Growing McMinnville MINDFULLY

MCMINNVILLE'S UGB REMAND RESPONSE:

CITY COUNCIL UPDATE

We are responding to the LCDC remand to the City of McMinnville for the MGMUP 2003-2023, first submitted in 2003 and modified in 2005. LCDC remand based on Court of Appeals remand to LCDC.

CITY COUNCIL UGB REMAND RESPONSE UPDATE, SEPT 16, 2020

PUTTING IT ALL IN PERSPECTIVE

CITY COUNCIL UGB REMAND RESPONSE UPDATE, SEPT 16, 2020

City of McMinnville

THE COURT'S DECISION

"The City erred in its application of ORS 197.298, and that a correct application of the law could compel a different result."

1) Determine Land Needed
2) Refine Study Area
3) Identify Buildable Land in the Study Area
4) Apply ORS 197.298 Land Selection for Locational Analysis
5) Evaluate Land per Goal 14 Location Factors

City of McMinnville

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City of McMinnville

TONIGHT'S WORKSESSION

1. LAND EXPANSION MAPS - ALTERNATIVES
   - -- Priority Land Selection
   - -- Goal 14 Factors
   - -- 3 Alternatives

2. NEED TO DECIDE ON ONE SCENARIO
   - -- Tonight is High Level – Provide Direction
   - -- Staff Recommendation
   - -- Longer Work Session in Next Two Weeks

City of McMinnville

Table 16: Summary of land supply (MGMUP 2003-2023)

Housing:			Land Need (measured in dwelling units)	Land Need (measured in acres)	Gross Density
Housing unit need			6,014	1053.00	**5.7**
Housing unit capacity (inside UGB)			2,949		
Unmet housing unit need			3,065	538.00	**5.7**
Proposed Measures To Increase Residential Land Capacity (inside UGB):					
Allow ADU's in residential zones			200	35.09	
Rezone portion of West Hills from R-1 to R-2			204	35.79	
Rezone other residential and non-residential properties			80	14.04	
Direct increased density to transit corridors			90	15.79	
Direct increased density to Northwest Neighborhood Activity Center			238	41.75	
Direct increased density to Grandhaven Neighborhood Activity Center			143	25.09	
Add downtown upper floor housing opportunities to buildable land inventory			61	10.70	
Total Proposed Measures Adjustments			**1,016**	**178.25**	
Adjusted Housing Unit Capacity (inside UGB):			**3,965**		
Adjusted Housing Unit Need:		**1,189**	~~**2,949**~~	**359.75**	**5.7**
Housing Unit Capacity (outside existing UGB):					
Exception Lands			~~**906**~~	**227.51**	**4.0**
Riverside South	(129 Acres)		552	128.60	**4.3**
Lawson Lane			46	10.76	**4.3**
Redmond Hill Road	(23 Acres)		81	23.15	**3.5**
Fox Ridge Road	(65 acres)		227	65.00	**3.5**
Resource Lands			**4,082**	**653.15**	**6.3**
Northwest			876	140.22	**6.3**
Grandhaven			857	137.06	**6.3**
Southwest			950	151.97	**6.3**
Norton Lane			414	66.27	**6.3**
Three Mile Lane			985	157.63	**6.3**
Total Housing Unit Capacity (outside existing UGB):			**4,988**	**880.66**	**5.7**
Housing Unit Surplus or (Deficit) (in du's)			**2,939**		
Acres surplus or (deficit) (assumes 5.7 du/gr ac)			**515.65**	**520.91**	
Other lands need (acres):					
Public schools	(42 Acres)	**54 Acres**	~~96.00~~	~~96.00~~	
Public parks			254.00	254.00	
Religious			47.60	47.60	
Commercial land			106.00	106.00	
Other			27.50	27.50	
Total Other Land Need (acres):			**531.10**	**531.10**	
Total Acres Surplus or (Deficit)			**(15.45)**	**(10.19)**	

SUMMARY OF NEED

TOTAL NEED	UNITS
HOUSING	1,189 Housing Units
PUBLIC SCHOOLS	54 .00 Acres
PUBLIC PARKS	254 .00 Acres
RELIGIOUS	47.60 Acres
OTHER	27.50 Acres
COMMERCIAL	106.00 Acres
INDUSTRIAL	(46.00) Acres

City of McMinnville

SUMMARY OF NEED

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CAPACITY = How many dwelling units can be built per acre, with an overall plan goal of 5.7 units/acre.

CAPACITY = Exception areas are low units/acre, and steep slopes are low units/acre.

