



Kent Taylor Civic Hall
200 NE Second Street
McMinnville, OR 97128

**Joint City Council & Planning Commission
Work Session Meeting Agenda
Tuesday, September 22, 2026
5:30 p.m. – Work Session**

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

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JOINT WORK SESSION:

You may join online via Zoom Webinar Meeting:

<https://mcminnvilleoregon.zoom.us/j/89554025743?pwd=hHfOdOiUPZCqIMP3NfiYYUbPzjxqWa.1>

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

Webinar ID: 895 5402 5743

5:30 PM – JOINT CITY COUNCIL & PLANNING COMMISSION WORK SESSION – VIA ZOOM AND SEATING AT CIVIC HALL

1. MAYOR MORRIS CALLS JOINT MEETING TO ORDER
2. JOINT CITY COUNCIL/PLANNING COMMISSION WORK SESSION – TRANSITIONAL HOUSING CODE AMENDMENTS (DOCKET G 4-24)
3. MAYOR MORRIS ADJOURNMENT OF JOINT MEETING



COMMUNITY DEVELOPMENT DEPARTMENT

STAFF REPORT

DATE: September 22, 2026
TO: Adam Garvin, City Manager
SUBMITTED BY: Heather Richards, Community Development Director
WRITTEN BY: Evan Hietpas, Planning Manager
SUBJECT: Transitional Housing Code Amendments (Docket G 4-24)

Report in Brief:

This is a Work Session to discuss transitional housing code amendments. The adoption of code amendments to allow transitional housing was included in the City's adopted Housing Production Strategy (HPS) in 2025. City staff and Elizabeth Decker will lead a PowerPoint presentation to work through the discussion. **A memo has been prepared to help the Planning Commission and City Council prepare for the key topics of focus (Attachment 1).**

The transitional housing standards were initially drafted in 2024 with the Affordable Housing Committee (AHC) and incorporated feedback received from the Planning Commission and Public Open House in 2024. More recently, the Planning Commission provided direction in June 2026, and this Joint Work Session is intended to provide staff and JET Planning with final refinement on the proposed code amendments before moving towards the public hearing process for code adoption.

Background:

In 2024, the AHC and Planning Commission (PC) developed draft code amendments to allow transitional housing in McMinnville. This work was put on hold as the City completed its [Housing Production Strategy \(HPS\)](https://www.mcminnvilleoregon.gov/cd/page/housing-production-strategy-hps-docket-g-4-24)¹ in 2025. **Incorporating the transitional housing code amendments in the broader discussion of HPS actions provided an opportunity for stakeholder involvement to establish the final actions.** This included Project Advisory Committee (PAC), AHC, PC, and City Council meetings,

¹ <https://www.mcminnvilleoregon.gov/cd/page/housing-production-strategy-hps-docket-g-4-24>

as well as broader public engagement efforts. From the HPS, the City now has sixteen (16) actions that are scheduled for implementation over the next eight (8) years. In 2025, the City applied for, and was awarded a technical assistance grant from DLCD's Housing Division for the purpose of implementing the first four (4) HPS actions:

- #5 Codify the Great Neighborhood Principles
- **#7 Adopt transitional housing code amendments**
- #11 Partner with community land trusts
- #12 Support affordable housing through land provision

This grant funding allowed the City to contract with Elizabeth Decker (JET Planning) to help implement actions #5 and #7 (both regulatory code amendment actions). Right now, city staff and JET Planning are focused on transitional housing code amendments, before moving into the Great Neighborhood Principles code this coming winter/spring.

Exhibit 11. HPS Actions: Implementation Schedule

Action Group	Action Name	Implementation Years								
		2026	2027	2028	2029	2030	2031	2032	2033	
Long-Range Planning	1. Use more land in the Urban Holding Plan Designation for housing	Evaluate		Action	Implementation					
	2. Rezone land to R-5 within the existing city limits for housing		Eval.	Action	Implementation					
	3. Develop area plans for Urban Growth Boundary areas	Eval. (SW)	Action (SW)	Implement.	Eval. (RSS)	Action (RSS)	Implementation			
	4. Infrastructure planning to support residential development		Eval.	Action	On-Going Re-evaluate/Implementation					
Regulatory Amendments	5. Implement and codify Great Neighborhood principles	Eval.	Action	Implementation						
	6. Require a mix of housing types for to-be-annexed land		Eval.	Action	Implementation					
	7. Adopt code amendments to support transitional housing	Action	Implementation							
Incentives for New Housing	8. Incentivize and promote accessible design			Eval.	Action	Implementation				
	9. Establish a Multiple-unit tax exemption (MUPTE) program			Eval.		Action	Implementation			
	10. Scaling of systems development charges (SDCs)			Eval.	Action	Implementation				
Land-Based Programs	11. Partner with Community Land Trusts (CLT)	Action (CET)	Implementation						Re-evaluate	
	12. Support affordable housing development through land provision	Action (CET)	Implementation						Re-evaluate	
Housing Choice and Preservation	13. Develop and adopt a Strategic Housing Opportunities Plan					Evaluate		Action	Implement.	
	14. Mitigate displacement through the adoption of anti-displacement policies and strategies	Evaluate			Action	Implementation				
	15. Implement a fee for demolition of existing affordable homes	Eval.	Action	Implementation						
	16. Preserve and support development of manufactured home parks				Eval.	Action	Implementation			

Discussion:

The JET Planning Memo (attachment 1), along with the presentation will help guide the Planning Commission's discussion. Please see a summary of the memo below:

- ***Section III "Code Overview"*** outlines the key policy topics that have been discussed to date, including: Permitted Zones, Accommodation Types, Required Services/Amenities, Minimum Development Standards, Review Procedure, and Qualifications for Operations and Management.
- ***Section IV "Concepts to Refine"*** takes those key policy topics identified in Section III and seeks to provide recommended options for the Planning Commission to consider, based on both the Affordable Housing Committee's original recommendation, and further review from City staff and Elizabeth Decker.
 - A. Scale of Development Permitted in Each Zone
 - B. Residential Design Standards
 - C. Fencing & Landscaping
 - D. Minimum Parking
 - E. Review Required
 - F. Management and Enforcement

The presentation will first provide an overview of the work completed to-date, and then walk through these policy topics for discussion, allowing for questions and input.

Following this joint work session, city staff would work to refine the code language based on input received, and is working towards a November 5th Planning Commission Public Hearing, and subsequent action from City Council to adopt the code amendments.

Attachments:

1. JET Planning Memo
2. Draft Transitional Housing Regulations (September 2026)
3. Excerpts from HPS on Transitional Housing Code Amendments
4. Affordable Housing Committee Recommendation
5. Transitional Housing Code Amendment Research Matrix
6. Example Images of Sleeping Units



MEMO

DATE: September 10, 2026
TO: City of McMinnville Planning Commission & City Council
CC: Heather Richards and Evan Hietpas, McMinnville Community Development
FROM: Elizabeth Decker, JET Planning
SUBJECT: Transitional Housing Draft Code

I. INTRODUCTION

The City of McMinnville is working to refine and adopt code amendments that will permit transitional housing, a type of housing intended to house individuals and families experiencing homelessness, or at imminent risk of homelessness, in flexible, nonpermanent living units, paired with on-site supportive services. The City began work on transitional housing code amendments in 2024 including work by the Affordable Housing Committee to conduct case studies and develop draft code standards, which was reviewed by the Planning Commission in November 2024. An Open House held in December 2024 provided further community input on the draft code standards. The City evaluated the proposed allowance of transitional housing during the 2025 Housing Production Strategy (HPS) process to ensure there was local policy support for the code amendments.

Now, the adoption of transitional housing amendments is identified as housing action #7 in the HPS, scheduled for implementation in 2026-2027. The City received a DLCD grant to fund the work needed to finalize and adopt transitional housing code amendments this year.

Planning Commission reviewed this earlier work at their June 4th meeting and provided initial input on the code concepts, which are reflected in the attached draft transitional housing code. The intent of the September 22nd joint work session is to review the draft code and underlying concepts, and to further refine outstanding policy areas. Council and PC feedback will shape a revised draft to be considered for adoption this fall.

Note for Planning Commission: This memo is similar to material you reviewed in June, with updates to reflect your discussion and preferred direction.

