield University representatives about potential real estate projects, attended the Landscape Review Committee meeting, attended the city-county dinner hosted by Newberg, attended the Veterans Day parade, had a meeting with County Commissioner Kit Johnston, met with a community member regarding resource centers for the homeless community, and speaking to the Chamber of Commerce leadership class.

Councilor Geary reported that MURAC met, swore in a new Committee member and received updates on RB Rubber, on the Third Street improvement plan and downtown master plan, which are experiencing delays. He also attended the Veterans Day parade.

Councilor Payne reported on the Landscape Review Committee meeting.

Councilor Tucholsky reported on the airport committee meeting, noting several improvements in progress including a 57,000-dollar grant application, a new capital improvement plan submitted to the FAA, an RFP for fixed base operator services being drafted, and a review of lease agreements.

4.b. Department Head Reports

HR Director Vicky Hedges reported that her department had completed open enrollment and would be processing the data for the first time, taking over this function from Finance.

Public Works Director John Hunsaker noted ongoing leaf removal operations and work on finalizing the wastewater master plan. He also mentioned that the upcoming work session would focus on the proposed CIP prioritization process.

IT Director Scott Cunningham reported on work with partners on the municipal court software upgrade, training for the police records software project, and discussions about technology upgrades for the council chamber.

Finance Director Katie Henry reported on closing out the first quarter, launching the budget process, and working with auditors. She also mentioned an open RFP for new auditors with responses due by December 16th.

Court Supervisor Jason Carbajal reported on the court software upgrade project and noted that a new staff member would be starting on November 17th. He also mentioned an increase in dog-related cases and jail lodgings.

Community Development Director Heather Richards provided updates on the southwest area plan, including a joint work session planned for December 17th and a community design workshop scheduled for January 24th. She also mentioned the Planning Commission's heavy workload for December 18th with five public hearings scheduled.

City Attorney David Leitenberg thanked those who had covered during his absence and provided an update on a dog case involving wolf dogs, noting that two remaining dogs would be rehomed with Cooper's Kennel.

Library Adult Services Manager Courtney Terry reported on successful teen programming at the library, including a popular monthly teen game night that recently attracted 45 middle and high school students. She also noted upcoming events including a craft fair on December 6th and staff completion of QPR suicide prevention training.

Parks and Recreation representative Josh Reusser reported on swim season for the high school starting at the aquatic center, popular teen nights, and upcoming Winter Fun events from December 15th to January 3rd. He also highlighted free programs at the senior center.

Interim City Manager Adam Garvin provided a communications update and noted progress on council goals, including the committee review presented during the work session.

4.c. September 2025 Cash and Investment Report (in packet)

The Cash and Investment Report was included in the meeting packet. No discussion occurred.

4.d. FY2025-26 1<sup>st</sup> Quarter Finance Report (in packet)

Councilor Cunningham inquired about building licenses and permits revenue being down 44 percent. Director Henry confirmed that permitting was down



throughout the county, consistent with budget projections. She also offered to provide more detailed notes in future reports.

5. CONSENT AGENDA

- a. Consider **Resolution No. 2025-62**: A Resolution appointing a volunteer to the Planning Commission.
- b. Consider the request from El Torito Supermarket LLC. for Off-Premises Sales, OLCC Liquor License located at 1621 NE Baker St.

*Councilor Chenoweth MOVED to adopt the consent agenda as presented; SECONDED by Councilor Geary*

*AYE: Councilors Geary, Cunningham, Tucholsky, Chenoweth, Payne, Peralta  
NAY: NONE*

*The consent agenda has **PASSED** unanimously by a vote of 6-0.*

Mayor Morris noted that Abigail Neilan was the volunteer appointed to the Planning Commission.

6. RESOLUTION

- 6.a. Consider **Resolution No. 2025-63**: A Resolution authorizing the City Manager to execute a contract for Municipal Court Software with Tyler Technologies, Inc.

*Councilor Chenoweth MOVED to approve Resolution No. 2025-63; authorizing the City Manager to execute a contract for Municipal Court Software with Tyler Technologies, Inc; SECONDED by Councilor Payne.*

*AYE: Councilors Geary, Cunningham, Tucholsky, Chenoweth, Payne, Peralta  
NAY: None*

*Resolution No. 2025-63 **PASSED** unanimously by a vote of 6-0.*

7. ADJOURNMENT: Mayor Morris adjourned the meeting at 8:05 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

Wednesday, November 19, 2025 at 6:00 p.m.

Presiding: Kim Morris, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Absent</u>
	Sal Peralta, Council President	
	Zack Geary	
	Chris Chenoweth	
	Jessica Payne	
	Scott Cunningham	
	Dan Tucholsky	

Also present were Interim City Manager Adam Garvin, City Recorder Claudia Cisneros, City Attorney David Ligtenberg, Chief of Police Cord Wood, Human Resources Director Vicki Hedges, Public Works Director Geoff Hunsaker, City Engineer James Lofton, Community Development Director Heather Richards, Finance Director Katie Henry, and Finance Services Administrator-Budget Crystal Wooldridge, *members of the News Media – Kyle Dauterman McMinnville Community Media.*

1. CALL TO ORDER: Mayor Morris called the meeting to order at 6:00 p.m. and welcomed all in attendance.

2. CAPITAL IMPROVEMENT PLAN (CIP) PRIORITIZATION PROCESS:

Public Works Director Geoff Hunsecker presented a PowerPoint presentation regarding the Capital Improvement Plan (CIP) prioritization framework to the Council. He explained that this framework had been in development since he started working for the city two years ago and was now being implemented for this year's budget process.

Mr. Hunsecker outlined several reasons why a prioritization framework was needed, including growing infrastructure needs across the United States, finite financial and staffing resources, and the current lack of a formalized process for prioritizing projects. He noted that the city's current wastewater plan was nearly 20 years old, and emphasized that the CIP should be updated annually since five-year plans rarely proceed exactly as projected.

The framework's goals included ensuring transparency with the community about why certain projects were chosen, developing a clear and repeatable process that would last beyond current staff and Council members,

improving grant competitiveness by gathering necessary data ahead of time, and facilitating cross-department integration in the planning process.

Mr. Hunsecker defined CIP projects as major public improvements with a 10+ year life span, typically costing over \$100,000. He clarified that routine maintenance, even if occasionally exceeding \$100,000, would not be part of the CIP. He explained that projects enter the pipeline through various means including adopted master plans, condition assessments, regulatory mandates, community engagement, and Council direction.

He proposed eight scoring categories for evaluating CIP projects:

1. Maintenance responsibility
2. Partnership and project coordination
3. Health and safety
4. Community engagement
5. Socioeconomic considerations
6. Economic vitality
7. Resiliency
8. Livability and connectivity

He explained that subject matter experts would score projects in their respective areas of expertise, creating an objective scoring system. The Council's primary role would be determining the weighting of these categories to reflect community priorities, which could be adjusted over time as needs change.

Council members provided feedback on category preferences with several expressing that maintenance responsibility (addressing deferred maintenance) and health and safety should be top priorities. There was discussion about whether all eight categories were necessary, with some councilors suggesting fewer categories might be more manageable long-term, while others felt the comprehensive approach would better position the city for grant opportunities. There were questions about how regulatory mandates would be handled, with Mr. Hunsecker explaining they would typically fall under health and safety considerations but would be clearly identified as required projects regardless of their score.

Finance Director Katie Henry emphasized the importance of having a robust CIP process for future funding decisions, noting that the framework would need to account for 20-30 year planning horizons for major infrastructure. She explained this was essential for determining appropriate utility rates and preparing for large future expenditures.

Hunsecker outlined the implementation timeline, proposing to begin with facilities projects this fiscal year, followed by parks and wastewater in the next fiscal year, and streets and stormwater thereafter. He noted that training

for staff would be relatively straightforward, requiring about 4 hours total, as the documents are designed to be self-explanatory.

The Council expressed interest in receiving regular updates on smaller maintenance projects (under \$100,000) that have been completed, acknowledging the importance of demonstrating progress on maintenance issues to the public. The City Manager indicated they would find ways to provide this information to the Council.

3. ADJOURNMENT: Mayor Morris adjourned the meeting at 7:17 p.m.

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Claudia Cisneros, City Recorder

## STAFF REPORT

**DATE:** February 10, 2026  
**TO:** Adam Garvin, Interim City Manager  
**SUBMITTED BY:** David Ligtenberg, City Attorney  
**SUBJECT:** Executive Session Media Attendance Policy

1. Resolution No. 2026-06, A Resolution adopting a policy for media attendance at executive sessions.

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### **Report in Brief:**

Oregon public meetings law provides that representatives of the news media shall be allowed to attend certain executive sessions. However, technological advances since the time the public meetings law was initially adopted have resulted in communication methods allowing virtually any individual or entity to disseminate information widely. An adopted definition of “news media” within a policy for executive session attendance would implement the intent of the public meetings law while protecting City business from abuse of that law by non-traditional information disseminators.

### **Background:**

Since 1973, Oregon law has provided that the news media be allowed to attend executive sessions of governing bodies. Public meetings law requires that “representatives of the news media shall be allowed to attend executive sessions . . . but the governing body may require that specified information be undisclosed.” (ORS 192.660(4).)

### **Discussion:**

The Oregon public meetings law with regard to media attendance at executive sessions is understood as a broad requirement: “representatives of the news media” must be allowed to attend except in very limited cases. This has been understood to invite the institutional media as a “watchdog” over a governing body as well as to allow information gathering for future reporting.

However, since enactment in 1973, the legislature has not chosen to further define what might constitute “news media,” even as the prevalence of electronic communication and the ubiquity of internet access have changed the landscape. In an effort to reconcile the law to that changing landscape, the Attorney General’s Public Records and Meetings Manual has stated:

The news media is not limited to traditional print and broadcast media, but can include internet media. For example, while a blogger keeping an online personal journal with reflections and comments would likely not qualify as a representative of the news media, an individual who regularly posts for a website maintained by a traditional media company (*e.g.*, [cnn.com](http://cnn.com)) likely would qualify. Relevant factors typically include whether the entity has staff and a formal business structure and regularly disseminates news to the public.

In reviewing its own guidance alongside the relevant legislative history in 2016, the Attorney General noted that “the legislature appears to have intended to distinguish between individuals and media entities and to permit only the latter to attend executive sessions. Without that distinction executive sessions essentially would be open to the public.”

In the same guidance, the AG indicated that “governing bodies may adopt screening criteria for ‘representatives of the news media’ that are consistent with the meaning intended by the legislature . . . .” Following the 2016 AG guidance, the Oregon League of Cities created a Model Media Policy designed to meet the requirements of the public meetings law as interpreted by the AG, while also limiting access to institutional news media, as defined by the AG, and distinct from every individual with the ability to disseminate information broadly.

The proposed Executive Session Media Attendance Policy largely follows that model. It includes the following features:

- 1) A description of institutional news media organizations that meet the definition from the AG.
- 2) Provides a mechanism for individual representatives of news media organizations to demonstrate their affiliation and credentials. This includes the recommended, attached form and an indication that such application will be reviewed by Council.
- 3) Standards for attendance at executive sessions, including restatements of the public meetings law expectation of non-disclosure, exceptions to attendance, and a prohibition on recording devices.

The proposed Policy differs from the Model in the following ways:

- 1) Some language changes in Section 1 that emphasize that a media organization must be “institutional news media,” as well as a footnote to further flesh out that definition to better allow the Council to confirm or deny an organization’s “institutionality” as opposed to simply the free speech of an individual. These changes are largely direct quotations of AG opinion.
- 2) Slight re-wording of 2.B. The Model Policy makes the form a requirement, but the AG opinion indicates that if an individual submits sufficient information to substantiate that they are a representative of institutional

news media and the City denies their access, we will have violated the public meetings law.

- 3) Replacement of 2.C. The Model Policy requested advance submission of a request and credentials, but here indicated that if someone didn't meet the deadline, the body would either allow them to attend or postpone the executive session. The AG opinion states both that "governing bodies are not required to accept a person's mere assertion that they qualify as a representative of the news media. Consequently, a policy requiring proof of media status can be consistent with the Oregon Public Meetings Law." and that "the statute does not authorize excluding representatives of the news media for failure to provide their credentials within certain deadlines. The same is true for a policy requesting media representatives to notify the governing body in advance of their intent to attend an executive session." In the opinion of the City Attorney, the Model was overly cautious in this regard and that the statements of the AG must allow the prior review of the body as proposed in 2.C.

**Attachments:**

1. Resolution No. 2026-06: A Resolution adopting a policy for media attendance at executive sessions.
  - a. Exhibit A: Executive Session Media Attendance Policy

**Fiscal Impact:**

N/A

**Alternatives:**

**Alternative 1 [Staff Recommendation]:** Adopt the attached resolution adopting a policy for media attendance at executive sessions. This will immediately start a process by which Council will review and confirm or deny any individual's request to attend executive sessions.

**Alternative 2:** Direct Staff to reconsider portions of the proposed policy and return with an amended version. This will delay Council's ability to confirm or deny the propriety of an individual's attendance at executive sessions.

**Alternative 3:** Reject the attached resolution. The Council will not have a mechanism to vet potential attendees of executive sessions who claim to be representatives of news media.

**Alternative 4:** The Council may consider any other alternative not presented by staff.

## **RESOLUTION NO. 2026-06**

A Resolution adopting a policy for media attendance at executive sessions.

### **RECITALS:**

**WHEREAS**, Oregon public meetings law provides that representatives of the news media shall be allowed to attend certain executive sessions of public bodies, but may be requested to not disclose specified information (ORS 192.660(4)); and

**WHEREAS**, because at the time state law relating to media attendance at executive session was adopted, “news media” consisted of entities that were institutionalized and structured to support compliance with the requirements of ORS 192.660(4), the law includes no express mechanism for enforcing those requirements; and

**WHEREAS**, technological advances since the time the public meetings law was initially adopted have resulted in development of communication mechanisms allowing virtually any individual or entity to disseminate information widely; and

**WHEREAS**, the city council finds that in that absence of a statutory definition of “news media” as that term is used in ORS 192.660(4) it is necessary to adopt a policy that implements the intent of the public meetings law relating to executive session attendance without precluding attendance by internet-based or other “non-traditional” information disseminators that are institutionalized and committed to compliance with ORS 192.660(4); and

**WHEREAS**, the city council recognizes that this policy is solely for determining eligibility to attend executive sessions, which requests non-disclosure of specified information from executive sessions, and is not intended to otherwise define “news media” or to determine eligibility to report on the city’s activities or to limit access to other city meetings by any person;

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

1. The City of McMinnville Executive Session Media Attendance Policy, attached as Exhibit A, is adopted.



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

Adopted by the Council of the City of McMinnville at a regular meeting held the 10th day of February 2026 by the following votes:

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

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

Approved this 10th day of February 2026.

\_\_\_\_\_  
MAYOR

Approved as to form:

Attest:

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

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

EXHIBITS:

- A. City of McMinnville Executive Session Media Attendance Policy

## City of McMinnville

# Executive Session Media Attendance Policy

1. **Recognized News Media Organizations.** The City of McMinnville recognizes all institutional news media as eligible to attend executive sessions under ORS 192.660. The City recognizes that the following meet the definition of institutional news media<sup>1</sup>:
  - (A) Daily newspapers, non-daily, and small-market newspapers/publications, as well as those publications that are released as digital and multiplatform products; so long as such publication is formally organized for the purpose of gathering and disseminating news; or
  - (B) A newspaper or publication that the city uses for publication of public notices and that meets the requirements of ORS 193.020; or
  - (C) An entity that is formally organized and operated to regularly and continuously publish, broadcast, transmit via television, radio or the internet or otherwise disseminate news to the public, and that regularly reports on matters of public concern.
  
2. **Recognition of Media Representatives.** Representatives of news media organizations recognized pursuant to Section 1 of this policy shall be allowed to attend executive sessions, except as described below in subsection 3 of this policy, pursuant to the following process:
  - (A) The representative must provide substantial evidence persuading the City that he or she is a news reporter for the recognized news media organization. In making its determination whether to recognize the person as a representative of the news media organization, the City requires:
    - i. A press badge or identification issued by the recognized news media organization, plus proof of identity (such as a driver's license);

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<sup>1</sup> Whether any particular publication amounts to “institutional news media” depends on particular facts demonstrating that it is formally organized for the purpose of gathering and disseminating news. Indications that an entity is institutional might include its business structure, the nature of its overall operations, regular public dissemination of news, and similar factors. Short of an affiliation with a traditional media outlet, such factors may include the existence of staff (rather than a single individual), a formal business structure within which the publication operates, and regular publication.