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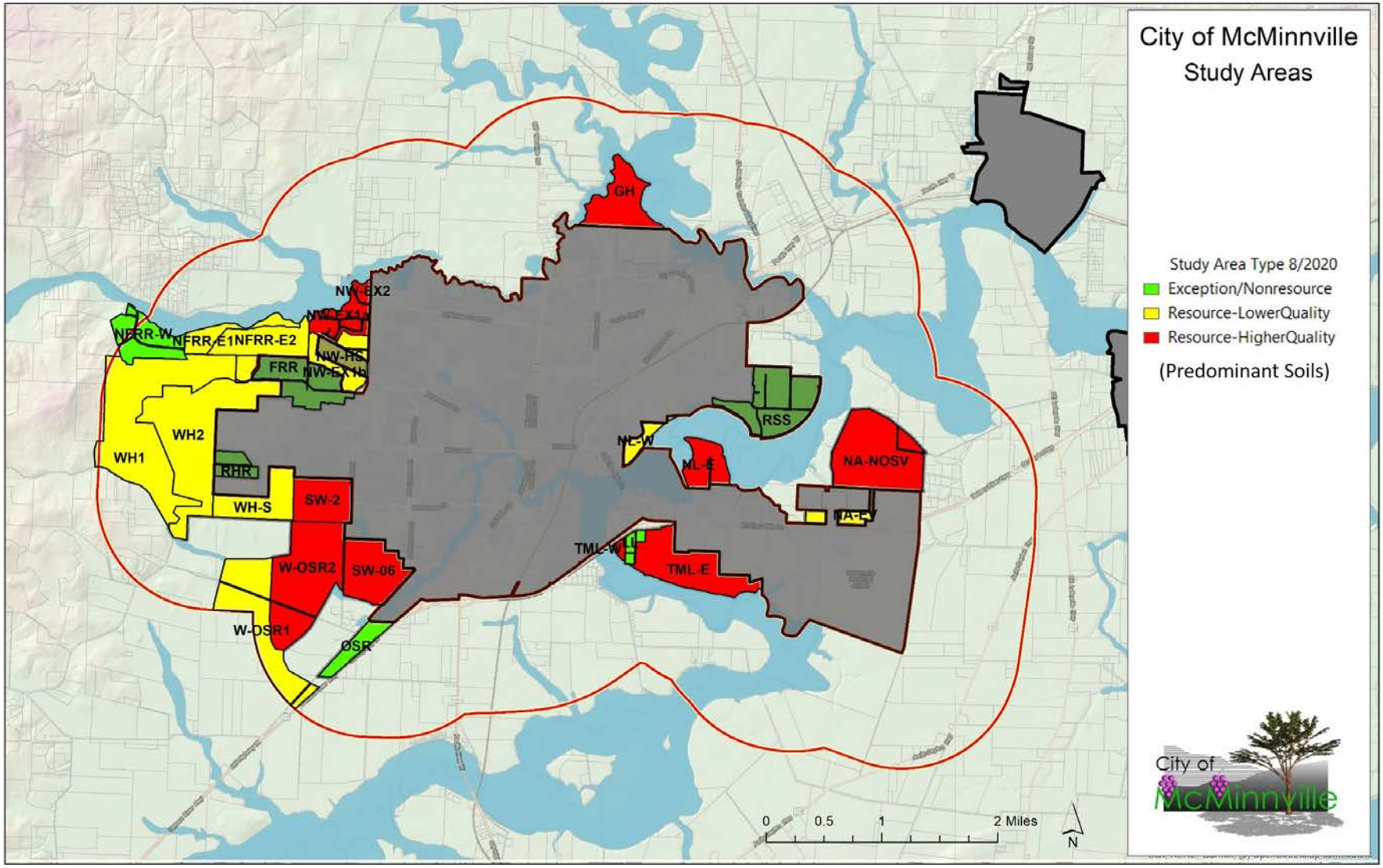