II. BACKGROUND

Oregon cities are enabled, but not required, to permit transitional housing under ORS 197A.452 (formerly ORS 197.746). Transitional housing allows a variety of types of ‘living units’ for individuals experiencing or at risk of homelessness, such as ‘pods,’ huts, cabins, yurts, tents and vehicles, distinct from permanent ‘dwelling units’ typically permitted by cities as residential development. Transitional housing sites may also provide separate or shared facilities for cooking, laundry, restrooms and showers, parking or other services, with or without on-site supportive services such as case management. Transitional housing differs from ‘emergency shelters’ located within permanent buildings, which must be permitted exempt from local land use regulations if they meet the standards in ORS 197.782. Transitional housing also differs from shelters because it is intended for longer stays.

The City identified the need for transitional housing opportunities in McMinnville due a variety of factors including housing shortages, lack of affordability, limited non-profit and government agency capacity, and homelessness for a variety of other reasons (healthcare costs, unemployment, disability or injury, fleeing domestic violence or abuse).

Development of transitional housing standards began with efforts by the Affordable Housing Committee over four meetings in the first half of 2024, including review of example projects and adopted regulations from five different jurisdictions, to develop draft transitional housing regulations. Many transitional housing developments in communities that were studied were sponsored by religious institutions, nonprofits, or local governments. Planning Commission reviewed the draft regulations and identified several issues meriting further review, including standards for fencing and landscaping, parking, development intensity, and the applicability of residential design standards, as well as the review process required, enforcement and compliance, and approval term.

A Transitional Housing Subcommittee was formed to help shape a public Open House in December 2024 to share more information on the proposed code amendments and gather further community input on potential concerns. Overall, community members shared support for the proposed allowance of transitional housing, and expressed an interest in the Planning Commission’s recommendation to “scale” the size of the development to fit the context of other permitted uses in different zones (R-1 vs R-5 vs C-3).

The intent of this phase of work is to refine the Transitional Housing standards, initially drafted in 2024 with the Affordable Housing Committee, incorporating feedback from the Planning Commission and Open House in 2024 as well as refinement discussions with Planning Commission and City Council, and bring them forward for adoption later this year.

III. CODE OVERVIEW

Input from the Affordable Housing Committee, Planning Commission and City Council shaped a 2024 draft of transitional housing standards, which were the basis for the revised code draft provided here. The draft code standards address:

- **Where to permit transitional housing:** Transitional housing is proposed as a permitted use in all residential zones and commercial zones where residential uses are permitted (R-1, R-2, R-3, R-4, R-5, O-R, C-3), and prohibited in other commercial, industrial and holding zones (C-1, C-2, M-L, M-1, M-2, A-H, F-P). Feedback on the proposed intensity and size of transitional housing in these zones is desired, see Section IV.A.
- **Which types of accommodations to permit:** Proposed regulations focus on individual hard-sided structures, termed sleeping units or commonly called “pods,” which provide space for sleeping but do not include facilities for both cooking or sanitation within the units. Less permanent structures like yurts, huts, tents or fabric structures would not be permitted. Residential design standards would not be applied to these structures, and the focus would be on the perimeter fencing and landscaping to create compatibility instead; see Section IV.C.

The 2024 draft contemplated standards for “pods,” congregate housing, and permanent dwelling units, but the majority of the interest and examples were focused on pod villages and so the proposed regulations are more tightly focused. The proposed code does allow any permanent housing type (apartments, cottages, etc) that meets the City’s Residential Development and Design Standards to be used for transitional housing, but this option is expected to be less popular given the significantly higher costs of permanent construction.

- **Which types of site amenities and features to require:** Each transitional housing site would be required to provide shared facilities that meet residents’ needs and mitigate off-site impacts for neighboring properties, including:
 - o Secure, lockable storage accessible to individual residents.
 - o Access to kitchen/dining and bathroom areas with showers, which may be individual or shared. Additional resident amenities allowed but not required, such as laundry facilities.
 - o Solid waste and recycling enclosures;
 - o Site lighting.
 - o Fencing and landscaping, as discussed below in Section IV.C.
 - o Off-street parking, discussed further below in Section IV.D.

- **How to review and permit new developments:** Land use approval will be required, with further discussion needed on whether to require Director Decision with or without notice, see Section IV.E below. Opportunities for public notice and engagement as part of or outside the land use review process should also be considered.
- **How to provide for ongoing management of transitional housing sites:** Only qualified organizations with experience are eligible to manage such sites, and must provide a management plan and resident code of conduct, as discussed further in Section IV.F. There is interest in an annual reporting requirement, with the level of detail still to be refined. Proposed enforcement provisions address sites that fail to comply with standards.

IV. CONCEPTS TO REFINE

There are several outstanding aspects of the transitional housing regulations needing refinement, where City Council and Planning Commission input is sought to inform the next code draft. Key overall considerations:

- Transitional housing is a recognized need in the community. The needs and dignity of transitional housing residents can be affirmed by establishing clear pathways to develop transitional housing that provides a range of services in a respectful setting that meets daily needs.
- “Pods” are small private units with provisions for sleeping but not for cooking or sanitation defined as “sleeping units.” Regulations should be written with consideration that many sleeping units are prefabricated with limited opportunities for customization and typically have a fixed lifespan.
- Transitional housing can be an interim use for most sites and thus may not warrant full site improvements akin to other ‘permanent’ housing developments. Full improvements could be a disproportionate expense for these types of developments and may limit future reuse/redevelopment of a site.
- There are likely to be few of these developments based on local organizations’ capacity to develop and support such projects, so flexibility may be important to ensure that the regulations can be applied in those cases while ensuring core development and operational standards are met.
- Integrating transitional housing sites into neighborhoods and managing off-site impacts is important for compatibility with neighborhoods and acceptance of transitional housing developments.

- There should be opportunity for meaningful public input on transitional housing standards, without allowing housed neighbors to have disproportionate veto power over proposed developments or create barriers to development. Meaningful input should include shaping the transitional housing regulations through this process, and may or may not warrant extensive public input on specific site developments.

A. Scale of Development Permitted in Each Zone

The general concept discussed previously is that the intensity and scale of transitional housing developments should be proportionate to the planned density or scale of the zoning district. A parallel consideration is that religious organizations and other nonprofits around the state have been some of leading sponsors of these developments on their properties, and many religious organizations in McMinnville are located in low-density residential areas so even those zones should permit meaningful development opportunities.

The scale of transitional housing developments should also be considered: most sleeping units (“pods”) are only a single story tall and generally require the same amount of spacing between units and for community amenities regardless of zoning. That is, density of sleeping units is not likely to increase proportionately to the density and height permitted across residential districts.

Instead, the key variable appears to be the total number of units within a site. Research led by Portland State University identified a preferred development size of 20-30 units, as recommended by residents, support staff and designers of transitional housing sites.¹ This range of 20-30 units can be scaled with the density of zones where permitted. Higher-density or commercial sites could accommodate several such clusters if desired.

Recommended Standards

Set maximum number of sleeping units scaling with zones: up to 20 units in R-1, R-2, R-3, and up to 30 units in R-4, R-5, O-R and C-3. Rather than regulating an intensity of units based on site size, allow site area needed per unit to guide how many total units are proposed. *Section 17.54.075(D)*

Discuss: *Do you support the proposed scale of transitional housing developments by zone?*

¹ *Village Research & How-To Guide*. Portland State University Homeless Research & Action Collaborative, 2022. Page 181.

B. Residential Design Standards

There was previous consideration about whether and how residential design standards should apply to transitional housing. Design standards for all housing types address main entrances on the façade, minimizing driveway breaks in the street frontage, providing for front yards, integrating alleys for access, minimizing street-facing garages, and providing architectural features for compatibility (Chapter 17.11.090). Given that most transitional housing projects are interim uses using prefabricated structures, other cities studied did not apply any architectural design standards to transitional housing. Several of the site design standards would not be applicable to transitional housing, such as garage and driveway placement.

Recommended Standards

Do not apply the City's Residential Design Standards to transitional housing as they are not relevant to the building types and could be a significant barrier to development. *Section 17.54.075(B)(2)*

C. Fencing & Landscaping

Fencing around the site exterior has been identified as an important feature to provide privacy for transitional housing residents and compatibility with surrounding neighborhoods. Best practices call for privacy fencing around living areas with provision for at least two entry and exit points, and a “front door” for the many site visitors such as volunteers and case managers, which can be integrated with a community building.² McMinnville fencing standards citywide address height of fences (up to 3 feet tall in front or exterior side yards, and up to 7 feet tall in side and rear yards) and requirements for sight-obscuring treatments (fences, wall or evergreen plantings), but do not address materials or design of fences in any zoning districts.

Perimeter landscaping has also been identified as a priority to complement the fencing and enhance compatibility, however, there are no existing perimeter landscaping standards in the City's landscaping code (Chapter 17.57) that would apply. Overall site landscaping minimums, especially elements like trees with a long maturation, are not recommended given the interim nature of such uses nor required by most other cities studied. Individual sites may choose to integrate elements like planters or faster growing species within the site.