- ii. A recently published news article in the recognized news media organization publication or broadcast, with the person's byline, or a masthead showing the person's name as a member of the news gathering staff of the news media organization, plus proof of identity;
- iii. A letter on letterhead from an editor of the recognized news media organization in which the editor states that the reporter is covering the meeting for the news media organization, plus proof of identity; or
- iv. Any other credentials or evidence sufficient to demonstrate that the individual is a representative of the news media.

(B) Requests to be recognized as a representative of a news media organization should be made in writing on a form provided by the city. The form shall require disclosure of the person's name, and the entity for which he or she is a representative and shall require submission of evidence described in subsection 2(A) of this policy. The form shall also include a certification that the person is a representative of a recognized news media organization, that the information given is true, and that the person agrees to comply with ORS 192.660(4). The form will be made available on the city's webpage and upon request by any individual.

(C) The city council will review all submissions for sufficient proof that the submitter is, indeed, a representative of a recognized news media organization. Upon review and recognition, said representative shall be permitted to attend executive sessions according to this policy until and unless their employment or affiliation with the recognized news media organization of their submittal ends. Representatives and news media organizations are requested to promptly notify the City of such changes in employment or affiliation.

### 3. Attendance at Executive Sessions.

(A) Representatives of the news media are expected to comply with ORS 192.660(4) regarding non-disclosure of specified information.

(B) Representatives of the news media are not permitted to attend executive sessions involving deliberations with persons designated to carry on labor negotiations. ORS 192.660(4).

(C) If the executive session is being held to confer with counsel about current litigation or litigation likely to be filed, the city shall exclude any member of the news media from attending if the member is a party to the litigation to

be discussed or is an employee, agent or contractor of a news media organization that is a party to the litigation. ORS 192.660(5).

(D) Recording Devices Prohibited. Cameras, tape recorders and other recording devices shall not be used in executive sessions, except for any official executive session tapes made by city staff.

4. Application to Boards and Commissions. These policies and procedures shall apply to the city council and all of its boards and commissions.

## STAFF REPORT

**DATE:** February 10, 2026  
**TO:** Mayor and City Council  
**SUBMITTED BY:** Vicki Hedges, Human Resources Director  
**SUBJECT:** Contract Negotiations with Interim City Manager

1. Resolution No. 2026-07, A Resolution Authorizing the Human Resources Director and City Attorney to Enter into Contract Negotiations with Interim City Manager, Adam Garvin

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### **Report in Brief:**

This report requests City Council authorization for the Human Resources Director, and City Attorney to enter contract negotiations for a permanent position with Interim City Manager, Adam Garvin. Approval of the resolution will allow staff to negotiate proposed terms and conditions of employment for Council consideration.

### **Background:**

On August 18, 2025, the City Council appointed Adam Garvin to serve as Interim City Manager. The Interim City Manager appointment was expected to last nine (9) to twelve (12) months.

Council has expressed interest in exploring a potential employment agreement with the Interim City Manager. Authorizing negotiations at this stage allows the City to evaluate terms, costs, and conditions without obligating the Council to final approval of an employment contract.

### **Discussion:**

Adoption of Resolution No. 2026-07 does not approve an employment contract or establish final compensation or terms. Instead, it authorizes staff to begin discussions and develop a proposed agreement for Council review.

All negotiated terms will be brought back to the City Council for consideration and approval at a future meeting. Council retains full discretion to approve, modify, or reject any proposed agreement.

**Attachments:**

1. Resolution No. 2026-07

**Fiscal Impact:**

At this time, there is no direct fiscal impact associated with adopting Resolution No. 2026-07, as it only authorizes negotiations.

Any fiscal impact related to compensation, benefits, severance, or other contractual terms will be identified and presented to the City Council with a proposed employment agreement for consideration.

**Alternatives:**

**Alternative 1 [Staff Recommendation]:** Adopt Resolution No. 2026-07 authorizing the Human Resources Director and City Attorney to enter into contract negotiations with Interim City Manager, Adam Garvin. This action allows staff to develop proposed terms for Council consideration.

**Alternative 2:** Direct staff to delay negotiations and continue the interim appointment without pursuing a negotiated employment agreement at this time. This will limit the City's ability to complete a recruitment prior to the end of the Interim City Manager appointment.

**Alternative 3:** The Council may consider any other alternative not presented by staff.

## RESOLUTION NO. 2026-07

A Resolution Authorizing the Human Resources Director and City Attorney to Enter into Contract Negotiations with Interim City Manager, Adam Garvin.

### RECITALS:

**WHEREAS**, on August 18, 2025, the City Council appointed Adam Garvin to serve as Interim City Manager, with the interim appointment anticipated to last approximately nine (9) to twelve (12) months; and

**WHEREAS**, during the interim appointment, the City Council has expressed interest in exploring the potential for a permanent employment agreement with the Interim City Manager; and

**WHEREAS**, authorizing contract negotiations at this stage allows the City to evaluate proposed terms, conditions, and costs of employment without obligating the City Council to approve a final employment agreement; and

**WHEREAS**, any negotiated employment agreement will be presented to the City Council at a future meeting for consideration and final approval, modification, or rejection.

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

1. The City Council hereby authorizes the Human Resources Director and the City Attorney to enter into contract negotiations with Interim City Manager, Adam Garvin, for a potential permanent employment agreement.
2. This authorization is limited solely to negotiations and does not approve or obligate the City to any employment agreement, compensation, benefits, severance provisions, or other contractual terms.
3. Any proposed employment agreement resulting from these negotiations shall be presented to the City Council at a future public meeting for consideration and final action.
4. This resolution shall take effect immediately upon passage and shall continue in full force and effect until modified, revoked, or replaced.

Adopted by the Council of the City of McMinnville at a regular meeting held the 10th day of February, 2026 by the following votes:

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

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

Approved this 10th day of February 2026.

\_\_\_\_\_  
MAYOR  
Approved as to form:

Attest:

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

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

## STAFF REPORT

**DATE:** February 10th, 2025  
**TO:** Mayor Morris & City Council  
**SUBMITTED BY:** Adam D. Garvin, Interim City Manager  
**WRITTEN BY:** Adam D. Garvin, Interim City Manager  
**SUBJECT:** Immigration-Related Policy Discussion – Item #5

1. Resolution No 2026- 09 – A Resolution authorizing the City of McMinnville to participate as a co-sponsor in a county-wide business survey.

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### **Report in Brief:**

Council is asked to consider whether the City of McMinnville should participate as a co-sponsor in a Yamhill-County-wide business survey focused on workforce, housing, and service disruptions associated with recent immigration enforcement activity. The survey is finalized and not being presented for edits or modification. Sponsorship carries no direct financial obligation but would require limited staff time to assist with coordination and participation in a post survey stakeholder roundtable.

If Council wishes to participate, adoption of a resolution is required. If Council does not wish to participate, no action is required.

### **Background:**

As part of the Immigration-Related Policy Discussion, Council requested that staff return with several discrete items for consideration related to the City's role when federal immigration enforcement actions occur in public spaces. One of those items was whether the City should participate in an economic impact survey intended to better understand potential secondary effects on the local economy, including workforce availability, business operations, and service disruptions.

The survey has been developed jointly by Unidos Bridging Community and the McMinnville Area Chamber of Commerce and is intended for distribution to businesses throughout Yamhill County. Early feedback from business owners and



community leaders has already been incorporated, and the survey is finalized and ready for launch.

The deadline to confirm sponsorship is February 11, 2026. The survey is scheduled to be released on February 12, 2026, and remain open through March 12, 2026.

### **Discussion:**

Council's consideration of this item is limited in scope and procedural in nature. The survey is not being brought forward for revision, modification, or policy debate. Council is being asked only to determine whether the City wishes to sign on as a co-sponsor.

Sponsorship reflects institutional partnership and leadership and includes allowing the City's name and logo to appear on the survey, assisting with survey distribution through existing communication channels, and participating in a post survey stakeholder roundtable to help interpret findings and discuss key takeaways.

Participation would not alter City operations, enforcement authority, or legal obligations. The survey results may be used as informational input for future Council discussions related to economic conditions, workforce stability, and service impacts.

### **Attachments:**

1. Immigration-Related Policy Discussion (1.13.26 Council Meeting)
2. Yamhill County Business Survey (Final Draft)
3. Correspondence from Unidos Bridging Community and the McMinnville Area Chamber of Commerce
4. Resolution No. 2026-09

### **Procedural Considerations:**

If Council wishes to participate as a co-sponsor, that action would be taken through adoption of a resolution authorizing sponsorship and association of the City's name with the survey.

If Council does not wish to participate, no action is required, and the City will not be listed as a sponsor.

**Fiscal Impact:**

There is no direct financial contribution associated with sponsorship. Limited staff time would be required to coordinate with the administering organizations and to participate in a post survey stakeholder roundtable.

**Alternatives:****Alternative 1:**

Adopt the attached resolution authorizing the City of McMinnville to participate as a co-sponsor of the Yamhill County business survey.

**Alternative 2:**

Do not adopt the attached resolution. Take no action and decline participation as a survey sponsor.

**Alternative 3:**

Council may consider any other alternative not presented by staff.

Recent federal immigration enforcement actions in McMinnville has raised some questions about the role and responsibilities of our City when Federal Immigration Enforcement Actions occur in public spaces.

Council President Peralta made a request to Mayor Morris that the Council be presented a list of items he feels are core concerns and determine if there is consensus from the Council to direct our City Manager and staff to review and bring back to Council.

After much discussion and review the list of items are below.

- Identification of person(s) detained, and confirmation that an immigration arrest has occurred (as opposed to kidnapping or other criminal activity), and notification of next of kin, as consistent with Oregon law, if possible.
- Consideration of notice requirements at City buildings regarding the need for judicial warrants for enforcement actions. ([DOJ Model Policy #5](#))
- Updating the City website with clear information for residents on:
  - o What to do if a detention is witnessed
  - o How to report abandoned vehicles or hazards
- Request data from the federal government on individuals arrested in McMinnville and the stated basis for arrest, where legally permissible.
- Whether the city should participate in an economic impact survey related to workforce, housing, and service disruptions resulting from enforcement activity. This means signing on as a co-sponsor of the survey but would not obligate the city to use financial resources, but it may involve staff to help review the work done by the firm doing the survey, which would be a cost to the city.
- Whether the city should consider banning the use of drones within a certain proximity of public schools.
- Continue to reach out to Federal and State Delegations to request rapid and accurate reporting.

This list is not intended to be comprehensive. Rather, it is instead focused on areas that appear to fit within the purview of a local government, with community members asks, and with what members of council have asked for us to discuss.



## Business Survey for Yamhill County

You are being asked to participate in a community-wide business survey that will assess the needs of businesses in the community for support and information from local leaders and policy-makers. This survey is a genuine attempt to gather systematic data (beyond anecdotal experiences) to help leaders understand the needs of local businesses. Questions on this survey will ask about current environment for businesses in Yamhill County, including questions about sales, recruitment and retention of employees, and the impact of immigration policies on business. **The survey will take less than 5 minutes to fill out**, and will help identify ways that businesses, their employees, and community members can be supported by local organizations and the city.

**All responses to questions will be kept confidential, and will be anonymous.** No identifying data will be collected, including addresses, business names, or IP addresses of computers used to fill out the survey.

**NOTE: This survey is for businesses that are located in Yamhill County. If the primary location of your business is not in Yamhill County, please do not fill this survey out.**

Thank you in advance for filling out the survey!

## Business Survey for Yamhill County

1. In the past year, has your ability to hire people for your business been

- ☐ Very easy
- ☐ Easy
- ☐ Neither easy nor difficult
- ☐ Difficult
- ☐ Very difficult
- ☐ None of the above

## Business Survey for Yamhill County

2. In the past year, has your ability to retain employees been

- ☐ Very easy
- ☐ Easy
- ☐ Neither easy nor difficult
- ☐ Difficult
- ☐ Very difficult
- ☐ None of the above

### Business Survey for Yamhill County

3. Recruiting workers for my business in the last year has been

- ☐ Very easy
- ☐ Easy
- ☐ Neither easy nor difficult
- ☐ Difficult
- ☐ Very difficult
- ☐ None of the above

## Business Survey for Yamhill County

4. In the last year, sales/revenue at my business have

- ☐ Increased significantly
- ☐ Increased somewhat
- ☐ Remained the same
- ☐ Decreased somewhat
- ☐ Decreased significantly
- ☐ None of the above



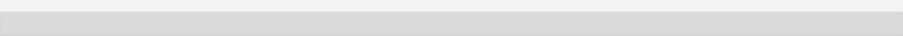
Business Survey for Yamhill County

5. Please estimate the percentage amount of change in sales/revenue, whether they have risen or dropped in the last year.

-100 Percent

Remained the Same

100 Percent



## Business Survey for Yamhill County

6. In the last year, the foot traffic/number of customers for my business has

- ☐ Increased significantly
- ☐ Increased somewhat
- ☐ Remained the same
- ☐ Decreased somewhat
- ☐ Decreased significantly
- ☐ None of the above

Business Survey for Yamhill County

7. Please estimate the percentage of increase or decrease in foot traffic for your business in the last year

-100 Percent      Remained the Same      100 Percent

## Business Survey for Yamhill County

8. With regard to recent immigration policies, to what extent are you aware of increases or decreases in the following areas:

	Dramatic increases	Some increases	No change	Some decreases	Dramatic decreases	Don't know
Employees discussing immigration policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Time spent addressing immigration policies as a business owner	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Employees discussing the impact of immigration policies on our business	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Employees changing their daily behaviors due to immigration policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Employees requesting changes in hours or shifts because of immigration policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Stress levels of employees with regard to own immigration status	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Stress levels of employees with regard to immigration status of family members	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Requests for more information or training regarding immigration policies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Requests for training regarding responses to immigration policy enforcement	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

## Business Survey for Yamhill County

9. What are the types of support do you need from community leaders and policy-makers, with regard to immigration policies and activities? (check all that apply)

- ☐ Help with understanding the various immigration and documentation laws
- ☐ Help with understanding visa/immigration documentation statuses for my employees
- ☐ Support with training for how immigration policies impact my business and workplace
- ☐ Sources for how to get the best information regarding ICE activities
- ☐ Support with helping my employees understand their rights with regard to immigration rights
- ☐ Help with understanding how best to support my employees at my business site
- ☐ Other (please specify)

## Business Survey for Yamhill County

10. Are there any other city, state, or federal policies that you feel are impacting your business that you would like us to know about? If so please outline what they are in the comment box.

## Business Survey for Yamhill County

11. What is the total number of people your business employs? (full-time and part-time)

- ☐ 1-4 Employees
- ☐ 5-9 Employees
- ☐ 10-19 Employees
- ☐ 20-49 Employees
- ☐ 50-99 Employees
- ☐ 100-249 Employees
- ☐ 250-499 Employees
- ☐ 500-999 Employees
- ☐ 1000+ Employees

## Business Survey for Yamhill County

### 12. What is your type of business?

- ☐ Agriculture, Forestry, Fishing and Hunting
- ☐ Mining
- ☐ Utilities
- ☐ Construction
- ☐ Manufacturing
- ☐ Wholesale Trade
- ☐ Retail Trade
- ☐ Real Estate, Rental and Leasing
- ☐ Professional, Scientific and Technical Services
- ☐ Management of Companies and Enterprises
- ☐ Administrative and Support, Waste Management and Remediation Services
- ☐ Educational Services
- ☐ Health Care and Social Assistance
- ☐ Arts, Entertainment and Recreation
- ☐ Accommodation and Food Services
- ☐ Other Services (except Public Administration)
- ☐ Public Administration
- ☐ Other (please specify)



## Business Survey for Yamhill County

### 13. Race/Ethnicity: How do you identify? (Check all that apply)

- ☐ Asian or Asian American
- ☐ Black or African American
- ☐ Hispanic or Latino/a/x
- ☐ Middle Eastern or North African
- ☐ Native American or Alaska Native
- ☐ Native Hawaiian or other Pacific Islander
- ☐ White
- ☐ Don't know
- ☐ Another race or ethnicity, please describe below

## Business Survey for Yamhill County

14. What is your gender identity?

- ☐ Woman
- ☐ Man
- ☐ Genderqueer or non-binary
- ☐ Agender
- ☐ Not specified above, please specify

15. For questions or concerns regarding this survey or policy issues, please comment below. If you wish to be contacted, include contact information (This survey collects no contact information, unless you provide it here).

Thank you for your time and responses to this survey. Once again, all responses are completely anonymous, and will only be used in aggregate form to help inform local leaders in policy-making, decision-making and actions that will support local businesses in Yamhill County.