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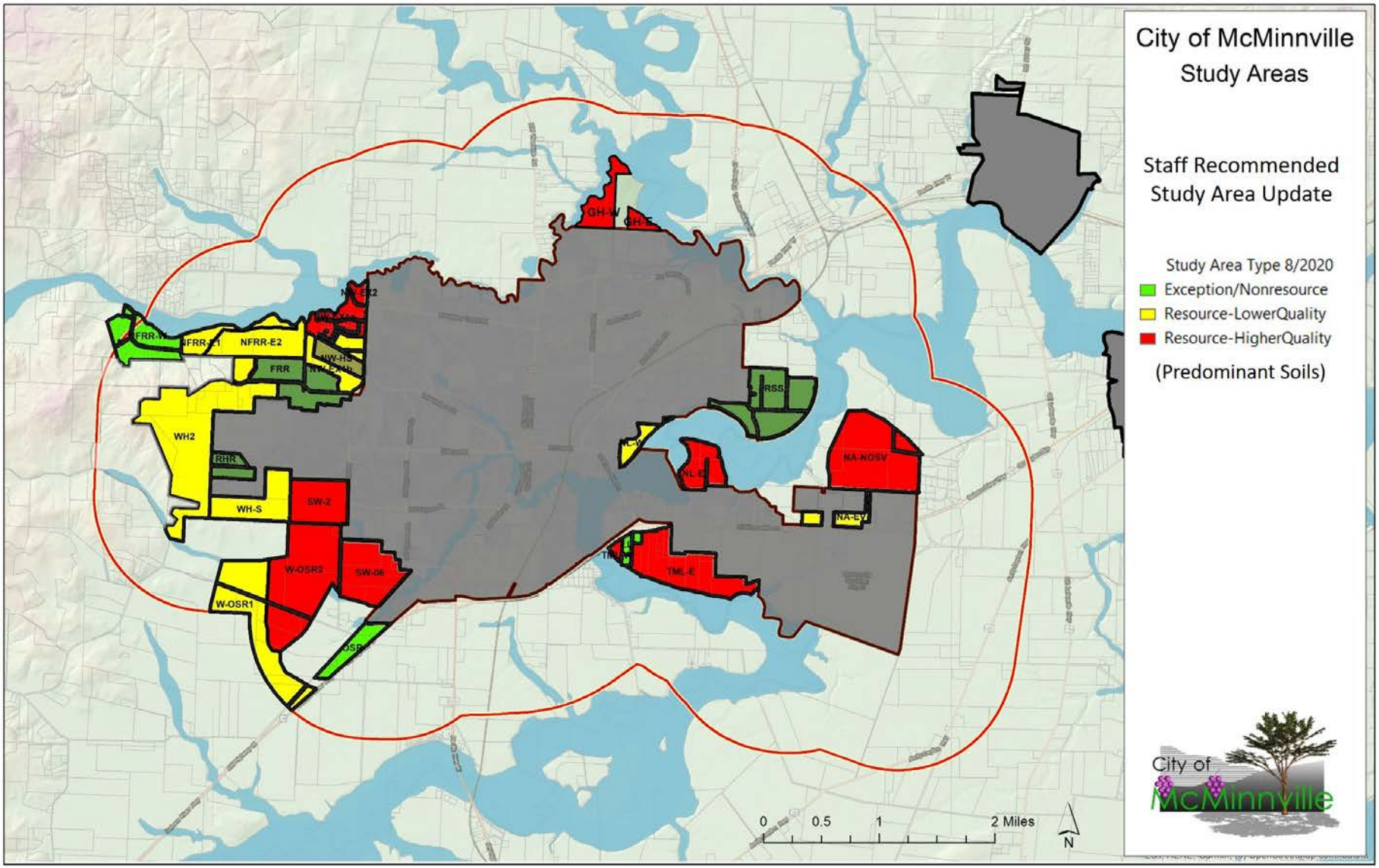

Removed 174 acres in WH1 due to steep slopes and serviceability beyond the steep slopes, and 70 acres in GH due to Chegwyn Farms Conservation Easement.

ALTERNATIVES ANALYSIS

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ALTERNATIVES ANALYSIS

Alternative approaches for UGB expansion within the 2003 planning and legal framework.

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ALTERNATIVES ANALYSIS

- Meet the principles and objectives of the MGMUP
- Achieve the stated need for McMinnville's future
- Priority Structure of ORS 197.298
- Goal 14 (Urbanization) Factors

MGMUP PRINCIPLES – CHAPTER 3

- Contain urban expansion within natural and physical boundaries.
- Encourage development consistent with "smart growth" principals.
- Allow increased densities to help meet housing needs.
- Minimize public facilities costs.
- Avoid identified hazards and natural resources.
- Respect historic development patterns and land uses.
- Comply with state land use laws.

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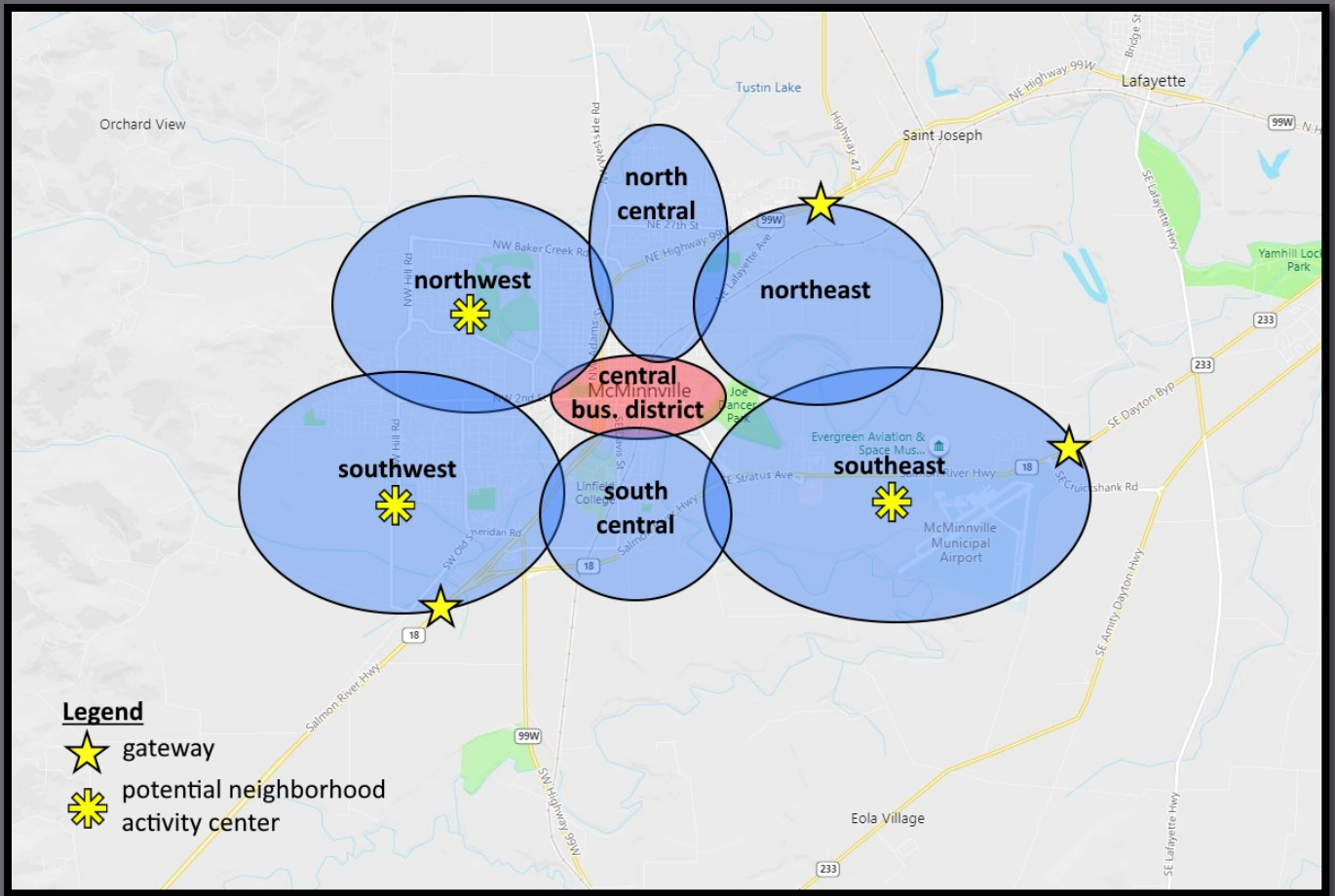
MGMUP – FRAMEWORK CONCEPT