Recommended Standards

Require perimeter fencing a minimum of 6 feet tall around the development, which must be outside of the front and exterior side yards to meet existing height standards and to provide

² *Village Research & How-To Guide*. Portland State University Homeless Research & Action Collaborative, 2022. Page 217.

room from landscaping within those yards. Require sight-obscuring fencing, walls or evergreen planting but do not apply specific fence design standards to only this type of use, since they are not applied to other uses in the same zones. *Section 17.54.075(F)(2)*

In the R-1, R-2, R-3, R-4, and R-5 zones, require a landscape buffer within front and exterior side yards equal to the required yard (15-20 feet based on zone), planted with shrubs and groundcover. Trees, especially existing ones, could be incorporated but would not be required. *Section 17.54.075(F)(3)*

Discuss: *Do the combined fencing and landscaping standards adequately address the “front door” of transitional housing developments and help to integrate such developments into a variety of contexts, while balancing costs and permanence of improvements?*

D. Minimum Parking

Both residents and staff at transitional housing developments may have vehicles, so some provision of off-street parking could help address this need. Up to one-third of residents surveyed in Portland-area transitional housing developments had vehicles, and the numbers may be slightly higher in less transit-served areas like McMinnville.³ Earlier discussion on this topic recommended applying a minimum parking standard of 0.5 spaces per sleeping unit, the same standard as applies to affordable housing apartments, which would appear to meet anticipated average parking demand.

In addition to parking ratios, limited parking area improvements focused on functionality are proposed rather than full improvements including paving and landscaping that can be both costly and more permanent than may be suitable for these uses.

Recommended Standards

Set minimum parking requirement at 0.5 spaces per sleeping unit, with shared parking encouraged to use existing spaces associated with a primary institutional use on the property, such as a church parking lot that is empty six days of the week. *Section 17.54.075(F)(4)*

Such parking areas would be subject to functional parking lot design standards such as minimum dimensions for stalls and drive aisles and perimeter screening (which can be met with required exterior fencing), with flexibility for gravel surfacing in lieu of paving (pending conversation with Public Works) and no requirement for interior parking lot landscaping. *ibid*

³ *Village Research & How-To Guide*. Portland State University Homeless Research & Action Collaborative, 2022. Page 217.

E. Review Required

Land use review will be required for proposed transitional housing developments. Review procedures should provide both a timely, predictable path for applicants to secure permits as well as appropriate opportunities for the community to be informed and/or comment on the proposed development. A significant opportunity for public input on transitional housing is this legislative process we are undertaking: ideally, the resulting regulations set the “ground rules,” establishing the standards that projects need to meet with the assurance that projects meeting those standards will be approved. Project-specific public input can be useful to address site-specific issues, but can also re-open fundamental policy questions such as whether or not transitional housing should be permitted in a given neighborhood.

The Affordable Housing Committee recommended that qualifying transitional housing developments should be allowed outright through a Director Decision without Notification (“Type I”). In 2024 discussions, the Planning Commission and City Council considered requiring either a Director Decision with Notification (“Type II”) or Planning Commission Decision with Public Hearing (“Type III”). Planning Commission discussion this June focused on whether to require a Type I or II decision.

Considerations when selecting a review process include:

- ***The opportunity for relevant public input on a project.*** A public hearing with a Type III decisions allows testimony and a Type II decision includes mailed notice and opportunity for written comment; both decisions can be appealed. Type I decisions do not include opportunities for public comment. Neighborhood meetings or neighborhood contact requirements prior to application submittal could also provide opportunities to inform the public of proposed developments with any application type.
- ***How clear and objective the standards are.***⁴ The more clear and detailed the transitional housing standards are, the more effectively a proposed development can be reviewed by the Director. More discretionary standards would better be reviewed by Planning Commission.

Recommended Standards

Continue to focus on public input during this phase as the regulations are being developed, and on developing clear and detailed standards that lend themselves to a Director’s review.
Determine preferred decision type and public notification strategies. *Section 17.54.075(H)*

⁴ Transitional housing does not appear to be explicitly subject to the same “clear and objective” standards requirement as residential development under ORS 197.400(1), but clear language is simply clearer to apply for all types of development.

Discuss: *Would a Type I (Director decision) or II (Director decision with public notice) be preferred for transitional housing developments? Should the decision type vary based on the zoning district where proposed, or be the same for all developments since the standards are the same for all zones?*

Are there complementary public information requirements that could be useful specifically for this type of use, such as distribution of the Management Plan and Resident Code of Conduct to neighbors (with a Type I, in lieu of mailed notice) and/or posting an informational sign at the proposed development site (with either Type I or II)?

F. Management and Enforcement

The draft standards address management and enforcement of transitional housing, with standards:

- Requiring a qualified organization or agency to manage the development. This is a key requirement included in many cities' codes.
- Requiring a management plan detailing ongoing operations.
- Establishing a residential code of conduct.
- Requiring annual reporting on residents served, operations, and any public service calls along with resolution of each. The reporting requirements have been shortened considerably from the earlier draft to reduce the burden for operators, with the intent that organizations could provide a copy of a similar report generated for grant reporting, licensing or similar purpose rather than generating a new report. An additional goal is to limit information to those items that may inform the City's ongoing housing planning and management of these developments.

Previous requirements establishing eligible residents of transitional housing developments are no longer recommended, in deference to operators' expertise and to avoid potential discrimination.

Proposed enforcement provisions would allow the City to revoke approvals of a site that did not comply with the management requirements or any other requirements for the development.

Recommended Standards

Limit management standards to qualified operators, require a management plan and a resident code of conduct, and simplified annual reporting. *Section 17.54.075(I)*

Establish enforcement standards to allow the City to revoke authorization for transitional housing developments that fail repeatedly to comply with the standards of the chapter. *Section 17.54.075(J)*

TRANSITIONAL HOUSING STANDARDS

Review Draft for Planning Commission & City Council Joint Work Session

September 10, 2026

(Based on December 2024 draft)

17.06.015 General Definitions.

Transitional housing – Individual buildings grouped together that provide sleeping accommodations alongside supportive services for individuals or families who lack access to permanent or safe shelter. Transitional housing includes common shared facilities for food preparation and sanitation. Transitional housing is managed by a public agency or a non-profit agency, with or without a fee, and with no minimum length of stay.

17.12-17.48 Zoning Districts.

Transitional housing permitted subject to the provisions of Section 17.54.075 (Transitional Housing) in the following zones:	Transitional housing prohibited in the following zones:
R-1	C-1
R-2	C-2
R-3	M-L
R-4	M-1
R-5	M-2
O-R	A-H
C-3	F-P

Note: No additional changes to overlays proposed at this time for transitional housing, which means transitional housing would be permitted within the City Center Housing Overlay but not within the NE Gateway District based on existing standards. Can revisit to see if further revisions are merited.

17.54.075 Transitional Housing.

- A. Purpose. Transitional housing is intended to house individuals and families experiencing homelessness, or at imminent risk of homelessness, and is paired with on-site or off-site supportive services designed to support residents' transition to permanent independent living arrangements.

- B. Applicability. Transitional housing developments are subject to the standards of this section in addition to the regulations of the underlying zoning districts where transitional housing development is proposed.
1. Per 17.03.040(B), where the standards of this section vary from or conflict with any other provisions of this title, the standards which are the most restrictive, or the highest standard, shall govern.
 2. Transitional housing developments developed under this section are not subject to the provisions of Chapter 17.11 (Residential Design and Development Standards).
 3. Transitional housing shall comply with all applicable local, state, and federal laws, rules, and regulations unrelated to land use, unless waived by the appropriate approving authority/official.
 - a. Applicant shall obtain all building permits deemed necessary by the Building Official.
 - b. All residential structures shall comply with International Property Maintenance Code (IPMC) regulations for habitable and occupiable buildings.
- C. Development Permitted.
1. Transitional housing developments shall be developed as sleeping units: individual units that provide rooms or spaces for one or more persons, include permanent provisions for sleeping, and can include provisions for living, eating and either sanitation or kitchen facilities but not both.
 - a. Transitional housing developments may be developed as any housing type meeting the provisions of Chapter 17.11 (Residential Design and Development Standards) and all applicable provisions of this Zoning Ordinance. Such transitional housing developments may include facilities accommodating the operator or providers of on-site supportive services as an accessory use, and are subject only to subsections (I) and (J) of this Section 17.54.075.
 2. Sleeping units may be arranged in any detached or attached configuration.
 3. Yurts, fabric structures, tents, and similar accommodations are prohibited in transitional housing developments. Motor vehicles including recreational vehicles are also prohibited. See Section 8.36.020 for provisions regarding designated temporary campsites.
 4. Transitional housing developments may include facilities accommodating the operator or providers of on-site supportive services as an accessory use.
 5. Transitional housing developments may include accessory uses and structures which are customary to residential development subject to the regulations of the Zoning Ordinance.
- D. Development Size.
1. In the R-1, R-2, and R-3 zoning districts, up to twenty (20) sleeping units are permitted per transitional housing development.