**From:** [Miriam Vargas Corona](#)  
**To:** [Jody Christensen](#); [Alex Sokol Blosser](#); [Wes.C@worldclasstech.com](#); [dan@visitmcminnville.com](#); [cbenner@cellarridge.com](#); [kferrua@msd.k12.or.us](#); [Bubba King](#); [christine.h.bader@gmail.com](#); [Sal Peralta](#); [Adam D. Garvin](#); [Sal Peralta](#); [Kit Johnston](#); [Hilary Pickerel](#); [Erika Marksbury](#); [Remy Drabkin](#); [Rep Elmer](#)  
**Cc:** [president@mcminnville.org](#); [Mayor Kim Morris](#); [jcd](#); [Patty Herzog](#)  
**Subject:** Re: Business Survey Follow Up  
**Date:** Friday, January 30, 2026 10:00:12 AM

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**This message originated outside of the City of McMinnville.**

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Good morning, all

We have extended the deadline for sponsorship of the Yamhill County Business Survey. The last day to sign up for sponsorship is **February 11**. The survey will be released on **February 12** and will stay open until **March 12, 2026**.

Sponsorship carries **no financial obligation**. Instead, it reflects partnership and leadership. Sponsors agree to:

- Lend visible support by allowing their logo to appear on the survey,
- Help share the survey through existing communication channels (newsletters, social media, member communications), and
- Participate in a stakeholder roundtable when results are shared to help interpret findings and discuss key takeaways.

Thank you,

**Miriam Vargas Corona**  
**Executive Director**  
207 NE 19th St., Suite 200  
McMinnville, OR 97128  
503-447-3408  
Pronouns: She/Her/Hers  
McMinnville, OR 97128  
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On Tue, Jan 27, 2026 at 5:11 PM Miriam Vargas Corona <[miriam@unidosyamhillcounty.org](mailto:miriam@unidosyamhillcounty.org)> wrote:

Good afternoon,

This outreach is coming jointly from **Unidos Bridging Community** and

the **McMinnville Area Chamber of Commerce** as part of our shared commitment to better understand the real, on-the-ground conditions facing businesses across Yamhill County.

We're sharing the **final draft of the Business Survey** with our initial focus group and key community stakeholders who work closely with the local business community. Early feedback from business owners and community leaders has already been fully incorporated, and that input directly shaped the questions to ensure the survey is balanced, clear, and useful. At this point, the survey is finalized and ready for launch.

We are also inviting you to participate as a **survey sponsor**.

Sponsorship carries **no financial obligation**. Instead, it reflects partnership and leadership. Sponsors agree to:

- Lend visible support by allowing their logo to appear on the survey,
- Help share the survey through existing communication channels (newsletters, social media, member communications), and
- Participate in a stakeholder roundtable when results are shared to help interpret findings and discuss key takeaways.

Our goal is simple and shared: to gather credible, baseline data that business leaders, business organizations, and public officials can use as **information only** to better understand conditions and inform future decisions.

The deadline to join as a sponsor is **Friday, January 30**. The survey will launch on **February 9** and remain open through the end of February.

Thank you for the time, care, and leadership you bring to this work. We value your partnership and look forward to working together on this important effort for our business community.

**John Olson**

**President/CEO**

**McMinnville Area Chamber of Commerce**

**Miriam Vargas Corona**  
**Executive Director**  
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## **RESOLUTION NO. 2026-09**

A Resolution authorizing the City of McMinnville to participate as a co-sponsor in a county-wide business survey.

### **RECITALS:**

**WHEREAS**, the McMinnville City Council has been engaged in discussion regarding the City's role and responsibilities when federal immigration enforcement actions occur in public spaces; and

**WHEREAS**, as part of those discussions, the City Council identified whether the City should participate in an economic impact survey related to workforce, housing, and service disruptions as a discrete item for consideration; and

**WHEREAS**, Unidos Bridging Community and the McMinnville Area Chamber of Commerce have developed a Yamhill-County-wide business survey intended to collect anonymized, baseline information from businesses regarding observed economic impacts; and

**WHEREAS**, the survey has been finalized and is not being presented for revision or modification by the City; and

**WHEREAS**, sponsorship of the survey does not require a financial contribution by the City but includes allowing the City's name and logo to appear as a sponsor, assisting with distribution through existing communication channels, and participating in a post-survey stakeholder roundtable.

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

1. The City will participate as a co-sponsor in the Business Survey for Yamhill County, administered by Unidos Bridging Community and the McMinnville Area Chamber of Commerce.
2. City participation shall be limited to sponsorship and coordination activities, including the use of the City's name and logo, assistance with survey distribution through existing communication channels, and participation in a post-survey stakeholder roundtable.

3. This resolution does not authorize the expenditure of City funds beyond existing staff time and does not establish or modify City policy related to immigration enforcement.

Adopted by the Council of the City of McMinnville at a regular meeting held the 10th day of February, 2026, by the following votes:

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

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

Approved this 10th day of February 2026.

\_\_\_\_\_  
MAYOR

Approved as to form:

Attest:

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

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



### STAFF REPORT

**DATE:** February 10, 2026  
**TO:** Adam Garvin, Interim City Manager  
**SUBMITTED BY:** Heather Richards, Community Development Director  
**WRITTEN BY:** Heather Richards, Community Development Director  
**SUBJECT:** Ordinance 5170: Land Use Efficiency Measures

1. An Ordinance adopting amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan.

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#### **Report in Brief:**

This is an action to consider Ordinance No. 5170, an ordinance adopting amendments to the McMinnville Comprehensive Plan by adopting addendums to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and the McMinnville Growth Management and Urbanization Plan (MGMUP) Framework Plan to document land-use efficiency measures to meet residential and employment land need for the planning horizon of 2021 – 2041, with a forecasted population of 47,498 people. (Dockets G 3-25, G 4-25 and G 5-25).

These dockets are comprised of proposed amendments to the McMinnville Comprehensive Plan per the following:

- Docket G 3 – 25: Adopt an ***addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)***, which is a supplemental document of the Comprehensive Plan.



- Docket G 4 – 25: Adopt an ***addendum (November 6 EConorthwest Memorandum, entitled “Commercial and Industrial Land Use Efficiency Measures for McMinnville”), to the September 2024 Economic Opportunity Analysis (EOA)***, which is a supplemental document of the Comprehensive Plan.
- Docket G 5 – 25: Adopt an ***amended MGMUP Framework Plan***, McMinnville Comprehensive Plan, Volume III.

With these land-use efficiency measures the City is able to meet its forecasted residential land need and industrial land need, and address some of the commercial land need within its existing Urban Growth Boundary.

With that need met, the City is electing not to pursue an urban growth boundary amendment to meet the remainder of its commercial land need at this time.

This should satisfy Work Task 2 of McMinnville’s Sequential UGB Work Plan with the Department of Land Conservation and Development.

The Planning Commission hosted a public hearing on December 18, 2025, and voted unanimously to recommend approval of these land-use efficiency measures.

### **Background:**

Oregon growth planning consists of three (3) basic tasks:

1. “Conduct Needs/Opportunities Analysis” – Identify the amount of land needed to support the anticipated housing, employment, and public amenities of a future population at the end of a planning horizon; then
2. “Land Use Efficiencies” – Identify land-use efficiencies that the City would like to enact within its existing urban growth boundary to accommodate the housing and employment need; and
3. “Amend Urban Growth Boundary (UGB), if needed” – If following the land use efficiencies work there still is need for additional land within the urban growth

boundary to accommodate the future housing, employment, and public amenities needed to support the future population at the end of the planning horizon, amend the urban growth boundary to accommodate that land need.

Typically, this work is conducted and submitted to the state for acknowledgment all as one package. However, per state statute the City of McMinnville had to provide its updated Housing Needs Analysis to the DLCD by December 31, 2023. Knowing that the City could not complete all three tasks within the timeframe provided, the City applied to enter into an approved Sequential UGB work plan allowing the City to submit each task individually and thus meet the deadline for the Housing Needs Analysis by December 31, 2023 with the opportunity to submit the Land Use Efficiencies and UGB Amendment (if necessary) by March 1, 2026.

This was approved, with Task 1 being the Housing Needs Analysis and Task 2 of the work plan being the Land Use Efficiency Measures and the UGB Amendment (if necessary). (Please see attached approved McMinnville Sequential UGB Work Plan).

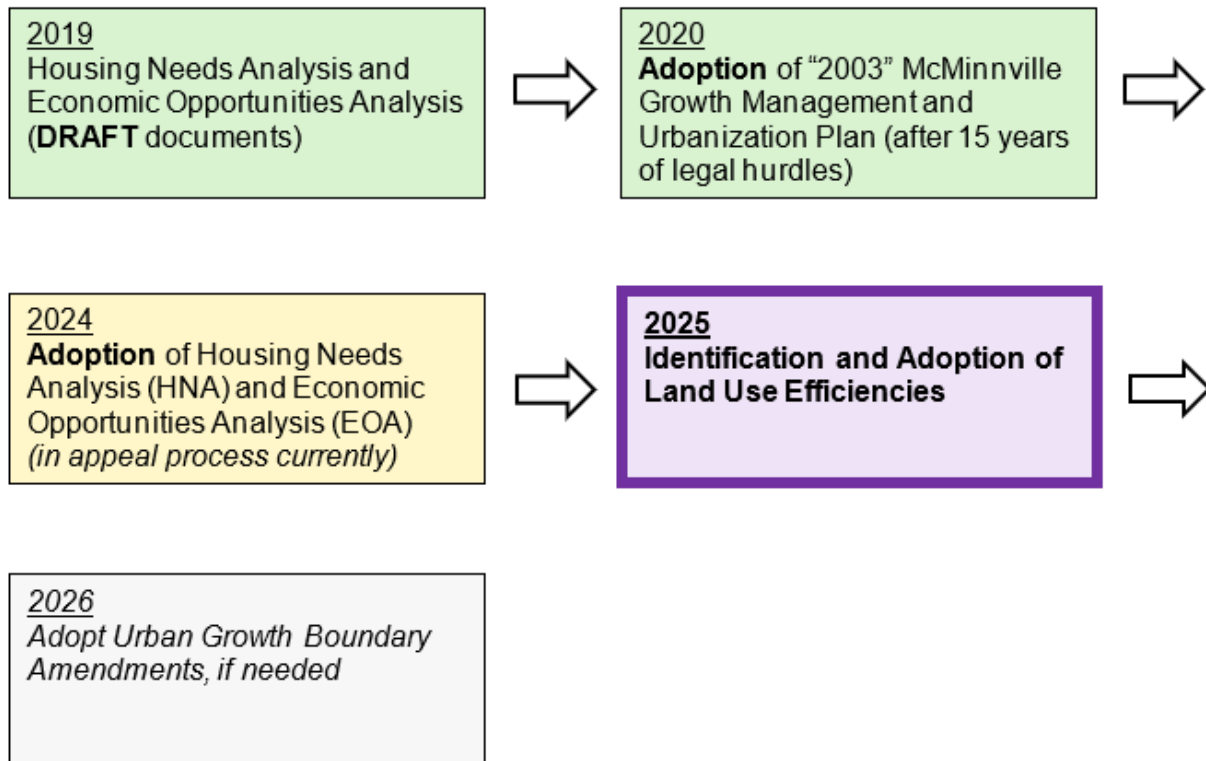
The City submitted the work for Task 1 (HNA and EOA) of this process to the Director of the Department of Land Conservation and Development (DLCD), who approved the work, except for one item, which was remanded to the City and corrected.

- Friends of Yamhill County and Mark Davis appealed the DLCD Director's Decision to the Land Conservation and Development Commission (LCDC), which voted to uphold the DLCD Director's Decision.
- The City is still waiting on the final decision documents from the state to see if the LCDC decision will be appealed to the Court of Appeals.

#### Sequential UGB Work Plan Process Outline and Deadlines

Although the HNA and EOA have not been formally recognized yet, due to appeals, the State has given the City of McMinnville guidance to continue into "**Task 2**" of the Sequential UGB Work Plan, which is the identification of Land Use Efficiency Measures and a UGB amendment, if necessary.

## Growth Planning Process Flowchart



### Land Use Efficiency Measures:

A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs. This project includes the identification of Land Use Efficiency Measures to accommodate the unmet residential land need identified in McMinnville's Housing Needs Analysis November 2023 (HNA), as well as the unmet commercial and industrial land need identified in McMinnville's Economic Opportunity Analysis, September 2024 (EOA), for the planning horizon of 2021 – 2041.

Below is a table demonstrating the need established by the HNA and EOA and the results of meeting that need after the land-use efficiencies were calculated. Both the residential and industrial land need is met with land-use efficiency measures. The commercial land needs are only partially met. Staff recommends not moving forward with a UGB amendment at this time to meet the commercial land need.

Category	Identified Needs (before Efficiencies)	Efficiencies Proposed	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,286 dwelling unit increased capacity	185 unit surplus	<b>Needs Met in UGB</b>
Industrial	29 acres	40 acres of efficiencies	11 acre surplus	<b>Needs Met in UGB</b>
Commercial	159 acres	44.6 acres of efficiencies	114.4 acre deficit remaining	Unmet Needs in UGB

## **Discussion:**

### ***Land Use Efficiency Measures – Residential Land***

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A.

Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

## Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ❖ McMinnville will need 4,284 dwelling units of housing on buildable land based on the *HNA*.
- ❖ McMinnville has capacity for 3,183 dwelling units based on the *HNA* and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ❖ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

## Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

### ***Land Use Efficiency Measures – Industrial Land***

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ❖ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to the supply of industrial land, with a zoning of M2<sup>1</sup> (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.
- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.<sup>2</sup>

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<sup>1</sup> This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

<sup>2</sup> This is tax lot R4428BB00302.

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

### ***Land Use Efficiency Measures – Commercial Land***

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development, per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum, requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.<sup>3</sup>

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing not to meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its EOA at the same time that it updates the Housing Capacity Analysis, which is due in 2032, in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

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<sup>3</sup> These are tax lots R4429AC00104 and R4429AC00103.

## **Comments Received**

The City received comments from:

- 1000 Friends of Oregon, Friends of Yamhill County, 12.17.25

## **Attachments:**

1. Draft Planning Commission Minutes, December 18, 2025
2. Letter from Friends of Yamhill County / 1000 Friends of Oregon, December 18, 2025
3. Ordinance No. 5170
4. Exhibit A to Ordinance No. 5170: November 4 EConorthwest Memorandum, entitled *"Residential Land Use Efficiency Measures for McMinnville"*
5. Exhibit B to Ordinance No. 5170: November 6 EConorthwest Memorandum, entitled *"Commercial and Industrial Land Use Efficiency Measures for McMinnville"*
6. Exhibit C to Ordinance No. 5170: McMinnville Growth Management and Urbanization Plan, *Framework Plan, December 2025*
7. Exhibit D to Ordinance No. 5170: Decision Document for Dockets G 3-25, G 4-25, and G 5-25

## **Fiscal Impact:**

This effort was funded in part by a Housing Technical Assistance grant from the Department of Land Conservation and Development. The grant paid for consultant services.



## **Alternatives:**

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. Alternative 1 [Staff Recommendation]: ADOPT ORDINANCE NO. 5170**

**2. Alternative 2: ADOPT ORDINANCE NO. 5170** in an amended form

**3. Alternative 3: CALL FOR A PUBLIC HEARING,** date-specific to a future City Council meeting.

**4. Alternative 4: REFUSE TO ADOPT THE ORDINANCE**

**5. Alternative 5:** The Council may consider any other alternative not presented by staff.



City of McMinnville  
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231 NE Fifth Street  
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# MINUTES

December 18, 2025  
Planning Commission  
Regular Meeting

6:30 pm  
Hybrid Meeting  
McMinnville, Oregon

**Members Present:** Sidonie Winfield, Rachel Flores, Sylla McClellan, Matt Jones (zoom), Brian Randall, Abigail Neilan, and Elena Mudrak

**Members Absent:** Brian Everest and Meg Murray

**Staff Present:** Heather Richards – Community Development Director, David Berniker – Planning Manager, Tom Schauer – Senior Planner, Geoff Hunsaker (part) – Public Works Director, and John Paskell (part, zoom) – Airport Manager, Melissa Ryan (legal counsel) - Bateman Seidel, and Ken Pirie – Walker Macy

## 1. Call to Order

Chair Winfield called the meeting to order at 6:30 p.m.

## 2. Swearing In of New Planning Commissioner Abigail Neilan

Chair Winfield swore in new Planning Commissioner Abigail Neilan.

## 3. Citizen Comments

None.

## 4. Minutes – November 6, 2025

Commissioner Mudrak moved to approve the November 6, 2025, minutes. The motion was seconded by Commissioner McClellan and passed 6-0-1 with Commissioner Neilan abstaining.

## 5. Public Hearings

### A. Legislative Hearing: McMinnville Landing Planned Development (G 1-25)

Chair Winfield opened the public hearing and read the hearing statement. She 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 in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards presented the staff report.