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ESTABLISH METHODOLOGY FOR GOAL 14 FACTORS

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GOAL 14 LOCATION FACTORS

Goal 14 Factors Related to UGB Amendments:

Factors 1 & 2: These factors relate to land need for housing, employment, etc. These are acknowledged for McMinnville and are not applicable to where the boundary is drawn.

Factors 3 – 7: These are called the "location" factors. They are applicable for deciding where to expand the UGB.

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GOAL 14 LOCATION FACTORS

3. Orderly and economic provision for public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic and social consequences;
6. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
7. Compatibility of the proposed urban uses with nearby agricultural activities.

City of McMinnville

FACTOR 3 – PUBLIC FACILITIES

Orderly and economic provision for public facilities and services.

<u>Screening Criteria:</u>

- **Cost to extend water, sewer and roads outside the UGB**
- **Cost to expand capacity in the UGB**

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FACTOR 4 – EFFICIENT LAND USES

Maximum efficiency of land uses within and on the fringe of the existing urban area.

<u>Screening Criteria:</u>

- **Urban Integration**
- **Development Costs**
- **Suitability for Bike/Ped**
- **Commercial, Multi-Story Develoment**
- **Parks/Schools**

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FACTOR 5 – ESEE

Environmental, energy, economic and social consequences.

Screening Criteria:

- **Critical Wildlife Hazard**
- **Natural Hazards**
- **Affordable Housing Suitability**
- **Neighborhood Commercial Suitability**