2. In the R-4, R-5, O-R, and C-3 zoning districts, up to thirty (30) sleeping units are permitted per transitional housing development.
 3. No other density requirements shall apply to transitional housing developments.
- E. Development Standards.
1. Transitional housing shall comply with the lot size, yard requirements, and building height standards of the applicable zoning district.
 2. Sleeping units and other buildings shall have a minimum 6-foot separation, unless the Building Official determines that a greater distance is needed for fire separation, emergency access, or other requirements.
- F. Site Improvement Standards. The following standards shall be met for all transitional housing developments.
1. Site Lighting.
 - a. Lighting shall be installed to illuminate site entries, individual sleeping unit entries, common shared facility building entries, pathways, and other areas with high activity.
 - b. Lighting shall be shielded and directed downward to avoid skyward glare or light pollution onto adjacent properties.
 2. Fencing. Perimeter fencing shall be required to provide privacy for residents and compatibility with adjacent properties.
 - a. A sight-obscuring fence, wall, or planting not less than six (6) feet tall shall be constructed around the perimeter of the transitional housing development, except at entries and exits.
 - b. If the transitional housing development occupies only a portion of the site, such as where it is collocated with another use of the site, the applicant is only required to fence the perimeter of the transitional housing development.
 - c. Fences shall comply with all provisions of Chapter 8.10.210 (Fences), including height restrictions in front and exterior side yards.
 - d. The fence shall be maintained, and the long-term maintenance of the fence shall be described in the Management Plan.
 3. Landscaping.
 - a. In the R-1, R-2, R-3, R-4, and R-5 zones, a landscaping buffer is required within any yards abutting a public sidewalk. The landscaping buffer shall be the width of the required yard.
 - b. The landscaping buffer shall be planted with a minimum of shrubs spaced no more than three (3) feet on center and groundcover. Additional landscaping materials including existing or newly planted trees may also be incorporated.
 - c. Transitional housing developments are exempt from Chapter 17.57 (Landscaping) and Sections 17.58.080-17.58.110 (Trees).

4. Minimum Parking Requirements. Off street parking and loading shall be provided as required by Chapter 17.60 (Off-Street Parking and Loading).
[Add to 17.60: Minimum 0.5 spaces per sleeping unit.]
 - a. Notwithstanding Section 17.60.080(A), parking spaces may be surfaced with a minimum of treated gravel and maintained dust free rather than asphaltic cement concrete or Portland cement concrete.
 - b. On sites where a transitional housing development is collocated with another use of the site, joint use of parking facilities is permitted per Section 17.60.120, through administrative review.
 - c. Bicycle parking is encouraged but not required for transitional housing developments in any zone.
5. Solid Waste and Recycling Enclosures. Waste collection service is required for all transitional housing developments. Solid waste and recycling receptacles shall meet the locational requirements of Sections 17.61.030(A-B).
6. Signs. A sign must be posted at the entrance of the transitional housing development with the name and phone number of the operator. This sign shall not be illuminated or exceed six (6) square feet in size. This sign is exempt from sign standards in Chapter 17.62 (Signs).
7. Transitional housing developments shall ensure adequate utilities as follows:
 - a. The development shall be served by the City water supply system.
 - b. The development shall be served by the City electrical system.
 - c. The development shall be served by the City sewer system.
 - d. The development shall have drainage facilities conforming to City specifications.
 - e. The development must have frontage or approved access to a public or private street that meets emergency vehicle access requirements and provides sidewalks, but full improvements are not required to meet Section 17.53.101 (Streets).

G. Site Features.

1. Resident Storage. All residents must have access to personal secure storage space.
 - a. This shall be provided as a private closet in a lockable sleeping unit or bedroom, or as a lockable dedicated storage space located in a shared building.
 - b. The dedicated storage area must be at least thirty-six (36) cubic feet with an unobstructed height of at least four (4) feet.
2. Common Shared Facilities.
 - a. Transitional housing developments shall provide common shared facilities. Common areas shall be accessible to all residents and include:
 - 1) A common kitchen and dining area with adequate provisions for food storage, cooking, eating, and sanitation; and

- 2) A common bathroom area with adequate provisions for handwashing and sanitation, toilets, and showers, unless all sleeping units include private bathrooms.
- b. Common shared areas may include additional amenities for residents that the managing agency deems necessary, such as laundry facilities, exercise equipment, or workstations.
- c. Clearly defined and illuminated pathways between common shared facility buildings and sleeping units shall be provided.
- d. Common shared facility buildings shall have clearly marked entrances.

H. Review Required.

1. An application for a transitional housing development shall be subject to Planning Director's review without notification per Section 17.72.100 (Applications and Permits – Director's Review without Notification).

--OR--

1. An application for a transitional housing development shall be subject to Planning Director's review with notification per Section 17.72.110 (Applications – Director's Review with Notification).
2. In addition to the submittal requirements of Section 17.72.020 (Application Submittal Requirements), an application for a transitional housing development shall be accompanied by the following:
 - a. A narrative demonstrating compliance with all standards of this section.
 - b. A copy of the Management Plan per Section 17.54.075(I)(2).
 - c. A copy of the Resident Code of Conduct per Section 17.54.075(I)(3).
 - d. **Alternative with Type I review (first option above, in lieu of mailed notice with Type II):** Evidence that copies of the Management Plan and Resident Code of Conduct were mailed to owners of property within 100 feet of the site where the transitional housing development is proposed.
 - e. **Optional with either type of review:** Evidence that one 18 x 24-inch waterproof sign was posted on each frontage of the site within 20 feet of the adjacent right-of-way that includes a statement that a transitional housing development is proposed, the number of sleeping units proposed, the name of the operator and contact information, and information about how to obtain copies of the Management Plan and Resident Code of Conduct.

I. Management of Transitional Housing.

1. Qualified Organization or Agency. Transitional Housing developments shall be operated by one of the following:
 - a. A local government as defined in ORS 174.116 ("Local government" and "local service district" defined);
 - b. An organization with at least two years' experience operating an emergency shelter, temporary shelter, transitional housing, or similar experience working with intended resident population that is:

- 1) A local housing authority as defined in ORS 456.375 (Definitions for ORS 456.375 to 456.390);
 - 2) A religious corporation as defined in ORS 65.001 (Definitions); or
 - 3) A public benefit corporation, as defined in ORS 65.001 (Definitions), whose charitable purpose includes the support of homeless individuals, that has been recognized as exempt from income tax under section 501(a) of the Internal Revenue Code; or
 - c. A nonprofit corporation partnering with any other entity described in this subsection.
2. Management.
- a. All transitional housing projects shall submit a Management Plan. The Management Plan shall contain:
 - 1) Evidence of complying with the Qualified Organization or Agency requirements.
 - 2) Agency management policies.
 - 3) Required facilities proposal (garbage collection, storage, bathrooms, kitchens).
 - 4) On-going site maintenance plan.
 - 5) Summary of supportive services provided.
 - 6) Rental procedures.
 - 7) Security and privacy procedures.
 - 8) Management policies, maintenance plans, rental procedures, tenant rules, and security procedures.
 - b. 24-Hour Contact. Transitional housing developments shall have a manager available on call 24 hours per day and shall provide contact information to residents and the City.
3. Resident Code of Conduct.
- a. All transitional housing projects shall submit a Resident Code of Conduct. The Code of Conduct shall contain policies and information regarding:
 - 1) How individuals will be selected for available residential units.
 - 2) How the managing agency will work with residents to ensure that progress is being made to find permanent housing.
 - 3) Identification of the supportive services or case management to be provided.
 - 4) Location and expected use of all common area facilities.
 - 5) What structures or other items may be placed or stored on the premises, and where they may be placed or stored.
 - 6) Rules regarding noise disturbance, including any quiet hours.
 - 7) Rules regarding pets, if permitted, including designated areas and pet waste disposal.
 - 8) Rules for guests and visitation.
 - 9) Rules for on-site parking.