Jody Christensen, Project Manager, shared the feedback received from property owners to create what the process for this project would look like. They wanted to make sure the community provided input every step of the way which they had accomplished. This was a legacy project and would be transformative. It had been an honor to work on the project.

Community Development Director Richards discussed the vision of the Innovation Campus, adopted Three Mile Lane Area Plan, the site, Planned Development Overlay, action tonight, history of planning efforts on this site, acknowledgements, document table of contents, planning process, community engagement, public testimony received, land use concept, rendering and pedestrian orientated retail zone, transportation analysis and needed improvements, how further traffic impact analysis would be required when the developer submitted development projects, onsite infrastructure cost estimate, design and development standards, code outline, zoning districts and uses, building presence, McMinnville Water & Light comments on a public utility easement and setbacks, large format uses with a maximum of two anchor stores, concept designs, and implementation.

There were questions about the open spaces being constructed in a timely manner, working with the airport for access to the new parking lot, retail parking meeting the parking standards, capacity for stormwater, economic and vision impacts of drive thru businesses, and multi-modal connections outside the study site.

#### Public Testimony:

Stewart Kircher, McMinnville resident, was one of the property owners. He read a letter of support for the proposed overlay as presented from the property owners. They had been meeting with the City regularly for many years and had a shared vision for the site.

Mark Davis, McMinnville resident, was generally in support, but expressed concerns about the high-end retail area. He did not think the economics of the community could support high-end retail. He gave examples of how past buildings had been repurposed. He hoped this development would turn out as planned, but if it didn't, he hoped they would look at how they would make it work for McMinnville.

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

The Commission discussed their hopes for the walkability and job creation, economic concerns, requiring more substantial trees to be planted, allowing concrete on the secondary exterior materials list, difference between concrete block and architectural concrete, clarifying the shared parking concept and hours of operation, and clarifying how on street parking counted towards the parking requirements.

There was consensus to add these conditions: a minimum 2-inch dbh caliper for trees at planting, the open space would be developed prior to occupancy of the retail buildings and directing staff to review the concern about the shared parking before it went to City Council.

Commissioner Jones moved to recommend the City Council adopt the McMinnville Landing Planned Development (G 1-25) with conditions for a minimum 2-inch caliper dbh for trees at planting, open space commons developed prior to 50% occupancy of the retail development,

and staff review of the shared parking and overlapping hours. The motion was seconded by Commissioner Mudrak and passed unanimously 7-0.

**B. Legislative Hearing: Airport Master Plan Update (G 2-25)**

Chair Winfield opened the public hearing and read the hearing statement. She 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 in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards explained this was a request to adopt the Airport Master Plan as a supplemental document to the McMinnville Transportation System Plan and McMinnville Comprehensive Plan. The primary compliance standard was Oregon Land Use Goal #12 and Oregon Administrative Rules. She gave a history of the planning effort and discussed the framework of the plan, what the plan addressed, land use map, traffic patterns map, proposed amendments to the Comprehensive Plan, public testimony received, and action tonight.

Public Testimony: None

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

Commissioner McClellan moved to recommend the City Council adopt the proposed amendments to McMinnville Comprehensive Plan Volumes I, II, and III to support the August 2025 McMinnville Airport Master Plan (G 2-25). The motion was seconded by Commissioner Mudrak and passed unanimously 7-0.

**C. Legislative Hearing: Land Use Efficiency Measures (G 3-25, G 4-25, and G 5-25)**

Chair Winfield opened the public hearing and read the hearing statement. She 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 in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards said this was a request to adopt an addendum to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and an amended MGMUP Framework Plan, which were supplemental documents to the Comprehensive Plan. She described the land use efficiency measures, which were policy actions that changed the Comprehensive Plan or land use regulations to quantifiably reduce land needs. She discussed the summary of needs, residential land use efficiency measures with a needed 1,101 dwelling units, change in the assignment of land in the Urban Holding Comp Plan areas of the UGB, adopted changes in zoning, changes in use of land on Linfield University's campus, addition of the Linfield University land to the Buildable Lands Inventory, industrial land use efficiency measures with a needed 29 acres, commercial land use efficiency measures with a needed 159 acres, testimony from 1,000 Friends and Friends of Yamhill County, and action tonight.

There were questions about not pursuing a UGB amendment for commercial at this time and reasons for not pursuing smaller lot sizes as part of this work. Chair Winfield thought if they did allow smaller lots, they would need to have an expansion of park space.

Public Testimony: None

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

Commissioner Mudrak moved to recommend the City Council adopt the proposed amendments to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and December 2025 Framework Plan and the accompanying decision document (G 3-25, G 4-25, and G 5-25). The motion was seconded by Commissioner McClellan and passed unanimously 7-0.

## **6. Commissioner Comments**

None

## **7. Staff Comments**

Senior Planner Schauer discussed upcoming meetings and Community Development Director Richards discussed upcoming training.

## **8. Adjournment**

Chair Winfield adjourned the meeting at 8:58 p.m.



P.O. Box 1083  
McMinnville, Oregon 97128



340 SE 6th Ave.  
Portland, Oregon 97214

December 17, 2025

City of McMinnville Planning Commission  
c/o McMinnville Community Development Department  
231 NE Fifth Street  
McMinnville, OR 97128

SENT VIA EMAIL

**Re:** McMinnville Proposed Post-Acknowledgment Plan Amendments Dockets G 1-25, G 2-25, G 3-25, G 4-25, and G 5-25

Dear Planning Commissioners:

Please accept the below comments for the record in proposed Post-Acknowledgment Plan Amendments (PAPA) Dockets G 1-25, G 2-25, G 3-25, G 4-25, and G 5-25. These comments are submitted jointly on behalf of 1000 Friends of Oregon (1000 Friends) and Friends of Yamhill County (FYC).

**Docket G 1-25: Three Mile Lane Rezone and McMinnville Landing Overlay**

1000 Friends and FYC remain concerned about the transportation options contemplated in the proposed plan amendments. 1000 Friends and FYC encourage the City to consider ways to improve pedestrian access to the proposed commercial spaces to serve City residents who do not or cannot drive. While the McMinnville Landing Plan states that the planning is intended to be pedestrian and bike friendly, the plan does not include a pedestrian bridge across Highway 18, nor does the plan provide for adjustments to the highway interchanges to facilitate bike and pedestrian access. This means that there is no safe and easy way to access McMinnville Landing without using a vehicle to get there. Making the development itself pedestrian and bike friendly will not be useful if the only way for City residents to get to McMinnville Landing is in their cars.

### **Docket G 2-25: Airport Master Plan**

1000 Friends and FYC support the adoption of the August 2025 McMinnville Municipal Airport Master Plan as a supplemental document to the McMinnville Comprehensive Plan. The adoption of the Airport Master Plan ensures that land near the airport is available for other industrial development uses and is not restricted to airport expansion. This is a practical and sensible measure that will avoid unnecessary conversion of resource land for industrial uses while allowing development in an area that already supports industrial uses. 1000 Friends and FYC are also glad to see that the Airport Master Plan uses the most recent population projections for the City, as required by OAR 660-032-0020(1).

### **Docket G 3-25: Land-Use Efficiency Measures Addendum to EOA**

This PAPA is an addendum to the City's November 2023 Economic Opportunities Analysis (EOA). 1000 Friends and FYC have outstanding concerns about the November 2023 EOA. However, this addendum is a first step in the right direction. The addendum addresses one of 1000 Friends' and FYC's concerns surrounding the 2023 EOA, the inclusion of vacant land held by Linfield University. 1000 Friends and FYC support this portion of the addendum. The addendum does not, however, address all of 1000 Friends' and FYC's concerns with the EOA. 1000 Friends and FYC encourage the City to adopt additional amendments to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the November 2023 EOA, including:

- Removing employment forecast for "retail leakage," given the City's use of generalized employment forecasts tied to population growth that already account for mechanisms such as retail leakage;
- Revising the multiplier used to derive necessary employment land acreage to account for jobs located on non-employment land such as home offices or residential care facilities;
- Revising the commercial employment density factor to reflect the density factor used in previous EOA's.

### **Docket G 4-25: Land-Use Efficiency Measures Addendum to HNA**

This PAPA is an addendum to the City's November 2023 Housing Needs Analysis (HNA). 1000 Friends and FYC have outstanding concerns about the November 2023 HNA. However, this Addendum is a first step in the right direction. The Addendum partially addresses one of 1000 Friends and FYC's concerns surrounding the 2023 HNA, the inclusion and calculation of land needed for parks. 1000 Friends and FYC support this portion of the Addendum. The Addendum does not, however, address all of 1000 Friends and FYC's concerns with the HNA. 1000 Friends and FYC encourage the City to adopt additional addendums and/or land-use efficiency measures to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the

November 2023 HNA, including:

- Revising the HNA to increase housing densities to account for the demonstrated needs of current residents of the City;
- Revising the HNA's buildable lands inventory to include vacant lands currently in church ownership to comply with OAR 660-008-05(2) and OAR 660-009-0015(3).

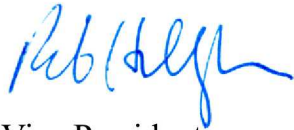
**Docket G 5-25: Land-Use Efficiency Measures Amendment to City Growth Management and Urbanization Plan**

1000 Friends and FYC support the proposed land-use efficiency measures identified in this PAPA. However, the proposed land-use efficiency measures could and should go further to address the City's lack of diversity of housing options at all price levels. Specifically, the City should reduce the minimum lot size requirements in the City's single-family zones (R-1 and R-2). Reducing minimum lot sizes enables more affordably priced homes that are often a better fit for smaller household sizes. Reducing minimum lot size also reduces public infrastructure costs and more efficiently uses land zoned for residential use, resulting in neighborhoods that are more compact, walkable and community-focused. The City should consider adding this land-use efficiency change to the proposed amendment before adopting this PAPA.

1000 Friends and FYC appreciate the opportunity to comment on the PAPAs. Thank you for your consideration of the comments offered above.

Sincerely,

Rob Hallyburton



Vice President  
Friends of Yamhill County

John Butterfield



Staff Attorney  
1000 Friends of Oregon



## **ORDINANCE NO. 5170**

An Ordinance adopting amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan and declaring an emergency.

### **RECITALS:**

**WHEREAS**, the City of McMinnville developed an updated Housing Needs Analysis (November 2023 Housing Needs Analysis) and Economic Opportunities Analysis (September 2024 Economic Opportunity Analysis) in 2020 for a planning horizon of 2021 – 2041, adopting them on February 27, 2024, per Ordinance No. 5141; and

**WHEREAS**, the needs analysis identified 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

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

**WHEREAS**, Dockets G 3-25, G 4-25, and G 5-25 are legislative actions adopting land-use efficiency measures to meet the City's residential and industrial land needs identified in the November 2023 Housing Needs Analysis, and September 2024 Economic Opportunity Analysis, within its existing Urban Growth Boundary; and

**WHEREAS**, Dockets G 3-25, G 4-25, and G 5-25 are legislative actions adopting land-use efficiency measures to address some of the commercial land needs identified in the September 2024 Economic Opportunity Analysis, within its existing Urban Growth Boundary; and

**WHEREAS**, the City Council is electing not to meet its full commercial land need identified in the September 2024 Economic Opportunity Analysis, and therefore is not pursuing an urban growth boundary amendment; and

**WHEREAS**, the City utilized a Project Advisory Committee comprised of community stakeholders to advise city staff and the consultants on the development of the land use efficiency measures; and

**WHEREAS**, the Planning Commission hosted a public hearing on December 18, 2025, closed the hearing and voted unanimously to recommend approval of these land use efficiency measures to the McMinnville City Council; and

**WHEREAS**, the City Council received the Planning Commission recommendation and staff report and deliberated; and

**WHEREAS**, the City Council, being fully informed about said recommendation, found that the proposed land-use efficiency measures identified in Dockets G 3-25, G 4-25 and G 5-25, attached as Exhibits A, B and C, the City can meet its forecasted residential land need and industrial land need, and address some of the commercial land need within its existing Urban Growth Boundary; and

**WHEREAS**, these amendments requiring submittal to the Department of Land Conservation and Development by March 1, 2026, they must be adopted prior to that deadline. This ordinance, as considered on February 10, 2026, for second reading and vote, incorporates an emergency clause, also reflected in the title, and shall be effective upon passage.

**NOW, THEREFORE, THE CITY OF MCMINNVILLE ORDAINS, as follows:**

1. The Council adopts Docket G 3 – 25, a November 4 ECONorthwest Memorandum, entitled “*Residential Land Use Efficiency Measures for McMinnville*”, as an addendum to the *November 2023 Housing Needs Analysis (HNA)*, which is a supplemental document of the Comprehensive Plan, attached Exhibit A; and
2. The Council adopts Docket G 4 – 25, a November 6 ECONorthwest Memorandum, entitled “*Commercial and Industrial Land Use Efficiency Measures for McMinnville*”, as an addendum to the *September 2024 Economic Opportunity Analysis (EOA)*, which is a supplemental document of the Comprehensive Plan, attached as Exhibit B; and
3. The Council amends the McMinnville Growth Management and Urbanization Plan, *Framework Plan*, McMinnville Comprehensive Plan, Volume III, Docket G 5 – 25, attached as Exhibit C; and
4. The Council adopts the Decision Document for Dockets G 3-25, G 4-25, and G 5-25, attached as Exhibit D; and

5. An emergency is hereby declared to exist, and this Ordinance will take effect immediately upon passage by the City Council.

Passed by the McMinnville City Council this 10th day of February, 2026 by the following votes:

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

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

\_\_\_\_\_  
MAYOR

Approved as to form:

Attest:

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

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

EXHIBITS:

- A. November 4 EConorthwest Memorandum, entitled *"Residential Land Use Efficiency Measures for McMinnville"*.
- B. November 6 EConorthwest Memorandum, entitled *"Commercial and Industrial Land Use Efficiency Measures for McMinnville"*.
- C. McMinnville Growth Management and Urbanization Plan, *Framework Plan*, December 2025
- D. Decision Document for Dockets G 3-25, G 4-25, and G 5-25



**DATE:** November 4, 2025  
**TO:** Evan Hietpas, Heather Richards, and David Berniker  
**FROM:** Beth Goodman  
**SUBJECT:** Residential Land Use Efficiency Measures for McMinnville

---

The City of McMinnville adopted the *City of McMinnville Housing Needs Analysis* (November 2023) via Ordinance Number 5141 on February 27<sup>th</sup>, 2024. The *McMinnville Housing Needs Analysis (HNA)* identified a deficit of land for 1,101 dwelling units requiring 202 gross acres of buildable land to accommodate housing growth for the 2021-2041 planning period.

The City entered into a Sequential Urban Growth Boundary (UGB) adoption agreement with the Department of Land Conservation and Development (February 7<sup>th</sup>, 2024), which allows the City to identify and adopt land use efficiency measures by March 2026 to identify measures to meet the City's residential land needs and, if needed, propose a UGB expansion.

This memorandum presents the City's residential land use efficiency measures that will meet the City's deficit of land for housing. This memorandum is organized in the following sections:

- ◆ **Summary of Land Use Efficiency Measures** provides a short summary of measures proposed to address the City's deficit of land for 1,101 dwelling units.
- ◆ **Land Use Efficiency Measures** describes the details of the City's land use efficiency measures and their impact on residential land capacity.
- ◆ **Revisions to Findings about Housing Needs** shows the changes to findings about housing needs in McMinnville for the 2021-2041 period, based on the additional residential development capacity resulting from the land use efficiency measures.
- ◆ **Appendix A: Summary of Residential Land Needs from the McMinnville Housing Needs Analysis** provides key information from the *HNA* about the forecast of housing growth, the buildable lands inventory, and residential land sufficiency.
- ◆ **Appendix B:** presents the Linfield University South Edge Development Letter.

This memorandum is adopted as an addendum to the *City of McMinnville Housing Needs Analysis (November 2023)* approved by the McMinnville City Council via Ordinance Number 5141 on February 27<sup>th</sup>, 2024.



# Summary of Land Use Efficiency Measures

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A.

Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

**Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville**

Land Use Efficiency Measures	Acres	Increase in Dwelling Unit Capacity	Density assumptions based on the HNA and Other Notes
<b>Land in the Urban Holding Re-assigned to Housing in the McMinnville Framework Plan</b>	<b>204.0</b>	<b>1,113</b>	Density assumption for all land is 5.46 du/acre, assuming that land will be assigned specific zones through area planning
Park land	127.0	693	
Public and institutional land	44.0	240	
McMinnville School District site	33.0	180	
<b>Linfield College change in uses</b>	<b>21.0</b>	<b>130</b>	
R-4	20.5	128	Assumes R-4 zoning, at 6.28 du/acre
R-2	0.6	2	Assumes R- 2 Zoning at 4.43 du/ac
<b>Adopted Changes in Zoning</b>	<b>9.7</b>	<b>43</b>	
Re-zones within the city since 2024	9.7	43	All land was re-zoned to R-4
<b>Total increase in dwelling unit capacity</b>	<b>234.8</b>	<b>1,286</b>	



As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ◆ McMinnville will need 4,284 dwelling units of housing on buildable land (see Exhibit 3) based on the *HNA*.
- ◆ McMinnville has capacity for 3,183 dwelling units based on the *HNA* (see Exhibit 5) and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ◆ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

#### **Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville**

Forecast of Needed Units (DUs on Buildable Land)	Capacity for Housing within the McMinnville UGB			Revised Land Sufficiency Surplus/Decficit
	Capacity for Housing from the HNA	Additional Capacity from Land Use Efficiency Measures	Total Capacity	
Dwelling Units 4,284	3,183	1,286	4,469	185



# Land Use Efficiency Measures

The following section describes the Land Use Efficiency Measures McMinnville is implementing to meet the need for 1,101 dwelling unit deficit on 202 gross acres of land. It provides information to describe the summary of land use efficiency measures shown in Exhibit 1. The categories of land use efficiency measures that McMinnville is taking are:

- ◆ Changes in how land within the Urban Holding Comprehensive Plan designation will be used.
- ◆ Up-zoning of land within the city limits.
- ◆ Changes to use of land on Linfield University's Campus.

## Change in the Assignment of Land in the Urban Holding Comprehensive Plan Designation

The City of McMinnville has a Urban Holding (UH) Comprehensive Plan Map designation for its UGB expansion areas that are mixed-use. An adopted Framework Plan describes how that UH comprehensive plan map designation will be planned to meet identified land needs in the most recently adopted needs analysis. Since completion of the *HNA* in 2023, the City has made revisions to its expectation for development of land for parks, public and institutional uses, and school uses in the Framework Plan and thus the Urban Holding comprehensive plan map designated area of the UGB expansion areas. These changes have been (or will be) made official through amendments to the McMinnville Growth Management and Urbanization Plan (MGMUP) Framework Plan.

- ◆ **Revision to Park Land Need.** McMinnville revised its estimates for future park land need by amending the MGMUP Framework Plan. Ordinance Number 5157, adopted January 28, 2025, decreased the amount of land assumed for park use in the Urban Holding comprehensive plan map designated area by 127 acres. The City is planning for this land in the Urban Holding comprehensive plan map designated area to be developed with housing uses.
- ◆ **Revision to Public and Institutional Land Need.** McMinnville revised its estimates for future public land need by amending the MGMUP through Ordinance Number 5148, September 24, 2024) to decrease public land need by 44 acres in the Urban Holding comprehensive plan map designated areas. The City is planning for this land in the Urban Holding comprehensive plan map designated areas to be developed with housing uses.
- ◆ **Revision to Need for Land for the McMinnville School District.** Discussions between the City and the McMinnville School District have resulted in a decrease in land being planned for school use in the Urban Holding comprehensive plan map designated



area. The result is that the City is planning that 33 acres of land originally set aside for schools in the Urban Holding comprehensive plan map designated area will be developed for housing uses, rather than school uses. The McMinnville School District still retains a 42 acre future high school site in the UGB expansion area as well as plans for development of an elementary school on 10 acres of land in the Urban Holding comprehensive plan map designated area. The City is adopting the amendment to the MGMUP Framework Plan to make this change concurrent with adopting the rest of the land use efficiency measures.

As a result, the MGMUP Framework Plan will identify an additional 204 acres of land will develop with housing in the Urban Holding comprehensive plan map designated areas in the city's UGB expansion areas.

The next step for the City will be to develop area plans for the UH comprehensive plan map designated areas in the Framework Plan to refine where the different mixed-use land needs will go in this area. The City has already adopted an area plan for the Fox Ridge Road Area in 2024, and is currently underway with an area planning process for the Southwest Area Plan that will incorporate these changes as it is the largest identified area plan in the Framework Plan.





## Adopted Changes in Zoning

The City of McMinnville has changed zoning on some tax lots since 2023 and completion of the buildable lands inventory in the *HNA*. The land use efficiency measures in Exhibit 1 document the increase in zoned capacity on tax lots where zoning was changed, as follows.

- ◆ **Re-zones within the city since 2024.** McMinnville rezoned four tax lots within the city in 2024 and 2025. In total, these parcels added 43 dwelling units of capacity beyond the amount of capacity planned for in the *HNA*. The tax lots were:
  - R-1 to R-4, tax lot R4419AC00300. This tax lot is 1.0 acre in size and has capacity for 6 dwelling units (at a density of 6.28 du/acre), an increase of 3 dwelling units of capacity from the estimate in the *HNA*.
  - R-3 to R-4, tax lot R4409DC01100. This tax lot is 2.93 acres in size and has capacity for 18 dwelling units (at a density of 6.28 du/acre), an increase of 4 dwelling units of capacity from the estimate in the *HNA*.
  - M-1 to R-4, tax lots R442700600 and R442700604. These tax lots are 5.80 acres in size and have capacity for 36 dwelling units (at a density of 6.28 du/acre), an increase of 36 dwelling units of capacity from the estimate in the *HNA*.

## Changes in Use of Land on Linfield University's Campus

In the *HNA*, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future housing (or commercial) development per a letter provided by Linfield University on January 16, 2020. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum.

In that letter, the University says that land on the south edge of the campus is not planned for campus use and is anticipated to be sold, leased, or a combination, allowing for private development during the planning horizon. The University says that the City may add the land to the City's buildable lands inventory. The University says that they do not expect changes to the existing zoning for this land.

Of the 72.99 acres in Linfield South Edge, two tax lots are zoned to allow residential use. The larger tax lot (R4429AC00103) is 44.85 acres in size, of which 20.48 acres is zoned R-4 and 24.37 acres is zoned C-3. The other tax lot (R4428BB00200) is 0.56 acres in size and zoned R-2. Appendix B presents the letter from Linfield University about their request to allow residential uses on these tax lots.

Exhibit 1 shows the assumption that these tax lots (21.0 acres) will accommodate 130 dwelling units based on their current zoning and the densities shown in Exhibit 5.



# Revisions to the Findings About Housing Needs

The following are the findings about McMinnville's residential land need.

- ♦ The *HNA* found that the City had capacity for 3,183 dwelling units, with a deficit of 1,101 dwelling units for housing or 202 acres at a density of 5.46 dwelling units per acre.
- ♦ After accounting for the land use efficiency measures described in this memorandum, the City added capacity for an additional 1,286 dwelling units. Combined with the existing capacity of 3,183 dwelling units, the City has capacity for 4,469 dwelling units. This is more than the forecast of needed units (4,284 units), giving the City a small surplus of capacity for housing for the 2021-2041 period (185-unit surplus).

The City finds that the requirements of Goal 10 have been addressed based on the analysis in the McMinnville Housing Needs Analysis and the analysis of land use efficiency measures in this memorandum.



# Appendix A: Summary of Residential Land Needs from the *McMinnville Housing Needs Analysis*

This appendix presents a summary of key information from the *McMinnville Housing Needs Analysis* (November 2023) about the forecast of housing growth, buildable lands, needed densities, and land sufficiency. This section is only a summary of the *HNA* results, with more details presented in *McMinnville Housing Needs Analysis* (November 2023). This appendix presents the analysis from the *HNA*, without making any changes to that analysis.

## Forecast of Housing Growth

Exhibit 3 shows that the *McMinnville Housing Needs Analysis* (November 2023) forecast growth of a total of 4,284 dwelling units for the 2021-2041 planning period.

### Exhibit 3. Forecast of Demand for New Dwelling Units Requiring Vacant and Partially Vacant Lands, McMinnville UGB, 2021–2041

Source: McMinnville Housing Needs Analysis (November 2023) by ECOnorthwest  
Calculations by ECOnorthwest.

A portion of Exhibit 91 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Variable	20-Year (2021 to 2041)
<b>DUs Requiring Vacant / Partially Vacant Unconstrained Land</b>	
Single-family detached	2,524
Single-family attached	559
Multifamily	1,202
<b>Total DUs Requiring Vacant or Partially Vacant Land</b>	<b>4,284</b>



## Buildable Land Inventory Results

Exhibit 4 shows that McMinnville has 763 gross acres within its UGB for residential uses on vacant and partially vacant (unconstrained) land in 2023. The summary of buildable residential land in Exhibit 4 excludes land in the Urban Holding plan designation that was expected to be used for public and semi-public uses, as described in the footnote below<sup>1</sup>

### Exhibit 4. Buildable (Gross) Acres in Vacant and Partially Vacant Tax Lots by Zone for Residential Uses, McMinnville UGB, 2023

Source: McMinnville Housing Needs Analysis (November 2023) by ECOnorthwest  
City of McMinnville, Yamhill Co., ECOnorthwest. Note: The numbers in the table may not add up to the total as a result of rounding.  
Exhibit 11 in the *City of McMinnville Housing Needs Analysis* (November 2023)

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>

<sup>1</sup> Exhibit 4 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 4 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.



Exhibit 5 shows the capacity of buildable land in the McMinnville UGB based on the needed densities by zone, as identified in the *McMinnville Housing Needs Analysis* (November 2023). Exhibit 5 shows that McMinnville has 708 acres of unconstrained buildable lands, with capacity for 3,183 dwelling units.<sup>2</sup>

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

Source: McMinnville Housing Needs Analysis (November 2023) by ECONorthwest 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" Exhibit 98 in the *City of McMinnville Housing Needs Analysis* (November 2023)

<b>Zoning Districts</b>	<b>Total Unconstrained Buildable Acres</b> <i>(Water Zone 1 &amp; 2)</i>	<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
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>

<sup>2</sup> Exhibit 5 excludes about 54 acres of buildable in small lots in rural zoning, as documented in Exhibit 100 of the *McMinnville Housing Needs Analysis* (November 2023).



## Residential Land Sufficiency

Exhibit 6 shows a comparison of buildable lands capacity (Exhibit 5) with the forecast for new housing in McMinnville (Exhibit 3). The *McMinnville Housing Needs Analysis* (November 2023) showed that McMinnville had a deficit of 1,101 dwelling units or 202 acres of land at 5.46 dwelling units per gross acre.

### Exhibit 6. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, McMinnville UGB, for the period 2021 to 2041

Source: McMinnville Housing Needs Analysis (November 2023) by ECONorthwest  
Buildable Lands Inventory; Calculations by ECONorthwest. Note 1: 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.

A portion of Exhibit 101 in the *City of McMinnville Housing Needs Analysis* (November 2023)

	Planning Period
	20-Year (2021 to 2041)
<b>2021 Capacity (DUs)</b>	
Water Zone 1	2,608
Water Zone 2	575
<b>Total</b>	<b>3,183</b>
Post-2021 Demand (DUs on buildable land)	4,284
Surplus/Deficit at Horizon Year (Dus)	(1,101)
<i>Capacity Based on Land in Water Zone:</i>	<i>1&amp;2</i>
Surplus/Deficit @ 5.05 du/ac (hist +3%), gross acres	(218)
Surplus/Deficit @ 5.46 du/ac (need + 3%), gross acres	(202)
Difference, gross acres	(16)



## Appendix B: Linfield University South Edge Development Letter

This appendix presents Linfield University's letter (dated 10/8/2025) to the City of McMinnville about changes to their expectations about development of land in the southern part of their campus.





900 SE Baker Street  
McMinnville, OR 97128-6894  
T 503.883.2200

LINFIELD.EDU

## Linfield South Edge Development

**Date** October 8, 2025  
**To** Heather Richards, Community Development Director  
**From** Linfield University  
**Subject** Linfield University South Edge Development

As requested in your email dated July 22, 2025, this letter confirms that the vacant land located on the southern edge of the Linfield University property (tax lots R4429AC00104 and part of R4429AC00103) is not planned for campus use and is anticipated to be sold, leased, or a combination thereof for private development during the upcoming planning horizon. Therefore, the land may be added to the City's buildable lands inventory.

In addition to the two parcels referenced above, Linfield will be offering tax lots R4429BD02400, R4429BD02300, R4429BD02200, R4429BD02100, R4428BB00302, and R4428BB00200 for private development. These parcels were not referenced in your letter, but we wanted to make sure that you knew that they, too, are planned to be developed for non-campus uses. For clarity, we have summarized everything in the table and map below.

At this time, no changes to the existing zoning designations are assumed for these parcels. Any changes to the zoning would be part of a development application by a buyer/lessor.

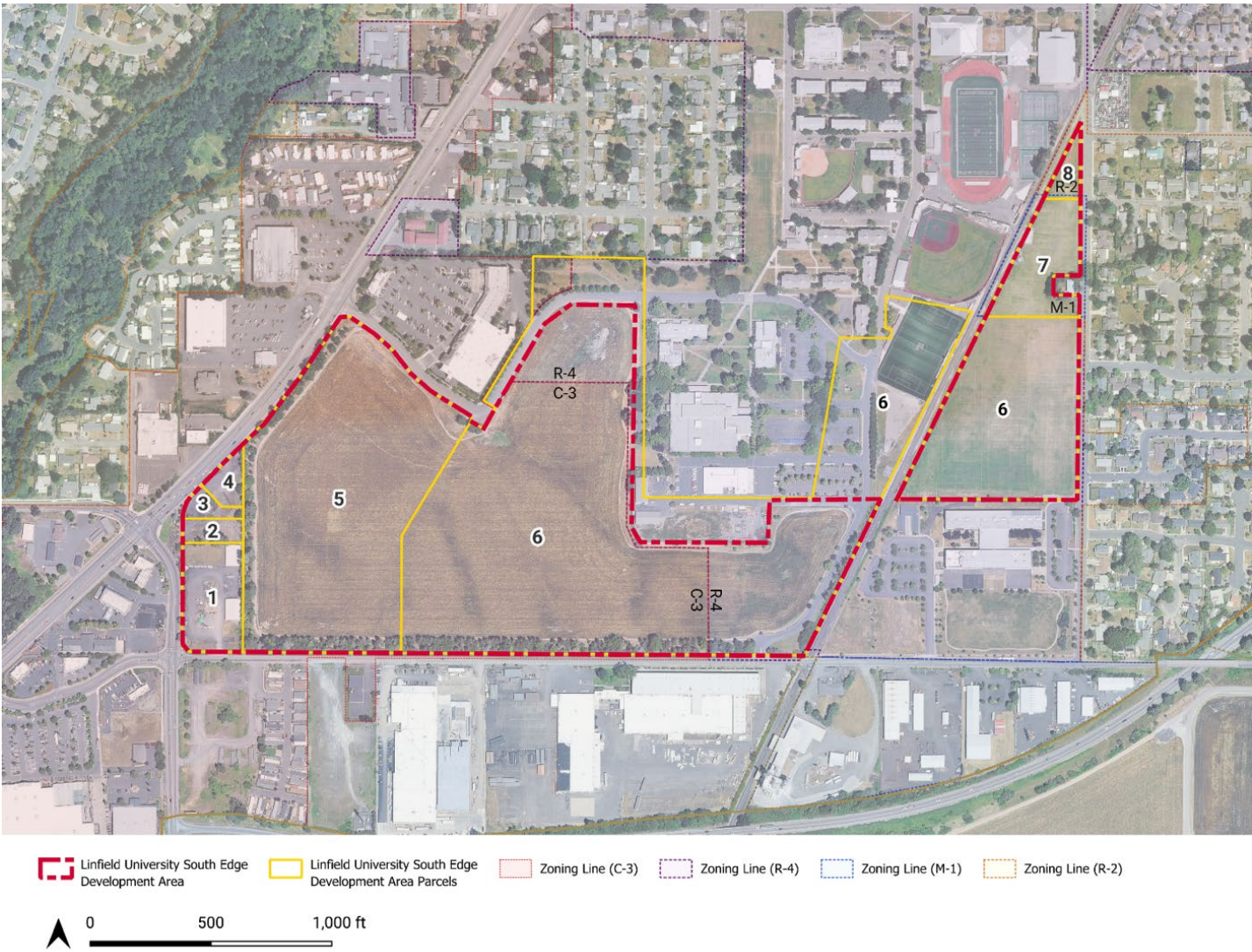
**Table 1. Linfield University South Edge Development Parcels**

Number on Map	Tax Lot #	Total Acres	Linfield South Edge Acres	Zoning	Zoning Acres
1	R4429BD02400	2.66	2.66	C-3	2.66
2	R4429BD02300	0.58	0.58	C-3	0.58
3	R4429BD02200	0.44	0.44	C-3	0.44
4	R4429BD02100	0.61	0.61	C-3	0.61
5	R4429AC00104	20.20	20.20	C-3	20.20
6	R4429AC00103	57.80	44.85	C-3	24.37
				R-4	20.48
7	R4428BB00302	3.09	3.09	M-1	3.09
8	R4428BB00200	0.56	0.56	R-2	0.56
<b>Totals</b>		<b>85.94</b>	<b>72.99</b>		



	C-3	48.86
	R-4	20.48
	M-1	3.09
	R-2	0.56

Linfield University South Edge Development Parcels Map



Sincerely,

Mike Wenz  
 VP of Finance and Administration  
 Linfield University

**DATE:** November 6, 2025  
**TO:** Evan Hietpas, Heather Richards, and David Berniker  
**FROM:** Beth Goodman  
**SUBJECT:** Commercial and Industrial Land Use Efficiency Measures for McMinnville

---

The City of McMinnville adopted the *City of McMinnville Economic Opportunities Analysis* (November 2023) via Ordinance Number 5141 on February 27<sup>th</sup>, 2024. The *McMinnville Economic Opportunities Analysis* (EOA) identified a deficit of land of 29 acres of industrial land and 159 acres of commercial land for the 2021-2041 planning period.