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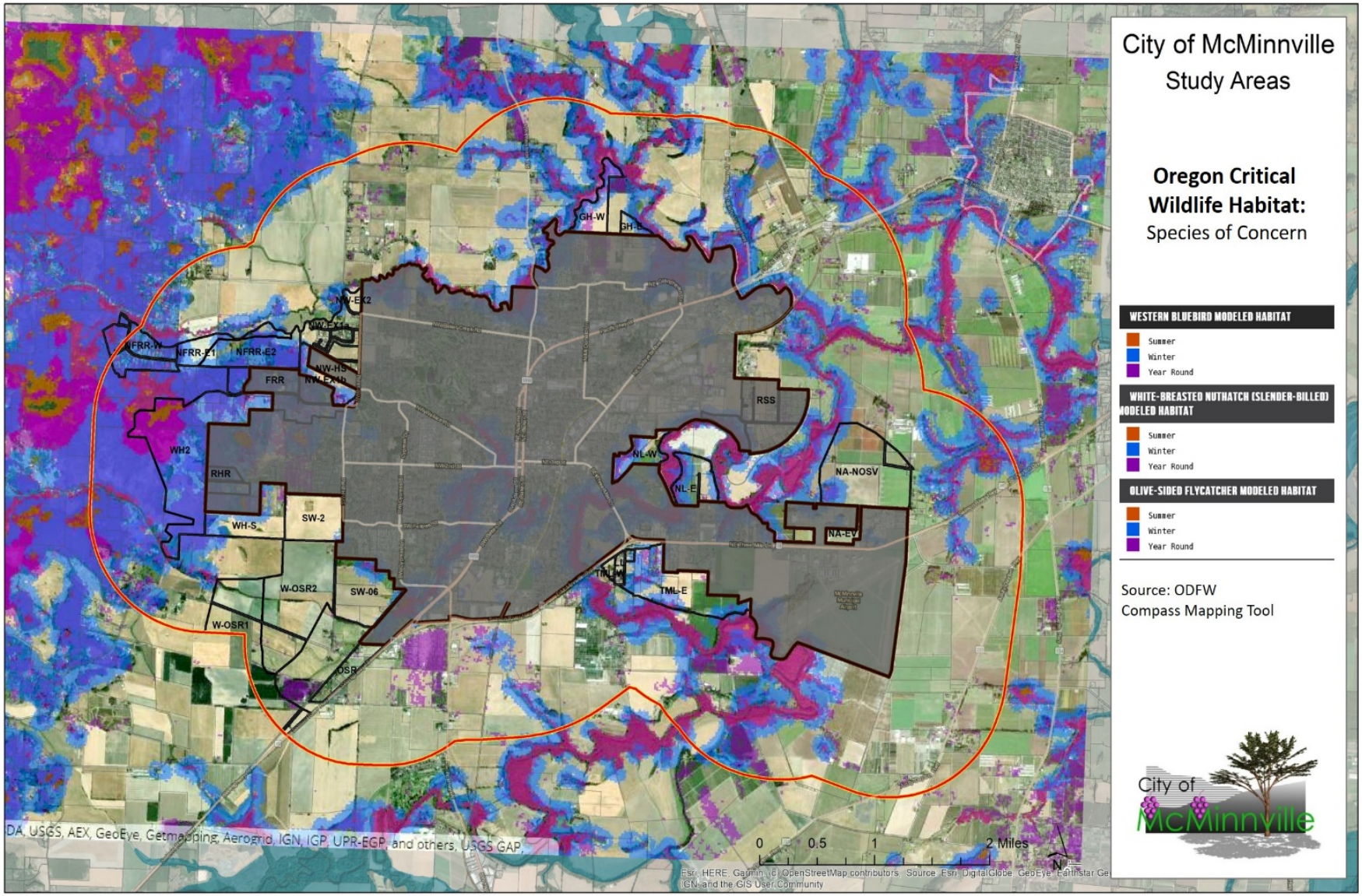
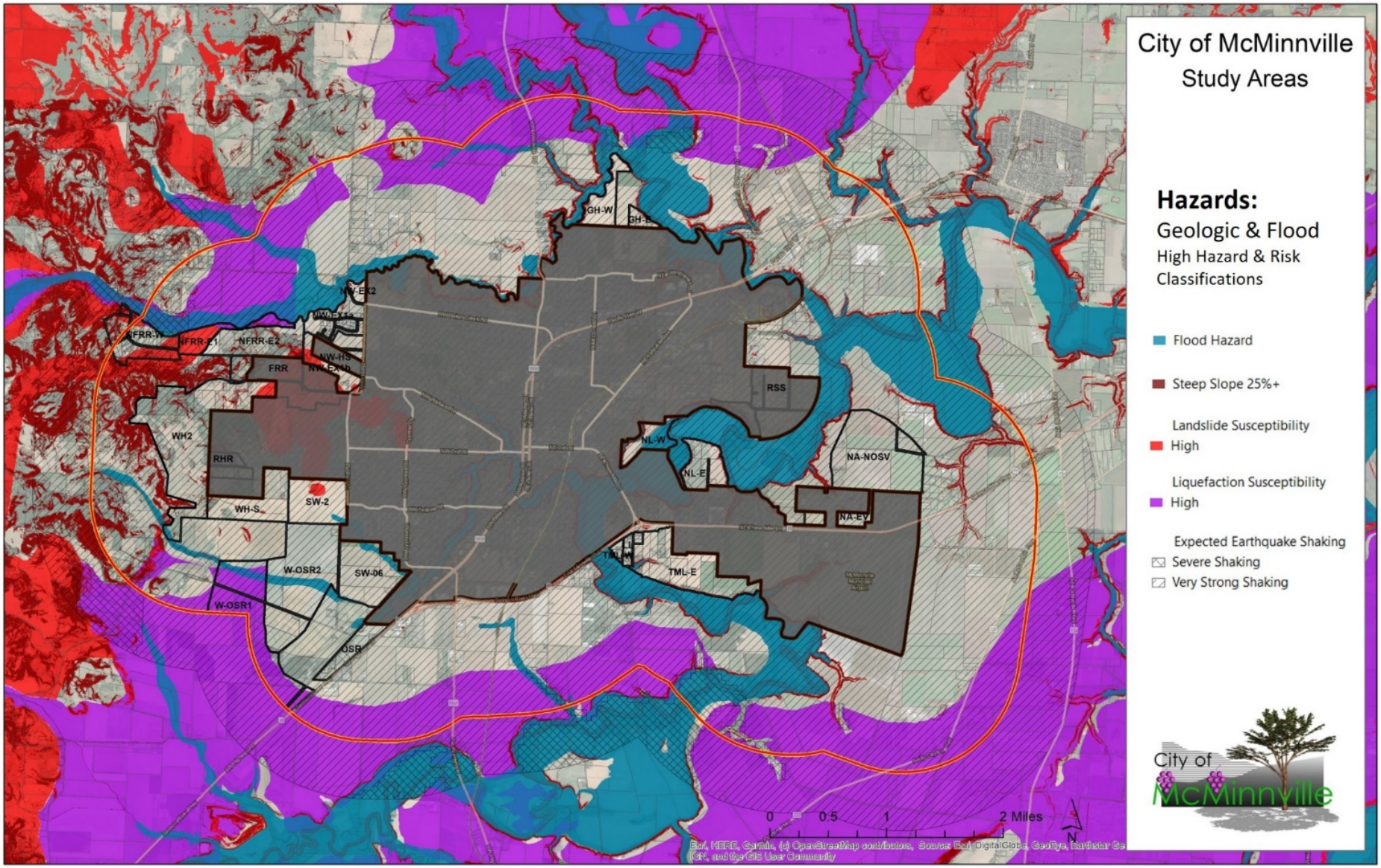