- 10) Prohibition of open flames on the premises, including within vehicles.
- 11) Other information or policies the managing agency feels necessary to include.
- b. The managing agency shall ensure that the Code of Conduct is provided to residents in a language that they understand.
- c. The managing agency shall not authorize a resident without providing them with a code of conduct form to review and sign.
- 4. Reporting. The operator shall submit an annual report to the Community Development Department. The report may be a report produced by the organization for licensing or operational purposes, that includes information similar to the following regarding the applicable operational period:
 - a. Number of residents served.
 - b. Number of residents who were provided with more permanent or transitional housing and the timeframe to achieve permanent housing.
 - c. Type of services provided, and number of residents served.
 - d. Number of public service calls to the shelter and reason for each call.
 - e. The operator is encouraged to include any additional information about transitional housing operations, such as information generated for licensing, grant or other internal annual reports.
- J. Enforcement.
 - 1. The City Manager, Community Development Director, Building Official, or designee may visit and inspect a transitional housing development periodically to ensure compliance with all applicable regulations.
 - 2. Failure to comply with the regulations of this Chapter shall be considered a violation, subject to investigation and notice procedures of Sections 2.50.110 & 2.5.120 of this Code.
 - 3. Upon issuance of a violation under this Chapter, a responsible party may take corrective action subject to the procedures of Section 2.50.210 of this Code.
 - 4. An owner or other responsible party may protest a notice of violation under this Chapter subject to the procedures of Section 2.50.510 of this Code.
 - 5. Upon determination of a violation of the regulations of this Chapter, the City Manager or designee may:
 - a. Revoke authorization of a transitional housing development for violations of the requirements of this Section.
 - b. Prohibit a transitional housing development on a property if the City finds that any activity related to the site on that property constitutes a nuisance or other threat to the public welfare.

Such actions by the City Manager or designee shall be tolled pending corrective action, protest, or appeal under Paragraphs 3 or 4 of this Section.

6. Nothing in this Section of this code creates any duty on the part of the City or its agents to ensure the protection of persons or property with regard to permitted transitional housing developments.
7. Approval of a transitional housing development under this section shall not be construed to abrogate or limit the jurisdiction or authority of the McMinnville Police Department or any other law enforcement agency.



May 2025

City of McMinnville Housing Production Strategy



Prepared for: City of McMinnville

ECONorthwest

920 SW 6th Ave • Suite 1400 • Portland, OR 97204 • 503-222-6060

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Project Advisory Committee

Abigail Neilan
Judith Pasch
Scott Cunningham
Rob Hallyburton
Amanda Pewonka
Beth Caster
Duane Mancill

Katie Johnson
Michael Jester
Roger Tompkins
Theresa Deibele
Beth Rankin
Brian Randall

City of McMinnville

Heather Richards, Community Development Director
Evan Hietpas, Associate Housing Planner
David Berniker, Planning Manager

ECONorthwest Consulting Staff

Beth Goodman, Project Director
Jennifer Cannon, Senior Project Manager
Amanda Ufheil-Somers, Project Manager

City of McMinnville Contact:

Heather Richards, Community Development Director

503-474-5107

Heather.Richards@mcminnvilleoregon.gov

ECONorthwest Contact:

Beth Goodman, Project Director

541-505-7208

goodman@econw.com



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5. Details of HPS Actions

This section presents some information about each action. If selected for inclusion in the HPS, additional information will be included for each action.

The Housing Production Strategy (HPS) builds directly from the DRAFT “City of McMinnville Housing Strategy” (2019) when it comes to proposing policies, actions, and strategies to address housing needs. There are eight (8) actions from the work in 2019 that are being carried forward now, and eight (8) new actions that are proposed for inclusion. The sixteen (16) HPS actions were divided into five (5) different categories: Long Range Planning, Regulatory Amendments, Incentives for New Housing, Land-Based Programs, and Housing Choice and Preservation.

Categories of Actions

- ◆ **Long Range Planning** – Focuses on the preparing for future growth and development. Long range planning efforts require public engagement and close coordination between various City departments and service providers. Long range planning covers topics such as land use and housing, transportation systems, public parks and facilities, and environmental protection. These disciplines are considered together in the context of the community’s vision for the future. These efforts have “Project Advisory Committees (PACs)” made up of community members that are involved in the process. Additionally, other relevant city Committees and Commissions engage in these plans, with final adoption by City Council.
- ◆ **Regulatory Amendments** – Regulatory amendments are changes or modifications to the existing McMinnville Municipal Code or other governing laws. This category addresses amendments to regulations for residential development in the Zoning Ordinance (Title 17). Regulatory amendments are closely reviewed by the Planning Commission which then provides recommendations to City Council for adoption.
- ◆ **Incentives for New Housing** – This category focuses on incentivizing the development of new housing that is responsive to the community’s needs. Incentives can help influence the type of housing that is built. This includes housing that is affordable, accessible, and provides people with choices. These incentives will be reviewed by the Affordable Housing Committee and the Planning Commission before being considered by the City Council for adoption.
- ◆ **Land-Based Programs** – This category focuses on available land for housing development. The cost and acquisition of land is one barrier to residential development, and the actions in this category are intended to reduce that barrier by identifying opportunities to provide land for needed housing types, including affordable housing and homeownership opportunities. The programs will receive oversight from the Affordable Housing Committee, with final decisions made by the City Council.
- ◆ **Housing Choice and Preservation** – This category focuses on preserving existing affordable housing stock and providing increased housing choice to people. The actions in this category

focus on policy-making efforts to identify opportunities to promote equitable housing outcomes. The actions in this category will be reviewed by the Affordable Housing Committee and Planning Commission, with final action taken by City Council.

Section 5 provides details of each of the Actions in the order shown below. The following information is provided for each Action:

- ◆ Rationale for why action is being taken
- ◆ Description of what the action is
- ◆ City's role in implementing the action
- ◆ Stakeholder Input that informed the action
- ◆ Implementation steps that are anticipated
- ◆ Funding or revenue implications to consider and account for

Exhibit 8. List of Actions in the HPS

Long-Range Planning (Page 36)
1. Use more land in the Urban Holding Plan Designation for housing
2. Rezone land to R-5 within the existing city limits for housing
3. Develop area plans for Urban Growth Boundary areas
4. Infrastructure planning to support residential development
Regulatory Amendments (Page 45)
5. Implement and codify Great Neighborhood principles
6. Require a mix of housing types for to-be-annexed land
7. Adopt code amendments to support transitional housing
Incentives for New Housing (Page 51)
8. Incentivize and promote accessible design
9. Establish a Multiple-unit tax exemption (MUPTE) program
10. Scaling of systems development charges (SDCs)
Land-Based Programs (Page 58)
11. Partner with Community Land Trusts (CLT)
12. Support affordable housing development through provision of land
Housing Choice and Preservation (Page 65)
13. Develop and adopt a Strategic Housing Opportunities Plan
14. Mitigate displacement through the adoption of anti-displacement policies and strategies
15. Implement a fee for demolition of existing affordable homes
16. Preserve and Support Development of Manufactured Home Parks

7. Adopt Code Amendments to Support Transitional Housing Development

Rationale

Transitional housing is not a housing type that is typically produced by market actors due to the lack of revenue generated from this housing type. Transitional housing though, does provide a phase of housing for individuals experiencing houselessness that is affordable and stable for a longer time than emergency shelter, allowing for the time necessary to stabilize and achieve permanent housing.

Description

Transitional housing is intended to house individuals and families experiencing homelessness, or at imminent risk of homelessness, and is paired with on-site or off-site supportive services designed to eventually transition the residents to permanent independent living arrangements. Transitional housing is a key component of the housing spectrum, and it provides a place for people who are both working their way into stable housing or it may be a safety net for those who have fallen out of stable housing, but it can help prevent them from needing to sleep on the streets or in emergency shelters. There is a significant need for transitional housing in McMinnville, especially due a variety of factors including housing shortages, lack of affordability, limited non-profit and government agency capacity, and houselessness for a variety of other reasons (healthcare costs, unemployment, disability or injury, fleeing domestic violence or abuse).

Oregon Revised Statutes (ORS) 197.746 sets the parameters of which a local government may choose to regulate transitional housing accommodations, “Inside an urban growth boundary, a local government may authorize the establishment of transitional housing accommodations used as individual living units by one or more individuals... Transitional housing accommodations are intended to be used by individuals or families on a limited basis for seasonal, emergency or transitional housing purposes and may include yurts, huts, cabins, fabric structures, tents and similar accommodations, as well as areas in parking lots or facilities for individuals or families to reside overnight in a motor vehicle, without regard to whether the motor vehicle was designed for use as temporary living quarters.”