The City entered into a Sequential Urban Growth Boundary (UGB) adoption agreement with the Department of Land Conservation and Development (February 7<sup>th</sup>, 2024), which allows the City to identify and adopt land use efficiency measures by March 2026 to identify measures to meet the City's industrial and commercial land needs and, if needed, propose a UGB expansion.

This memorandum presents the City's commercial and industrial land use efficiency measures that will meet the City's deficit of land for employment. This memorandum is organized in the following sections:

- ◆ **Land Use Efficiency Measures** describes the details of the City's land use efficiency measures and their impact on industrial and commercial land capacity.
- ◆ **Revisions to Findings about Industrial and Commercial Land Needs** shows the changes to findings about industrial and commercial land needs in McMinnville for the 2021-2041 period based on the additional development employment capacity resulting from the land use efficiency measures.
- ◆ **Appendix A:** presents the August 2025 Airport Master Plan, Airport Layout Plan, Sheet 4 of 21.
- ◆ **Appendix B:** presents the Linfield University South Edge Development Letter.

This memorandum is adopted as an addendum to the *City of McMinnville Economic Opportunities Analysis* (November 2023) approved by the McMinnville City Council via Ordinance Number 5141 on February 27<sup>th</sup>, 2024, and amended on September 24, 2024 by Ordinance Number 5148.

# Land Use Efficiency Measures

The following section describes McMinnville's Land Use Efficiency Measures to meet the need for 29 acres of industrial land and 159 acres of commercial land for the 2021-2041 planning period.

## Industrial land

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ◆ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to the supply of industrial land, with a zoning of M2<sup>1</sup> (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.
- ◆ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.<sup>2</sup>

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

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<sup>1</sup> This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

<sup>2</sup> This is tax lot R4428BB00302.



## Commercial land

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ◆ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.<sup>3</sup>

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its EOA at the same time that they update the Housing Capacity Analysis that is due in 2032 in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

---

<sup>3</sup> These are tax lots R4429AC00104 and R4429AC00103.



# Revisions to the Findings about Industrial and Commercial Land Needs

The following are the findings about McMinnville's industrial and commercial land need.

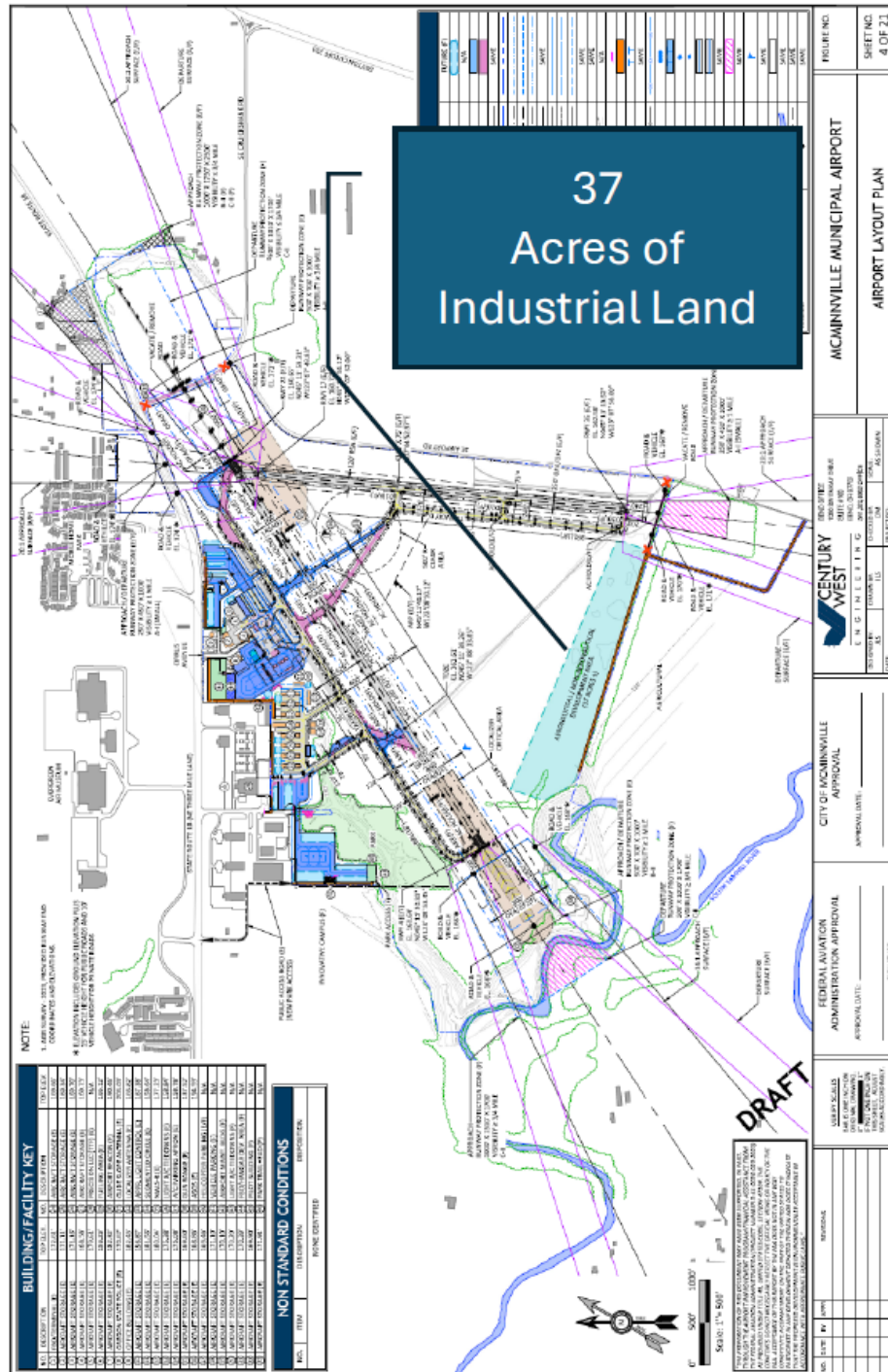
- ♦ The *EOA* found that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land, resulting in a 29-acre deficit of industrial land to accommodate growth over the 2021-2041 period. The land use efficiency measures described in this memorandum will address this deficit, leaving a small surplus of industrial land for the 20-year period.
- ♦ The *EOA* found that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land, resulting in a 159-acre deficit of commercial land to accommodate growth over the 2021-2041 period. The land use efficiency measures described in this memorandum will reduce this deficit by 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.6 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99..

The City finds that the requirements of Goal 9 have been addressed based on the analysis in the *EOA* and the analysis of land use efficiency measures in this memorandum.





# Appendix A: McMinnville Municipal Airport Master Plan, August 2025, Sheet 4 of 21 – Airport Layout Plan.



## Appendix B: Linfield University South Edge Development Letter

This appendix presents Linfield University's letter (dated 10/8/2025) to the City of McMinnville about changes to their expectations about development of land in the southern part of their campus. This letter replaces the letter from Linfield University dated January 16, 2020 that is located in Appendix E of the EOA.





900 SE Baker Street  
McMinnville, OR 97128-6894  
T 503.883.2200

LINFIELD.EDU

## Linfield South Edge Development

**Date** October 8, 2025  
**To** Heather Richards, Community Development Director  
**From** Linfield University  
**Subject** Linfield University South Edge Development

As requested in your email dated July 22, 2025, this letter confirms that the vacant land located on the southern edge of the Linfield University property (tax lots R4429AC00104 and part of R4429AC00103) is not planned for campus use and is anticipated to be sold, leased, or a combination thereof for private development during the upcoming planning horizon. Therefore, the land may be added to the City's buildable lands inventory.

In addition to the two parcels referenced above, Linfield will be offering tax lots R4429BD02400, R4429BD02300, R4429BD02200, R4429BD02100, R4428BB00302, and R4428BB00200 for private development. These parcels were not referenced in your letter, but we wanted to make sure that you knew that they, too, are planned to be developed for non-campus uses. For clarity, we have summarized everything in the table and map below.

At this time, no changes to the existing zoning designations are assumed for these parcels. Any changes to the zoning would be part of a development application by a buyer/lessor.

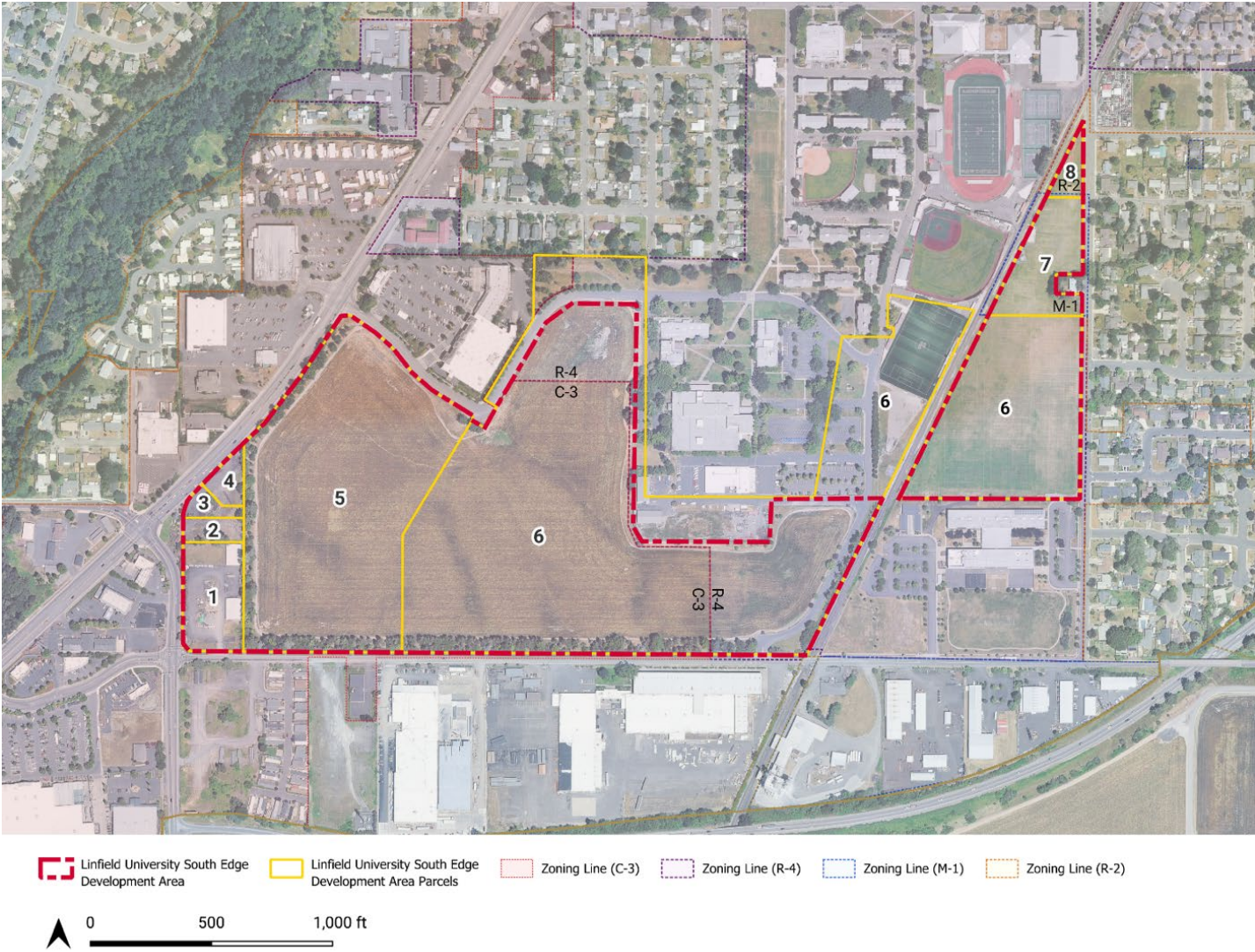
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<b>Totals</b>		<b>85.94</b>	<b>72.99</b>		



	C-3	48.86
	R-4	20.48
	M-1	3.09
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Linfield University South Edge Development Parcels Map



Sincerely,

Mike Wenz  
 VP of Finance and Administration  
 Linfield University



City of McMinnville  
**FRAMEWORK PLAN AND  
AREA PLANNING**  
December, 2025

# 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), 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.

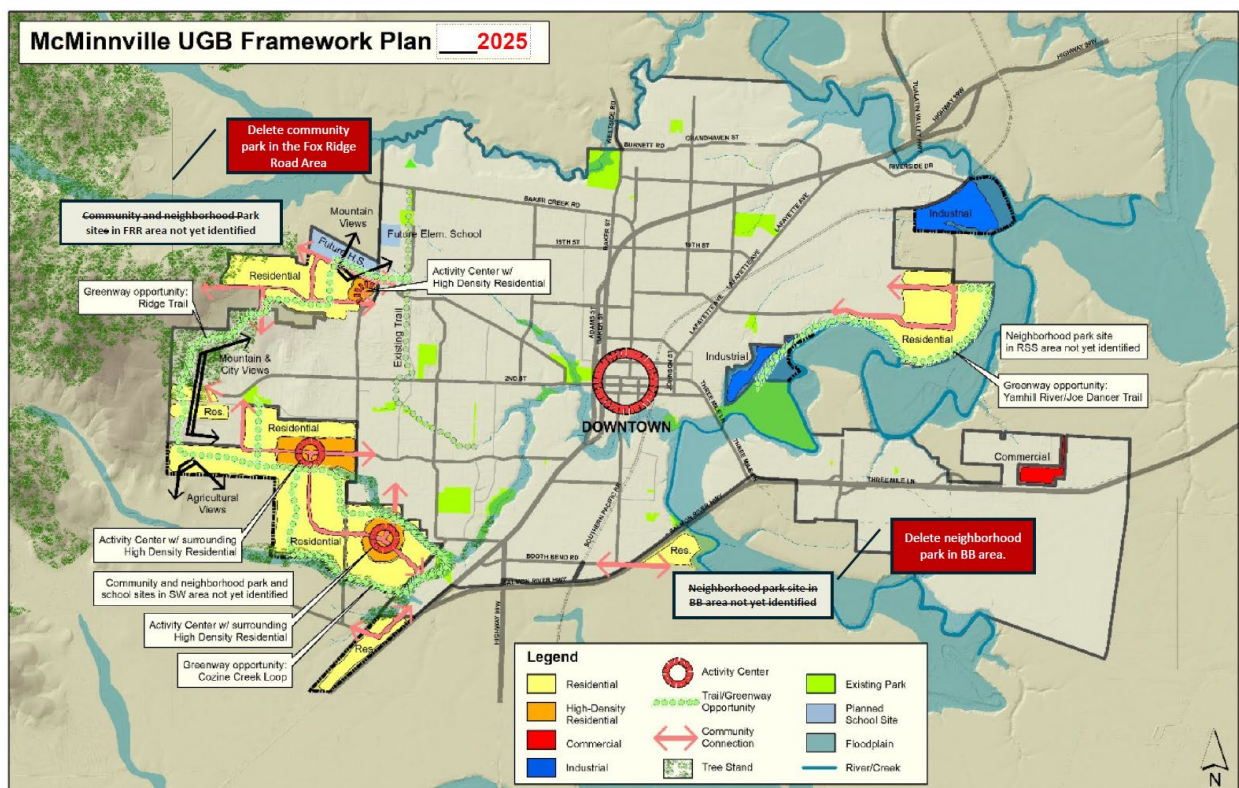
The purpose of the Framework Plan is to describe the Area Planning process, and how the Framework Plan will be used to apply the land needs identified in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis to the UGB expansion areas. The Framework Plan includes 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)