City of McMinnville
Study Areas
Oregon Critical Wildlife Habitat:
Species of Concern
WESTERN BLUEBIRD MODELED HABITAT
Summer
Winter
Year Round
WHITE-BREASTED NUTHATCH (SLENDER-BILLED) MODELED HABITAT
Summer
Winter
Year Round
OLIVE-SIDED FLYCATCHER MODELED HABITAT
Summer
Winter
Year Round
Source: ODFW
Compass Mapping Tool
City of McMinnville
GH-W
GH-E
NW-EX2
NW-EX1a
NW-H5
NW-EX1b
NFRR-W
NFRR-E1
NFRR-E2
FRR
WH2
RHR
WH-S
SW-2
W-OSR2
SW-06
W-OSR1
OSR
RSS
NL-W
NL-E
NA-NOSV
NA-EV
TML-W
TML-E
0
0.5
1
2 Miles
N
DA, USGS, AEX, GeoEye, Getmapping, Aerogrid, IGN, IGP, UPR-EGP, and others, USGS GAP,
Esri, HERE, Garmin, (c) OpenStreetMap contributors, Source: Esri, DigitalGlobe, GeoEye, Earthstar Ge
IGN, and the GIS User Community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Study Areas
Hazards:
Geologic & Flood
High Hazard & Risk
Classifications
Flood Hazard
Steep Slope 25%+
Landslide Susceptibility
High
Liquefaction Susceptibility
High
Expected Earthquake Shaking
Severe Shaking
Very Strong Shaking
City of
McMinnville
0
0.5
1
2 Miles
N
GH-W
GH-E
NW-EX2
NW-EX1a
NW-HS
NW-EX1b
NFRR-W
NFRR-E1
NFRR-E2
FRR
WH2
RHR
WH-S
SW-2
W-OSR2
SW-06
W-OSR1
OSR
RSS
NL-W
NL-E
NA-NOSV
NA-EV
TML-W
TML-E