The City will adopt code amendments that will enable transitional housing development at a standard of site development that is less expensive than traditional housing development to try and offset the costs of transitional housing development without compromising life safety regulations. The City’s Planning Commission is currently reviewing proposed code amendments that would allow transitional housing development that utilizes unique building types that would not qualify as “dwelling units”.

City Role

- ◆ Develop a clear permitting procedure for applicants proposing transitional housing

- ◆ Provide relief for transitional housing development to lower barriers and allow more flexible building models. This “relief” focuses on development and design standards for things like building design and landscaping requirements.

Anticipated Impacts

Populations Served	Income	Housing Tenure	Magnitude of New Units Produced
Lower-income households and people experiencing homelessness	Generally, households with incomes below 60% MFI, likely below 30% MFI	Renters	Will not directly produce housing

Stakeholder Input for this Action

- ◆ Heard from local service and affordable housing providers that providing increased opportunities for transitional housing is a key priority for the people that they serve.
- ◆ Focus group participants asked for an expedited review process for needed housing, especially for shelters or transitional housing.

Implementation Steps

- ◆ Research, evaluate, and develop draft code amendments with the Affordable Housing Committee.
- ◆ Invite other successful transitional housing developers to speak at McMinnville decision-making bodies for examples of what works and what doesn't work to overcome fear of impact within the community.
- ◆ Work with the Planning Commission on refining the proposed design and development standards to ensure that the proposed code amendments comply with the McMinnville Comprehensive Plan goals and policies.
- ◆ Adopt the proposed code amendments via the City Council with the proper notice and public hearing process.

Funding or Revenue Implications

This action will rely mostly on staff resources to implement, estimated to be approximately \$75,000.

6. Proposed Actions to Meet Future Housing Need

This section describes the list of actions that McMinnville is including in its HPS for further consideration and study by the City to address its unmet housing needs, as described in Chapter 2. The project involved evaluating the community's interest in a wide range of actions for inclusion in the HPS.

Section 6 includes the following exhibits:

- ◆ **Exhibit 9. Summary of HPS Actions**
- ◆ **Exhibit 10. HPS Actions: Implementation Considerations**
- ◆ **Exhibit 11. HPS Actions: Implementation Schedule**
- ◆ **Exhibit 12. Monitoring Outcomes of the HPS Actions**
- ◆ **Exhibit 13. City's Role and Potential Partners' Roles**
- ◆ **Exhibit 14. Funding Sources Considered to Support the Actions**
- ◆ **Exhibit 15. Connection Between Unmet Housing Needs, Actions in the HPS, and Existing Actions**
- ◆ **Exhibit 16. HPS Actions: Focus of Action**
- ◆ **Exhibit 17. HPS Actions: Groups Served by the Action**
- ◆ **Exhibit 18. Potential Benefits, Burdens, Opportunities, and Risks of the HPS Actions**

Summary of HPS Actions

The actions included in this HPS build on existing City policies and programs. Exhibit 9 describes the actions included in the HPS. The remainder of this section provides additional information about the actions.

Exhibit 9. Summary of HPS Actions

Name	Action Description	Housing Supported by Action	Additional Information
Long-Range Planning			
1. Use more land in the Urban Holding Plan Designation for housing	Amend the MGMUP Framework Plan outlining the land allocation for the UGB Urban Holding Designation to add 171 gross buildable acres of housing land to the 393 acres already allocated for housing for a total of 564 acres of residential land.	All types of housing, both rental and ownership, at all affordability levels	The City has taken two actions that have reduced the amount of land in the UGB Urban Holding Designation allocated to parks and open space.
2. Rezone land to R-5 within the existing city limits for housing	Identify land to rezone to R-5 within the existing city limits for housing. Opportunities may include re-zoning underutilized employment land such as industrial and commercial land that is better suited to housing, as well as upzoning lower density residential land to higher density residential zones.	Multifamily housing, including affordable housing (income-restricted or naturally occurring affordable housing)	The City established this zoning district in 2020. Re-zoning property suited for R-5 could enable the development of high-density housing.
3. Develop area plans for Urban Growth Boundary areas	Complete the Southwest Area Plan and the Riverside South Area Plan.	All types of housing, both rental and ownership, at all affordability levels	The City has completed areas plans for the Three Mile Lane and Fox Ridge Road Area Plans and is working on the Southwest Area Plan.

Name	Action Description	Housing Supported by Action	Additional Information
4. Infrastructure planning to support residential development	Identify areas to prioritize infrastructure development to support residential development. The City will evaluate and adopt plans for public infrastructure to support land within the Urban Holding areas identified in the adopted Framework Plan and they will identify areas suitable for housing with infrastructure needs or in need of infrastructure extensions.	All types of housing, both rental and ownership, at all affordability levels	With the recent urban growth boundary amendments, the City needs to evaluate and plan for the necessary public infrastructure to support the development of that land at a planned urban density.
Regulatory Amendments			
5. Implement and codify Great Neighborhood principles	Develop clear and objective standards for implementing the Great Neighborhood Principles .	All types of housing, both rental and ownership, at all affordability levels	In April 2019, the City adopted Great Neighborhood Principles as part of the Comprehensive Plan, to help identify specific principles that should be achieved in every neighborhood (such as walkability, access to open spaces and services, etc.).
6. Require a mix of housing types for to-be-annexed land	Implement a mix of housing types that is consistent with Area Plans and the Great Neighborhood Principles . ¹⁴	Increases the variety of housing types in newly developing areas	When property owners are seeking annexation into the City, the annexed land will be required to be developed with a mix of housing types to promote diverse opportunities, inclusively serving a wider variety of people.

¹⁴ <https://www.mcminnvilleoregon.gov/cd/page/great-neighborhood-principles>

Name	Action Description	Housing Supported by Action	Additional Information
7. Adopt code amendments to support transitional housing development	Adopt code amendments that will enable transitional housing development at a standard of site development that is less expensive than traditional housing development to try and offset the costs of transitional housing development without compromising life safety regulations. *Transitional housing is for people experiencing homelessness, or at imminent risk of homelessness, and is paired with on-site or off-site supportive services to transition residents to permanent living arrangements.	Income-restricted affordable housing, primarily for people experiencing (or at-risk of) homelessness	Transitional housing is for individuals experiencing houselessness that is affordable and stable for a longer time than an emergency shelter allowing for the time needed to stabilize and achieve permanent housing.
Incentives for New Housing			
8. Incentivize and promote accessible design	Provide incentives in the development code to increase the number of units designed to meet Universal Design, Lifelong Housing Certification, or other similar standards to increase access to housing for people with disabilities.	All housing types to increase housing accessibility for people with disabilities	Examples of incentives include development code incentives, planning and building fee reductions, or density or building height bonuses. Additionally, the City will make efforts to increase developer capacity through education and outreach.
9. Establish a Multiple-Unit Tax Exemption (MUPTE) Program	Work with overlapping taxing districts to adopt MUPTE. MUPTE allows cities to offer a partial property tax exemption (limited to the value of the housing, not the land) for multi-unit development that meets specific locally established criteria, such as having an affordability agreement with a public agency.	Multifamily housing, including affordable housing (affordable to households with incomes of 60% to 80% MFI, possibly up to 120% MFI) for renters	The terms of the affordability agreement can be set by the City—there are no specific income/affordability requirements in the state statute that enable the program. The City can cap the number of MUPTE exemptions it allows and can approve projects on a case-by-case basis.

Name	Action Description	Housing Supported by Action	Additional Information
10. Scaling of systems development charges (SDCs)	Adopt SDC methodologies with policies and goals featuring equity of allocation based on size and scale of housing.	Middle housing, smaller homes, and/or other housing types, both for renters and homeowners	Scaling fees for smaller units would reduce development costs and may serve as a development incentive for smaller units, which are usually lower cost.
Land-Based Programs			
11. Partner with Community Land Trusts (CLT)	Support the formation of community land trusts by researching, evaluating and supporting partnerships with community land trust organizations. The City will also support community land trusts by prioritizing funding for land acquisition and disposition for affordable housing development through state affordable housing land acquisition or the City's affordable housing CET fund.	Affordable homeownership	A CLT is a nonprofit corporation that holds land on behalf of a place-based community, while serving as the long-term steward for affordable housing and other community assets on behalf of a community. Encouraging CLT models could help promote affordable homeownership opportunities for people and help them build equity.
12. Support affordable housing development through provision of land	Establish and maintain a land banking system. The land banking process would entail prioritizing housing on City-owned surplus land, purchasing land in key opportunity areas for new housing development, conducting parcel assembly, and partnering with local institutions and organizations.	Affordable homeownership	The City's Construction Excise Tax (CET) funds could be utilized to support this effort if the development results in housing that serves populations earning 80% MFI or below. The City could manage its own land bank and work with partners to manage a portfolio of properties to support affordable housing development.