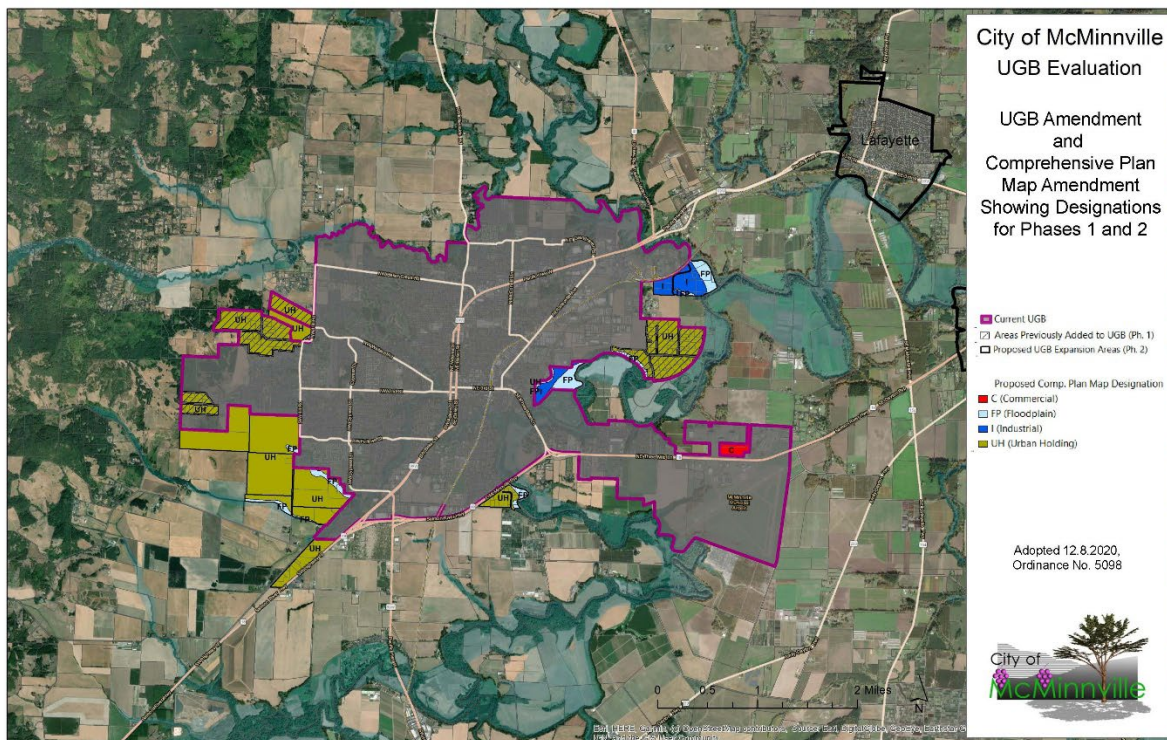


The Framework Plan is intended to be conceptual in nature and serve as an advisory plan that informs and provides guidance for more detailed Area Planning and Master Planning that will be required for lands that are annexed into the City.

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

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## **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.

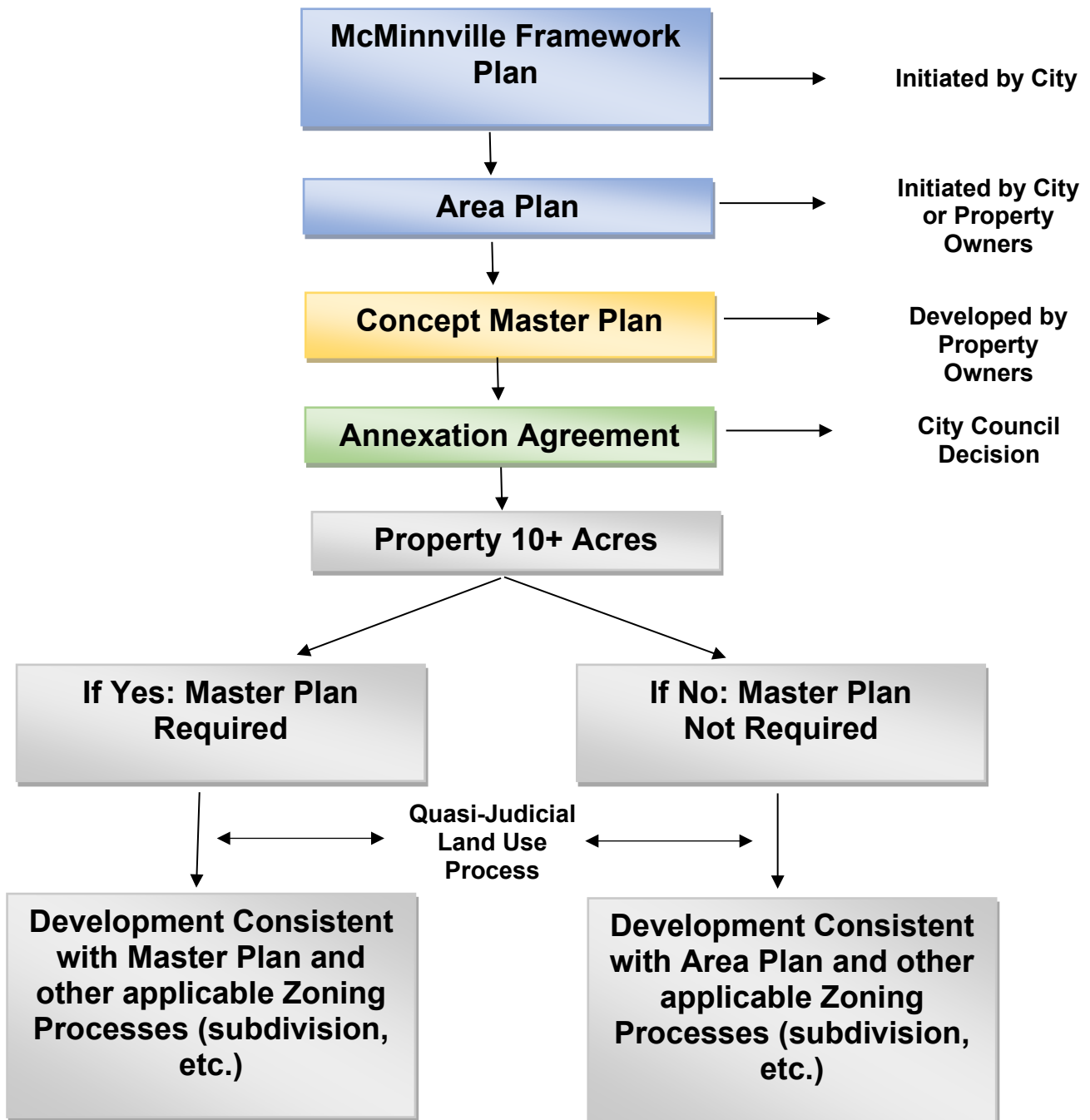
A review process for Master Plans is proposed to be included in the McMinnville Zoning Code. The review process further describes Master Plan submittal requirements and review criteria.

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: 84.90 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:**

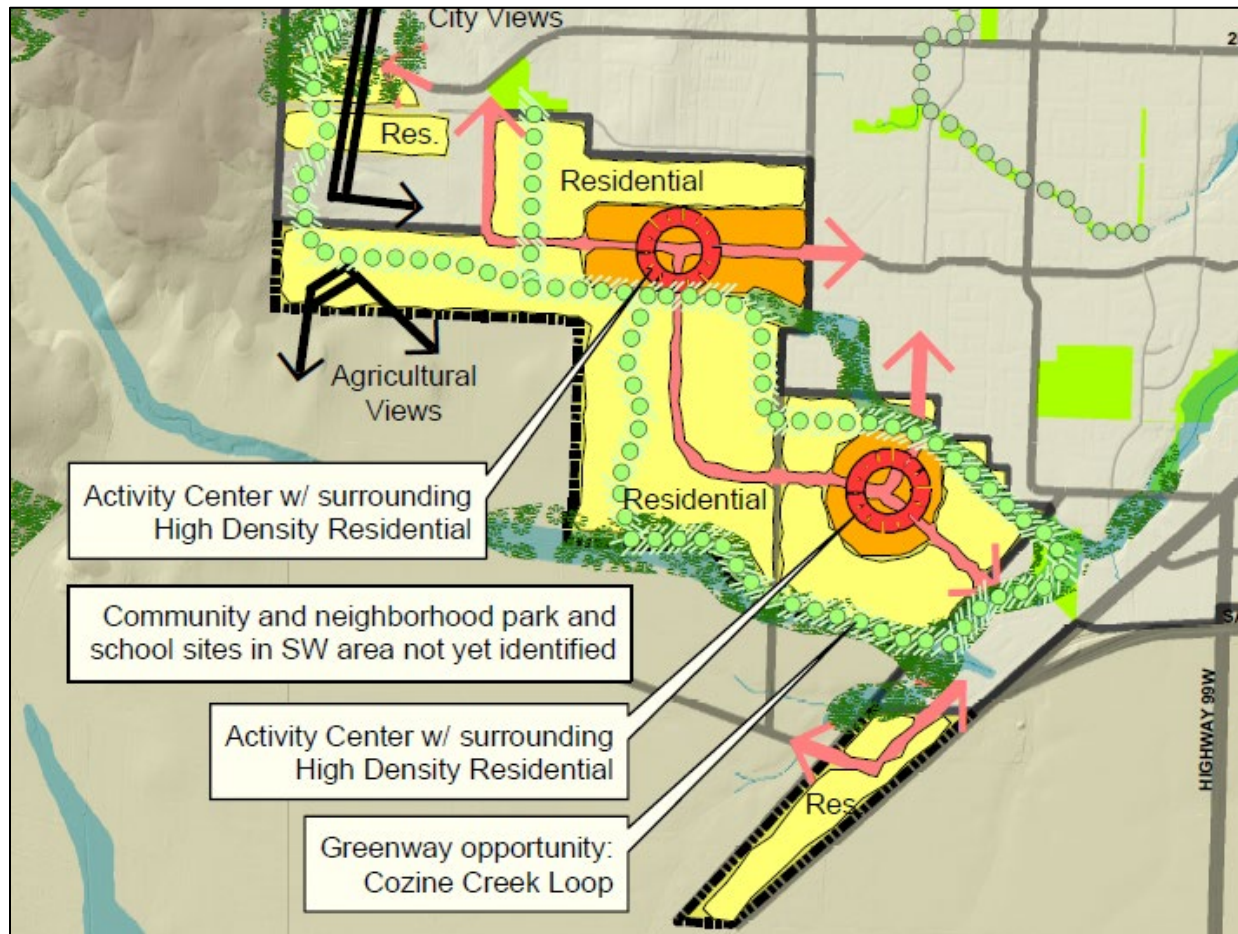
Land Need		Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road
Residential						
R-5	36 acres					
Parks						
Neighborhood Park	18.70 acres					
Community Park	20.00 acres					
Greenways/Natural Areas	87.90 acres					
Schools	10 acres					
Commercial	39.3 acres					

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 the 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 Plan. The Southwest Area should also incorporate one community park to accommodate the

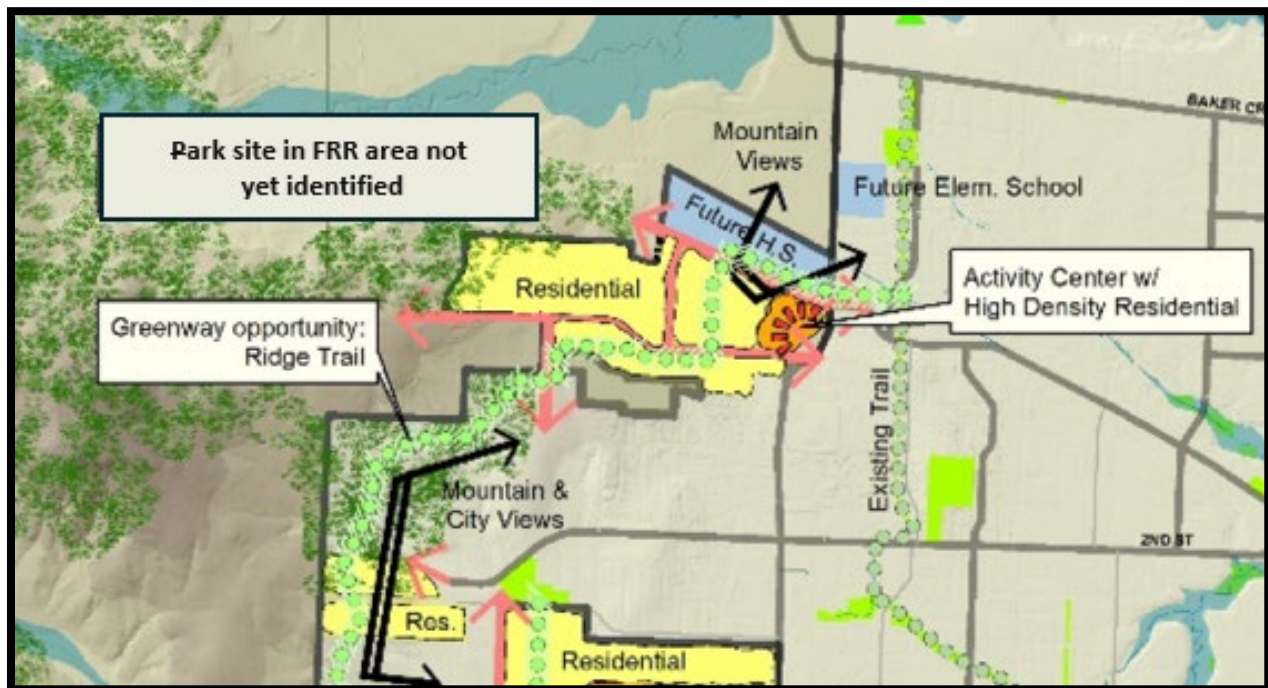
community park land need identified in the June 2024 Parks, Recreation, and Open Space Plan. The Southwest Area also has the opportunity for the development of greenway linear parks along the Cozine Creek, per the greenway land need identified in the June 2024 Parks, Recreation and Open Space Plan. A 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 are 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 green spaces 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.

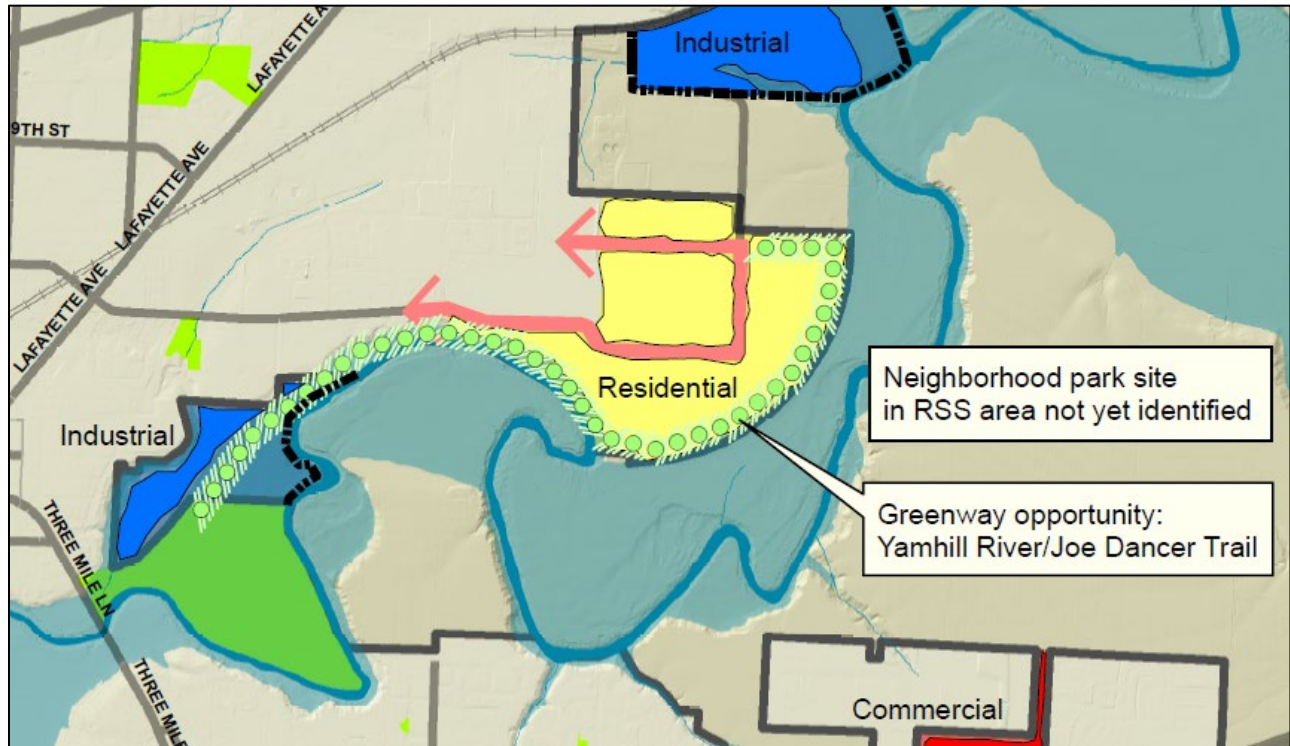
Connectivity and coordination with the development of the high school site will be important in the Fox Ridge Road Area Plan. Land uses should anticipate the development of this major community feature, and land uses should transition appropriately to surrounding areas. Any trail networks considered 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:



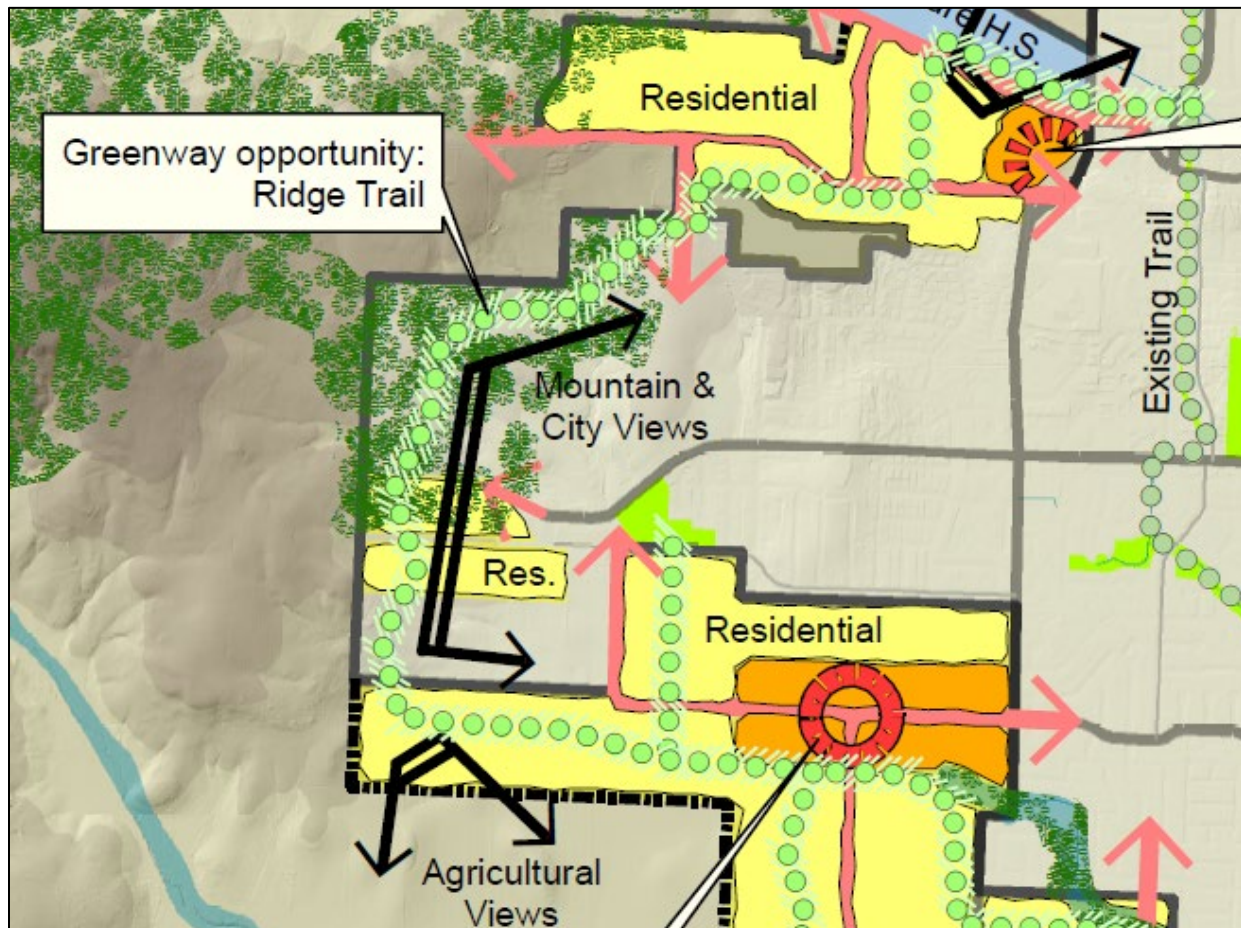
The Riverside South area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Riverside South area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. However, to provide 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.

### Redmond Hill Road Area Plan:

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.

### Redmond Hill Road as shown in MGMUP Framework Plan:



The Redmond Hill Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Redmond Hill Road area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. Due to its elevation, existing development pattern, and proximity to other existing parks, the Redmond Hill Road area may not be suitable for an additional neighborhood park. 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, there may be an opportunity for a greenway/greenspace park to provide connectivity between the Southwest Area to the south and the West Hills and existing UGB to the north. This greenway/greenspace could potentially be in the form of a ridgeline trail that provides for overlooks that highlight views of the adjacent farmland and city.



### **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.

**EXHIBIT D:**  
**Ordinance No. 5170**



**CITY OF MCMINNVILLE**  
**PLANNING DIVISION**

231 NE FIFTH STREET  
MCMINNVILLE, OR 97128  
503-434-7311

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

**DECISION, FINDINGS OF FACT AND CONCLUSIONARY FINDINGS UPDATING THE MCMINNVILLE COMPREHENSIVE PLAN, FOR THE APPROVAL OF LEGISLATIVE AMENDMENTS TO THE SEPTEMBER 2024 CITY OF MCMINNVILLE ECONOMIC OPPORTUNITIES ANALYSIS, THE NOVEMBER 2023 CITY OF MCMINNVILLE HOUSING NEEDS ANALYSIS, AND THE MCMINNVILLE FRAMEWORK PLAN TO SUPPORT LAND-USE EFFICIENCY MEASURES TO ADDRESS THE IDENTIFIED RESIDENTIAL AND EMPLOYMENT LAND NEED IDENTIFIED FOR THE PLANNING PERIOD OF 2021-2041.**

**DOCKETS:** G 3 – 25; G 4 – 25 and G 5 – 25

**REQUEST:** The City of McMinnville is proposing amendments to the McMinnville Comprehensive Plan, Volume I (Housing Needs Analysis and Economic Opportunity Analysis), and Volume III (McMinnville Growth Management and Urbanization Plan, Framework Plan) to support Land Use Efficiency Measures for the planning period of 2021 – 2041.

**LOCATION:** N/A. The proposal is a legislative comprehensive plan amendment.

**ZONING:** N/A. The proposal is a legislative comprehensive plan amendment.

**APPLICANT:** City of McMinnville

**STAFF:** Heather Richards, Community Development Director

**HEARINGS BODY:** McMinnville Planning Commission

**DATE & TIME:** December 18, 2025, 200 NE Second Street, Kent Taylor Civic Hall, 6:30 PM.  
Zoom, Meeting ID 831 2090 5124, Passcode 288880

**DECISION-MAKING BODY:** McMinnville City Council

**DATE & TIME:** January 27, 2026, 200 NE Second Street, Kent Taylor Civic Hall, 6:30 PM.  
Zoom, Meeting ID 883 1691 6015

**DATE & TIME:** February 10, 2026, 200 NE Second Street, Kent Taylor Civic Hall, 6:30 PM.  
Zoom, Meeting ID 883 1691 6015

**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 must be consistent with Oregon State Regulations (ORS) governing Oregon 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 this legislative amendment will be submitted to the Department of Land Conservation and Development for consideration pursuant to the post-acknowledgment plan amendment process in ORS 197.610 et seq. 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.

## DECISION

Based on the findings and conclusions, the McMinnville City Council **APPROVES** the proposed amendments to Volume I, and III of the McMinnville Comprehensive Plan to support Land Use Efficiency Measures for the planning period of 2021 – 2041.

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**DECISION: APPROVAL**

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City Council: \_\_\_\_\_  
Kim Morris, 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's Comprehensive Plan is divided into three volumes per the following:

*Volume I – Background Information:* (Both the narrative of and supporting documentation for the goals and policies developed by the community. It is a reference resource that can be used to interpret the intent of the goal and policy statements.)

*Volume II – Goals and Policies:* (These goals and policies are the culmination of the research, inventories and projections of Volume I and reflect the directives expressed through the citizen involvement process in adopting the plan. All future land use decisions must conform to the applicable goals and policies of this volume.

*Volume III – Implementing Ordinances:* (Measures to carry out the goals and policies of the plan, including the comprehensive plan and zoning map, annexation, zoning and land division ordinances, and the planned development overlays placed on areas of special significance.

These dockets are comprised of proposed amendments to the McMinnville Comprehensive Plan per the following:

- Docket G 3 – 25: Adopt an ***addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)***, which is a supplemental document of the Comprehensive Plan.
- Docket G 4 – 25: Adopt an ***addendum (November 6 EConorthwest Memorandum, entitled “Commercial and Industrial Land Use Efficiency Measures for McMinnville”), to the September 2024 Economic Opportunity Analysis (HOA)***, which is a supplemental document of the Comprehensive Plan.
- Docket G 5 – 25: Adopt an ***amended MGMUP Framework Plan***, McMinnville Comprehensive Plan, Volume III.

### ***Land Use Efficiency Measures – Residential Land***

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A. Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

## Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ❖ McMinnville will need 4,284 dwelling units of housing on buildable land based on the *HNA*.
- ❖ McMinnville has capacity for 3,183 dwelling units based on the *HNA* and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ❖ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

## Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

### ***Land Use Efficiency Measures – Industrial Land***

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ❖ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to

the supply of industrial land, with a zoning of M2<sup>1</sup> (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.

- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.<sup>2</sup>

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

### ***Land Use Efficiency Measures – Commercial Land***

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.<sup>3</sup>

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its EOA at the same time that they update the Housing Capacity Analysis that is due in 2032 in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

## **II. GENERAL FINDINGS**

The City Council finds, that based on the findings of fact and the conclusionary findings contained in the November 4 EOnorthwest Memorandum, entitled "*Residential Land-Use Efficiency Measures for McMinnville*", and the November 6 EOnorthwest Memorandum, entitled "*Commercial and Industrial Land Use Efficiency Measures for McMinnville*", and this findings report, that the proposed addendums to the November 2023 Housing Needs Analysis and the September 2024 Economic Opportunities Analysis, and the MGMUP Framework Plan are consistent with all of the applicable state and local regulations.

<sup>1</sup> This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

<sup>2</sup> This is tax lot R4428BB00302.

<sup>3</sup> These are tax lots R4429AC00104 and R4429AC00103.

Generally, these findings summarize the more detailed analysis found in the November 4 EConorthwest memorandum for “Residential land Use Efficiency Measures for McMinnville”, the November 6 EConorthwest memorandum for “Commercial and Industrial Land Use Efficiency Measures for McMinnville”, and the MGMUP Framework Plan.

This findings document provides conclusionary 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 PROS Plan and its appendices, as well as the information provided in the record.

1. Oregon Administrative Rule 660-008-0045 directed the City of McMinnville to submit a Housing Capacity Analysis to the Department of Land Conservation and Development by December 31, 2023.
2. Knowing that they would not be able to complete the effort by December 31, 2023, the City of McMinnville adopted Resolution No. 2023-63, requesting to enter into a Sequential UGB Work Plan with the Department of Land Conservation and Development per ORS 197.626(3). This was approved on February 7, 2024, extending the City’s deadline to submit the Housing Capacity Analysis to February 29, 2024 as Work Task 1 of the Sequential UGB Work Plan, and then to engage in land-use efficiency measures and an alternative UGB analysis with a submittal to DLCD by March 1, 2026 (Work Task 2 of the Sequential UGB Work Plan).
3. On February 27, 2024, the City of McMinnville adopted a Housing Capacity Analysis (Housing Needs Analysis) (Ordinance No. 5141).
4. The City elected to develop an Economic Opportunities Analysis at the same time and adopted the Economic Opportunities Analysis on February 27, 2024 per Ordinance No. 5141.
5. The City of McMinnville contracted with EConorthwest and JET Planning to lead the City through a land-use efficiencies evaluation.
6. City staff and the consultant team hosted four public joint work sessions with the Planning Commission and the City Council on the land-use efficiency measures.
7. On November 12, 2025, the City notified the Department of Land Conservation and Development of their intent to the Land-Use Efficiencies attributed to this effort., with a first evidentiary public hearing scheduled for December 18, 2025. (DLCD File #: 005-25, 006-25 and 007-25).
8. On December 8 and December 12, 2025, the City published a public hearing notice in the News Register.
9. On December 18, 2025, the McMinnville Planning Commission opened the public hearing, heard public testimony and closed the public hearing.
10. On December 18, 2025, the McMinnville Planning Commission deliberated and voted to recommend adoption of the proposed amendments to the City Council.
11. On January 27, 2026, staff presented the Planning Commission’s recommendation to the McMinnville City Council.

12. On January 27, 2026, the McMinnville City Council considered the public record and voted to approve the proposed Amendments to support the Land Use Efficiency Measures, by having the first reading of Ordinance No. 5170.
13. On February 10, 2026, the McMinnville City Council considered the public record and voted to approve the proposed Amendments to support the Land Use Efficiency Measures, by adopting Ordinance No. 5170.

#### **IV. COMMENTS RECEIVED**

Friends of Yamhill County / 1000 Friends of Oregon, December 17, 2025

##### **Docket G 3-25: Land-Use Efficiency Measures Addendum to EOA**

This PAPA is an addendum to the City's November 2023 Economic Opportunities Analysis (EOA). 1000 Friends and FYC have outstanding concerns about the November 2023 EOA. However, this addendum is a first step in the right direction. The addendum addresses one of 1000 Friends' and FYC's concerns surrounding the 2023 EOA, the inclusion of vacant land held by Linfield University. 1000 Friends and FYC support this portion of the addendum. The addendum does not, however, address all of 1000 Friends' and FYC's concerns with the EOA. 1000 Friends and FYC encourage the City to adopt additional amendments to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the November 2023 EOA, including:

- Removing employment forecast for "retail leakage," given the City's use of generalized employment forecasts tied to population growth that already account for mechanisms such as retail leakage;
- Revising the multiplier used to derive necessary employment land acreage to account for jobs located on non-employment land such as home offices or residential care facilities;
- Revising the commercial employment density factor to reflect the density factor used in previous EOA's.

##### **Docket G 4-25: Land-Use Efficiency Measures Addendum to HNA**

This PAPA is an addendum to the City's November 2023 Housing Needs Analysis (HNA). 1000 Friends and FYC have outstanding concerns about the November 2023 HNA. However, this Addendum is a first step in the right direction. The Addendum partially addresses one of 1000 Friends and FYC's concerns surrounding the 2023 HNA, the inclusion and calculation of land needed for parks. 1000 Friends and FYC support this portion of the Addendum. The Addendum does not, however, address all of 1000 Friends and FYC's concerns with the HNA. 1000 Friends and FYC encourage the City to adopt additional addendums and/or land-use efficiency measures to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the



November 2023 HNA, including:

- Revising the HNA to increase housing densities to account for the demonstrated needs of current residents of the City;
- Revising the HNA's buildable lands inventory to include vacant lands currently in church ownership to comply with OAR 660-008-05(2) and OAR 660-009-0015(3).

**Docket G 5-25: Land-Use Efficiency Measures Amendment to City Growth Management and Urbanization Plan**

1000 Friends and FYC support the proposed land-use efficiency measures identified in this PAPA. However, the proposed land-use efficiency measures could and should go further to address the City's lack of diversity of housing options at all price levels. Specifically, the City should reduce the minimum lot size requirements in the City's single-family zones (R-1 and R-2). Reducing minimum lot sizes enables more affordably priced homes that are often a better fit for smaller household sizes. Reducing minimum lot size also reduces public infrastructure costs and more efficiently uses land zoned for residential use, resulting in neighborhoods that are more compact, walkable and community-focused. The City should consider adding this land-use efficiency change to the proposed amendment before adopting this PAPA.

**V. CONCLUSIONARY FINDINGS:**

The Conclusionary Findings are the findings regarding consistency with the applicable criteria for the application.

**Alignment with Oregon's Statewide Planning Goals and Administrative Rules:**

Per the findings identified in the November 4 ECONorthwest Memorandum, entitled "*Residential Land-Use Efficiency Measures for McMinnville*", and the November 6 ECONorthwest Memorandum, entitled "*Commercial and Industrial Land Use Efficiency Measures for McMinnville*", The City Council finds that these comprehensive plan amendments are compliant with Oregon Land Use Goal #1 (Citizen Involvement), Goal #2 (Land Use Planning), Goal #9 (Economic Development), and Goal #10 (Housing) by creating the land-use efficiencies to meet the forecasted need of land for both residential and industrial land as calculated for the planning horizon of 2021 – 2041, within the existing urban growth boundary.