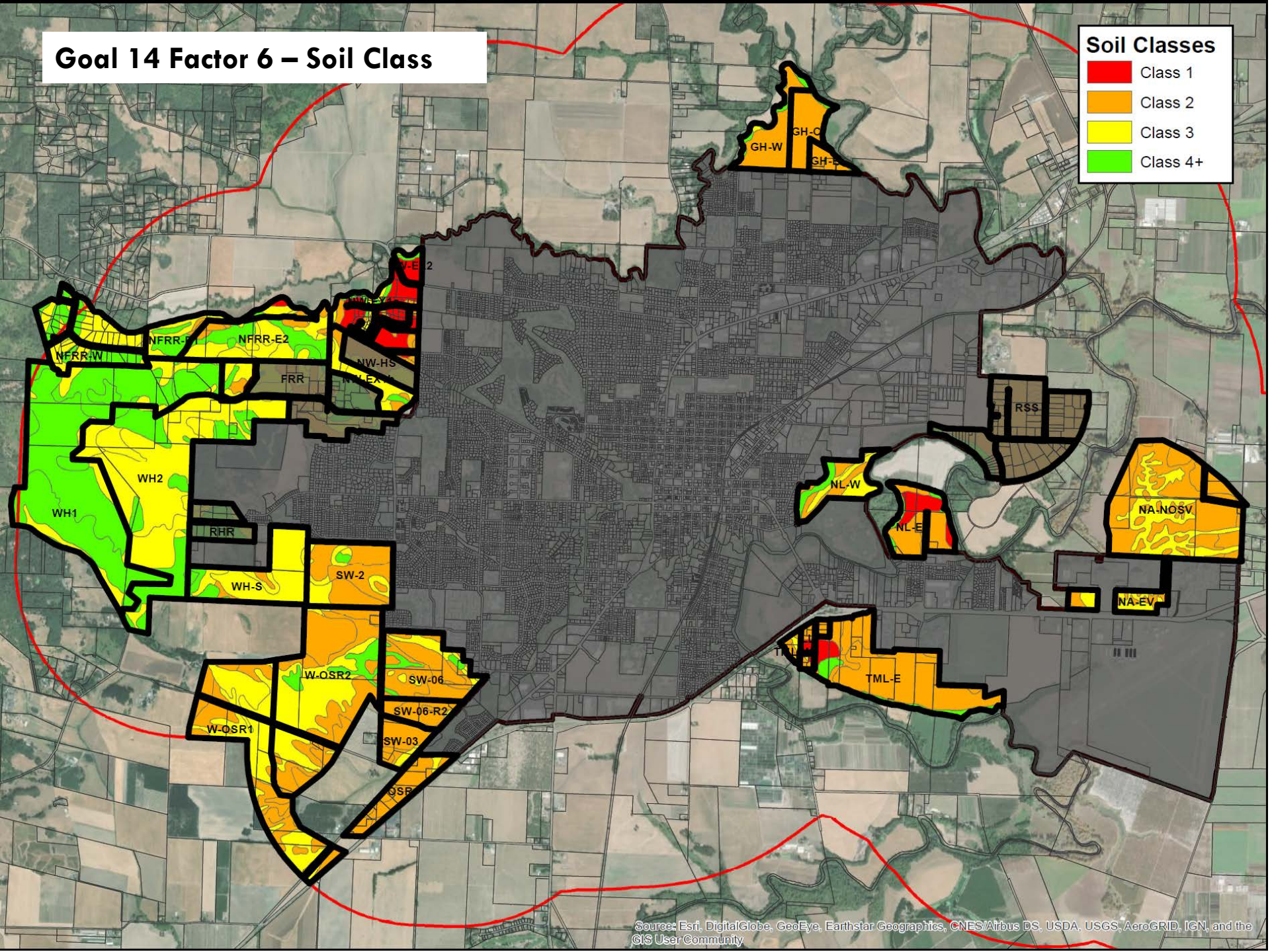
FACTOR 6 – SOIL CLASS

Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority.

<u>Screening Criteria:</u>

- **Non-Irrigated Soil Classification Map**

Goal 14 Factor 6 – Soil Class



FACTOR 7 – AGRICULTURAL COMPATIBILITY

Compatibility of the proposed urban uses with nearby agricultural activities.