Name	Action Description	Housing Supported by Action	Additional Information
Housing Choice and Preservation			
13. Develop and adopt a Strategic Housing Opportunities Plan	The primary goal of this action is to identify gaps that are present in McMinnville's housing market and develop a plan with prioritized strategies to fill these gaps, providing housing opportunities for different household compositions, ages, and income ranges, focusing on increasing access to housing for historically marginalized groups. This action focuses on four key areas of effort: (1) zoning and land use regulations, (2) local funding and incentives, (3) fair housing partnerships and policy advocacy, and (4) culturally competent and accessible outreach and support.	All types of housing, both rental and ownership, with an emphasis on more affordable housing types	This action will further consider opportunities to increase access to housing for historically marginalized groups. The additional policy changes identified in this action may be implemented during this HPS or in a future HPS.
14. Mitigate displacement through the adoption of anti-displacement policies and strategies	Conduct a displacement risk assessment that will be based on relevant contributing factors including sociodemographic indicators, transportation factors, neighborhood characteristics, housing indicators, measures of civic engagement, social vulnerability, demographic change, and market prices. Based on the results of this work, the City will adopt Comprehensive Plan text amendments.	All types of housing, both rental and ownership, at all affordability levels	This would focus on preventing displacement and preserving "naturally occurring" affordable housing through acquisition, low-interest loans/revolving loan fund for preservation, and/or code enforcement. Anti-displacement strategies help counteract the displacement pressures felt by some households.
15. Implement a fee for demolition of existing affordable homes	Assess additional fees for certain demolitions. The purpose of this fee is to slow the loss of naturally occurring affordable housing and generate a source of funding to support preservation and development of new affordable housing.	Unregulated affordable housing	The tax would not apply to properties that must be demolished due to uninhabitability, or in cases where the structure will be replaced with housing subject to affordability covenants.

Name	Action Description	Housing Supported by Action	Additional Information
16. Preserve and support development of manufactured home parks	Work with owners of manufactured home parks to understand redevelopment plans and reach out to residents of the manufactured home park to understand interest for purchasing the manufactured home park. The City will help connect residents of the manufactured home park to nonprofits who may help manufactured home park residents purchase the park. The City will identify barriers to manufactured home park development and develop code amendments to remove those barriers.	Housing in manufactured home parks	Manufactured home parks provide a form of naturally occurring affordable housing stock but are particularly vulnerable to redevelopment pressures because residents rent the land underneath their homes from the property owner.

Implementation Considerations

Exhibit 10 provides information about each action, based on the criteria below.

- ◆ **City Role** considers whether City staff would take the lead role in implementing an action, or if the City's role would be to partner with other organizations.
- ◆ **Administrative burden** considers how much staff and decision-maker time are required to develop and implement the action, and whether the action is difficult to administer once it is in place. The HPS defines Administrative Complexity as follows:
 - ◆ **Low burden:** Requires some staff and/or decision maker time; Could be implemented relatively quickly; Requires some on-going staff time to implement the action
 - ◆ **Medium burden:** Requires more staff and/or decision maker time; Would take longer to implement; Requires more on-going staff time
 - ◆ **High burden:** Requires significant staff and/or decision maker time to develop the action; Would take a significant length of time to implement; Requires significant on-going staff time to implement the action

- ◆ **Potential Impact on Housing** considers whether the action will result in a little or a lot of change in the housing market. (*How many dwelling units might be produced, or affordable housing units preserved? Can the tool leverage investments from other partners?*) The scale of impact depends on conditions in the City, such as other existing or newly implemented housing policies, land supply, and housing market conditions. The preliminary evaluation of potential impact will be qualitative, but the HPS will also include a quantitative estimate of impact for new units produced. The HPS defines Potential Impact as follows:¹⁵
 - ◆ **Small impact:** May result in development of a small number of new units or no units. Approximately 1% to 3% of needed units over the six-year HPS period (41 to 140 new units). May have small impact on production or preservation of affordable units.
 - ◆ **Moderate impact:** May result in development of a moderate number of new units. Approximately 3% to 5% of needed units over the six-year HPS period (140 to 223 new units). May have medium-sized impact on production or preservation of affordable units.
 - ◆ **Large impact:** May result in development of a larger number of new units. Approximately 5% to 10% of needed units over the six-year HPS period (223 to 466 new units). May have larger impact on production or preservation of affordable units.
- ◆ **Funding Required** considers what financial resources, outside of existing staff and decision-maker time, are required to develop and implement an action. This includes the additional cost of establishing and maintaining a new program, including new staff. The HPS defines Funding Required as follows
 - ◆ **Low funding:** Has relatively small funding impacts, in that it requires little additional funding.
 - ◆ **Medium funding:** Has relatively moderate funding impacts. It requires moderate amounts of additional funding.
 - ◆ **High funding:** Has relatively larger funding impacts. It requires large amounts of additional funding.
- ◆ **Revenue Generated** whether the action would generate revenue to support housing production or preservation programs, or infrastructure to support housing development. The easier the program is to administer, the more net

¹⁵ The McMinnville Housing Needs Analysis (2023) projected growth of 4,657 new dwelling units over the 2021 to 2041 period.

revenue will likely be available to offset costs for housing production or preservation. The HPS defines Revenue Generation as follows:

- ◆ **None:** Does not generate revenue.
- ◆ **Low:** Generates little revenue.
- ◆ **Medium:** Generates moderate amount of revenue.
- ◆ **High:** Generates larger amount of revenue.

Exhibit 10. HPS Actions: Implementation Considerations

Name	City role	Administrative complexity	Potential impact on housing	Funding required	Revenue generated
Long-Range Planning					
1. Use more land in the Urban Holding Plan Designation for housing	Lead, partner support	Medium	High	Medium	None
2. Rezone land to R-5 within the existing city limits for housing	Lead	Medium	Medium	Low	
3. Develop area plans for Urban Growth Boundary areas	Lead	High	High	High	
4. Infrastructure planning to support residential development	Lead, partner support	High	High	High	
Regulatory Amendments					
5. Implement and codify Great Neighborhood principles	Lead	Medium	Medium	Medium	None
6. Require a mix of housing types for to-be-annexed land	Lead	Medium	Medium	Low	
7. Adopt code amendments to support transitional housing development	Lead	Medium	Medium	Medium	
Incentives for New Housing					
8. Incentivize and promote accessible design	Lead, partner support	Medium	Medium	Medium	None
9. Establish a Multiple-Unit Tax Exemption (MUPTE) Program	Lead, partner support	High	Medium	Medium	
10. Scaling of systems development charges (SDCs)	Lead	High	Medium	High	Low

Name	City role	Administrative complexity	Potential impact on housing	Funding required	Revenue generated
Land-Based Programs					
11. Partner with Community Land Trusts (CLT)	Partner support	Low	Medium	Medium to Low	None
12. Support affordable housing development through provision of land	Lead, partner support	High	Medium	Medium	None
Housing Choice and Preservation					
13. Develop and adopt Strategic Housing Opportunities Plan	Lead, partner support	High	Medium	High	None
14. Mitigate displacement through the adoption of anti-displacement policies and strategies	Lead	High	Medium	High	
15. Implement a fee for demolition of existing affordable homes	Lead	High	Low	Low	Low
16. Preserve and support development of manufactured home parks	Partner	High	High	Low to High, depending on whether the City offers financial support	None

Implementation Schedule

Implementation of the HPS will take time because each action will require further consideration, such as additional analysis, engagement of consultants, changes to existing standards or programs, discussions with decision makers, or public hearings. Exhibit 11 presents the implementation schedule for the actions in the HPS.

- ♦ **Evaluate:** The actions will require some level of further refinement prior to adoption, which may range from simple logistics (drafting development code amendment) to complicated coordination between multiple internal and external stakeholders. The refinement period will occur before adoption
- ♦ **City Council Action:** This occurs when the City takes official action to adopt an action, uses another official acknowledgement that the City is going to execute on the strategic action, or gives staff official direction on implementation of an action. The table below shows the expected time of adoption or receiving official direction from the council. The City's deadline for adoption or for other official city action is the last day of the year shown in Exhibit 10.
- ♦ **Implementation:** This occurs when the City officially allows the strategic action to be used, represented by a gray color in the table.

If the City is unable to or chooses not to implement an action within 90 days of the timeline proposed in the HPS, the City must notify DLCD about the action(s) that the City is taking to address this issue. The City may propose an alternative schedule for implementing the action or may identify a different action (or actions) to meet the specific housing need addressed by this action. Furthermore, the City may identify reasons why an action is found to be infeasible.

Exhibit 11. HPS Actions: Implementation Schedule

Action Group	Action Name	Implementation Years							
		2026	2027	2028	2029	2030	2031	2032	2033
Long-Range Planning	1. Use more land in the Urban Holding Plan Designation for housing	Evaluate		Action	Implementation				
	2. Rezone land to R-5 within the existing city limits for housing		Eval.	Action	Implementation				
	3. Develop area plans for Urban Growth Boundary areas	Eval. (SW)	Action (SW)	Imple ment.	Eval. (RSS)	Action (RSS)	Implementation		
	4. Infrastructure planning to support residential development		Eval.	Action	On-Going Re-evaluate/Implementation				
Regulatory Amendments	5. Implement and codify Great Neighborhood principles	Eval.	Action	Implementation					
	6. Require a mix of housing types for to-be-annexed land		Eval.	Action	Implementation				
	7. Adopt code amendments to support transitional housing	Action	Implementation						
Incentives for New Housing	8. Incentivize and promote accessible design			Eval.	Action	Implementation			
	9. Establish a Multiple-unit tax exemption (MUPTE) program			Eval.		Action	Implementation		
	10. Scaling of systems development charges (SDCs)			Eval.	Action	Implementation			
Land-Based Programs	11. Partner with Community Land Trusts (CLT)	Action (CET)	Implementation					Re-evaluate	
	12. Support affordable housing development through land provision	Action (CET)	Implementation					Re-evaluate	
Housing Choice and Preservation	13. Develop and adopt a Strategic Housing Opportunities Plan					Evaluate		Action	Imple ment.
	14. Mitigate displacement through the adoption of anti-displacement policies and strategies		Evaluate		Action	Implementation			
	15. Implement a fee for demolition of existing affordable homes	Eval.	Action	Implementation					
	16. Preserve and support development of manufactured home parks				Eval.	Action	Implementation		

May 2024

Affordable Housing Committee's Recommendations

1. Application Review Process:
 - Transitional Housing developments should be processed through a Director's (Administrative) Review Process, without Notice. Proposals should not be required to have neighborhood meetings, public noticing, or a public hearing process.
2. Land Use Allowance: Permitted outright in Residential zones, O/R zone, and C-3 zone.
3. Housing Types:
 - Unique and unconventional construction types should be allowed as transitional housing (residential units that do not qualify as "dwelling units" under the Building Code). This includes structures that may be prefabricated or modular buildings. Allowing non-traditional housing types may promote lower-cost options for service providers looking for creative solutions for people experiencing homelessness.
 - Yurts, tents, and temporary fabric structures should be **prohibited**. Although these provide shelter from the elements, they are not aligned with the goal of transitioning people into permanent, stable housing.
4. Common Shared Facilities. For residential structures that lack private bathrooms and kitchens, common shared facilities must be required. This includes kitchen areas, full bathrooms with showers, and secure storage. Laundry facilities are not required.
5. Management and Operational Standards. Similar to the emergency shelter state criteria, management and operational standards are necessary to ensure success of transitional housing project and mitigate any perceived negative impact to the community. Specific regulations would be required for:
 - Qualifications for Eligible Operational Agency to manage the transitional housing;
 - Qualifications for Eligible Residents who can benefit from transitional housing;
 - Requirements for supportive services;
 - Management Plan, to be approved by Director;
 - Resident Code of Conduct, to be approved by Director;
 - Annual Agency Reporting Requirement.
6. Neighborhood Compatibility. (The Committee recommended that the Planning Commission investigate the following items further):
 - Planning Commission to help determine appropriate "scale" of development to be allowed in different zoning districts. Development should be less intensive in lower-density neighborhoods and more intensive in high-density areas.
 - Planning Commission to help determine the appropriate design and development standards that should be required for transitional housing.
7. Permanency of Approved Use. In the context of local land use regulations, it is also important to note that although the residency of transitional housing is meant to be temporary, the recommendation of the AHC is that transitional housing development itself would be permitted as a permanent land use.

Transitional Housing Updated in September 2026					Attachment 5
Topic	McMinnville	Bend ¹	Redmond ²	Medford ³	Grants Pass ⁴
<u>Land Use Processing</u>					
Type Allowed	Sleeping Units, with Shared Common Facilities	-Group shelter, outdoor shelter, multi-room shelter. -Multiple types can be collocated. -Overnight camping allowed	- Shelter Unit (tents, RVs, prefab structures)	- Tents, yurts, and similar temporary structures are not allowed to be used.	-Stick-built or temporary structures, existing or new structures, tents, RVs, camp trailers, and purpose-built shelters such as “Pallet Shelters.”
Zoning Districts Allowed	All Residential zones, C-3 zone, and Office/Residential zone	Residential, Commercial, Mixed-Use and Public Facilities Zoning Districts and in the Light Industrial (IL) District	Allowed outright in all Residential zones, and in most of commercial and mixed-use zones.	Allowed through CUP in most zones	Mid-density residential zones and General Commercial zone.
Review Process	Administrative Review, with or without notice (TBD)	Administrative Review	Administrative Review	Conditional Use Permit (CUP)	Special Use Permit (SUP)
Public Hearing	No Public Hearing	No Public Hearing	No Public Hearing	Public Hearing	Public Hearing
Neighborhood Noticing	Notice not required (TBD)	Notice not required	Notice not required	Notice Required	Notice Required
Maximum Density/Size	20 units per development in R-1, R-2, R-3 zones 30 units per development in R-4, R-5, O/R, C-3 zones	Outdoor - One unit per every 1,000 square feet of land Group - maximum number of shelter beds allowed will be determined by the building code standards for occupancy Multi-Room – 24 rooms to 258 rooms per acre, depending on zone	25 shelter units per net acre	Not set standards, because of discretion through CUP process.	Discretionary because of Special Use Permit process

Topic	McMinnville	Bend	Redmond	Medford	Grants Pass
<u>Facilities</u>					
Toilets/Handwashing Station	Required	Required (at least one)	Required (at least one)	Required	Required
Showers/ Bathing Facilities	Required	Not Required	Not Required	Not Required	Not Required
Trash Collection	Required	Required	Required	Required	Required
Secure Storage	Required	Required	Required	Required	Not specified
Kitchen/Food Preparation	Required	Not required	Not required	Not required	Not required
<u>Development Regulations/ Site Improvements</u>					
Potable Water and Sewer Service	Required	Required	Required	Required	Required
Building Height and Setbacks	Comply with Zone	Required	Required	Required	Required
Signage	Comply with Zone	Signage Required	Signage Required	Comply with Zone	Discretionary because of Special Use Permit process
On-Site Parking	Required	Exempt	Required	Required	
Residential Design Standards	Exempt	Exempt	Exempt	Exempt	
Landscaping	Front yards in Residential zones	Exempt	Exempt	Not Required (could be conditioned with CUP)	
Perimeter Fencing/ Screening	Required	Required	Required		Required
Site Lighting	Required	Not Required	Not Required	Required	Required
<u>Management and Operations</u>					
Supportive Services	Required	Not Required	Required	Not Required	Not Required
Qualifying Operating Agency	Required	Management Required, but not specific qualifications	Required	Required	Required
Management Plan	Required	Not Required	Required	Required	Required
Code of Conduct	Required	Required	Required	Required	Required
Agency Reporting Requirement	Required	Not required	Not required	Required	Not required, but a bi-annual City review is required

1. City of Bend Development Code Chapter 3.6: Special Standards and Regulations for Certain Uses, <https://bend.municipal.codes/BDC/3.6>
2. City of Redmond Chapter 8: Development Regulations, https://library.municode.com/or/redmond/codes/code_of_ordinances?nodeId=CH8DERE
3. City of Medford Section 10.819A: Temporary and Non-Temporary Shelters, <https://medford.municipal.codes/Code/10.819A>
4. City of Grants Pass Article 12: Zoning Districts, <https://www.grantspassoregon.gov/DocumentCenter/View/1279/Article-12-Zoning-Districts-PDF?bidId=>
5. City of Bellevue Section 20.20.845: Supportive Housing. <https://bellevue.municipal.codes/LUC/20.20.840>

Examples of “Sleeping Units”

- Type of structures that would be allowed under the proposed regulations
- Community buildings for bathrooms, kitchens, laundry, meetings, free time



Hope Village. Medford, OR



St. John's Village. Multnomah County, OR



Oasis Village. Redmond, OR



Veterans' Village. Clackamas County, OR



Opportunity Village. Eugene, OR