<u>Screening Criteria:</u>

- **High Value Farmland (HVFL)**
- **Perimeter proximity to HVFL**

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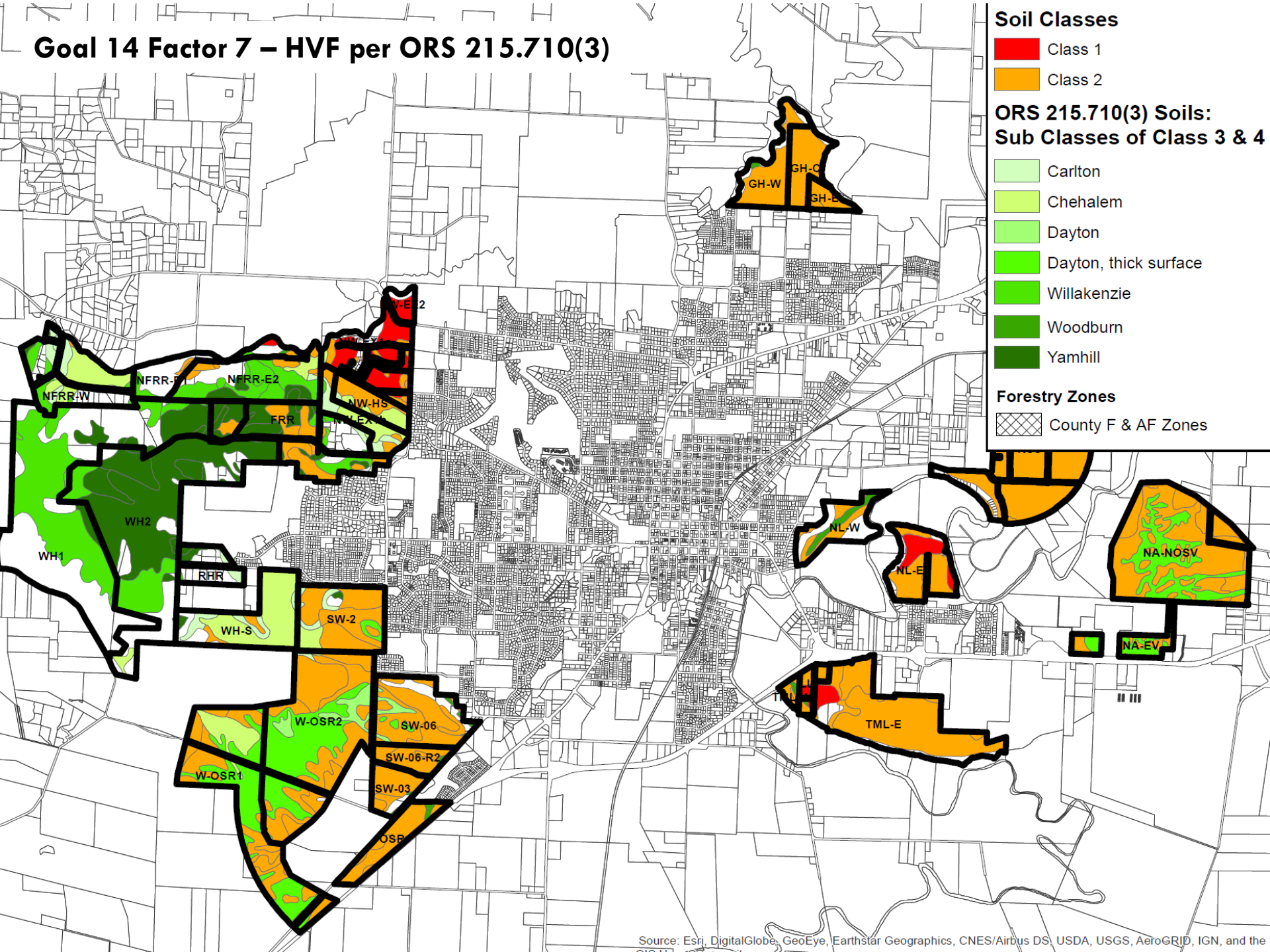
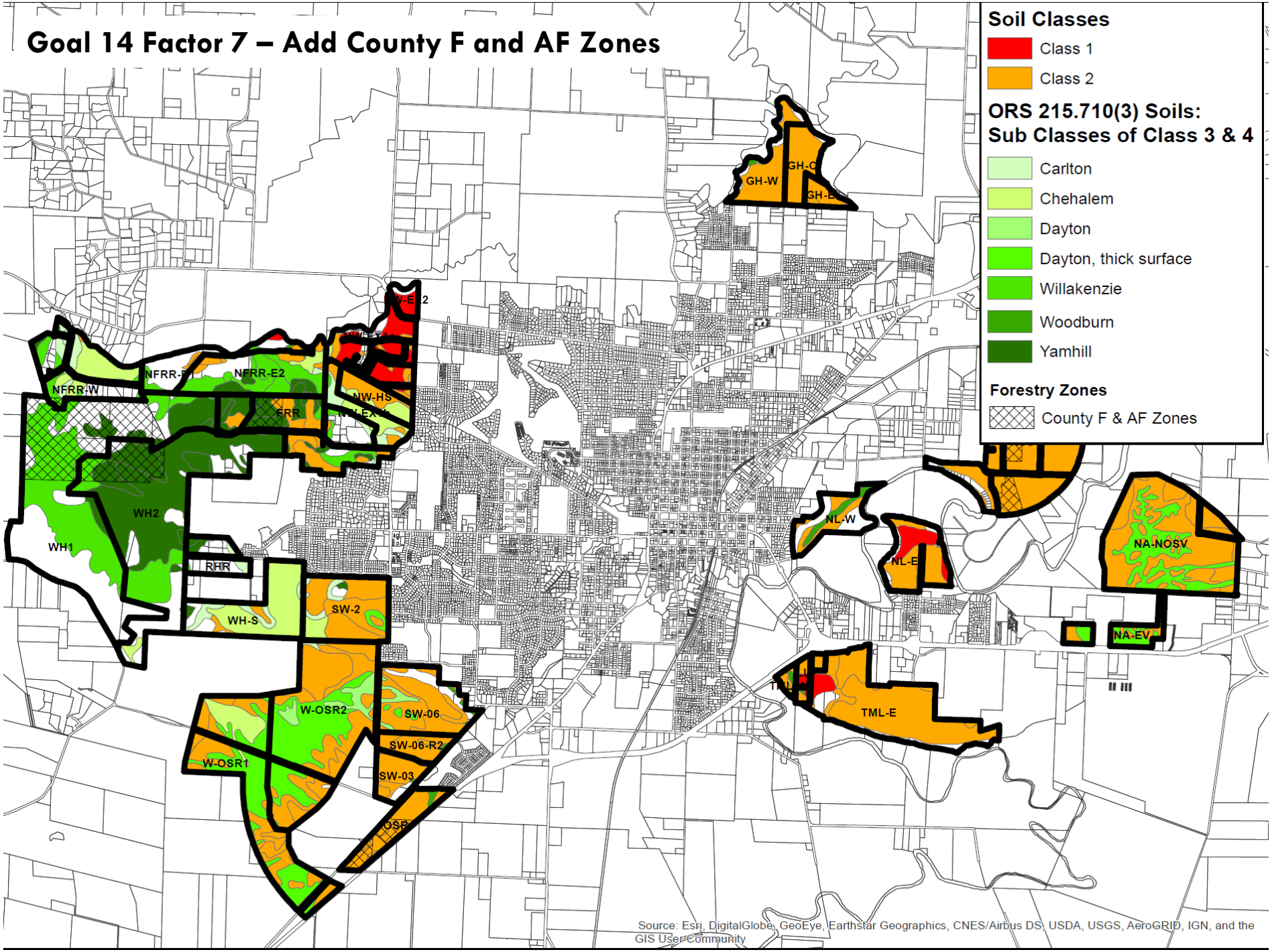
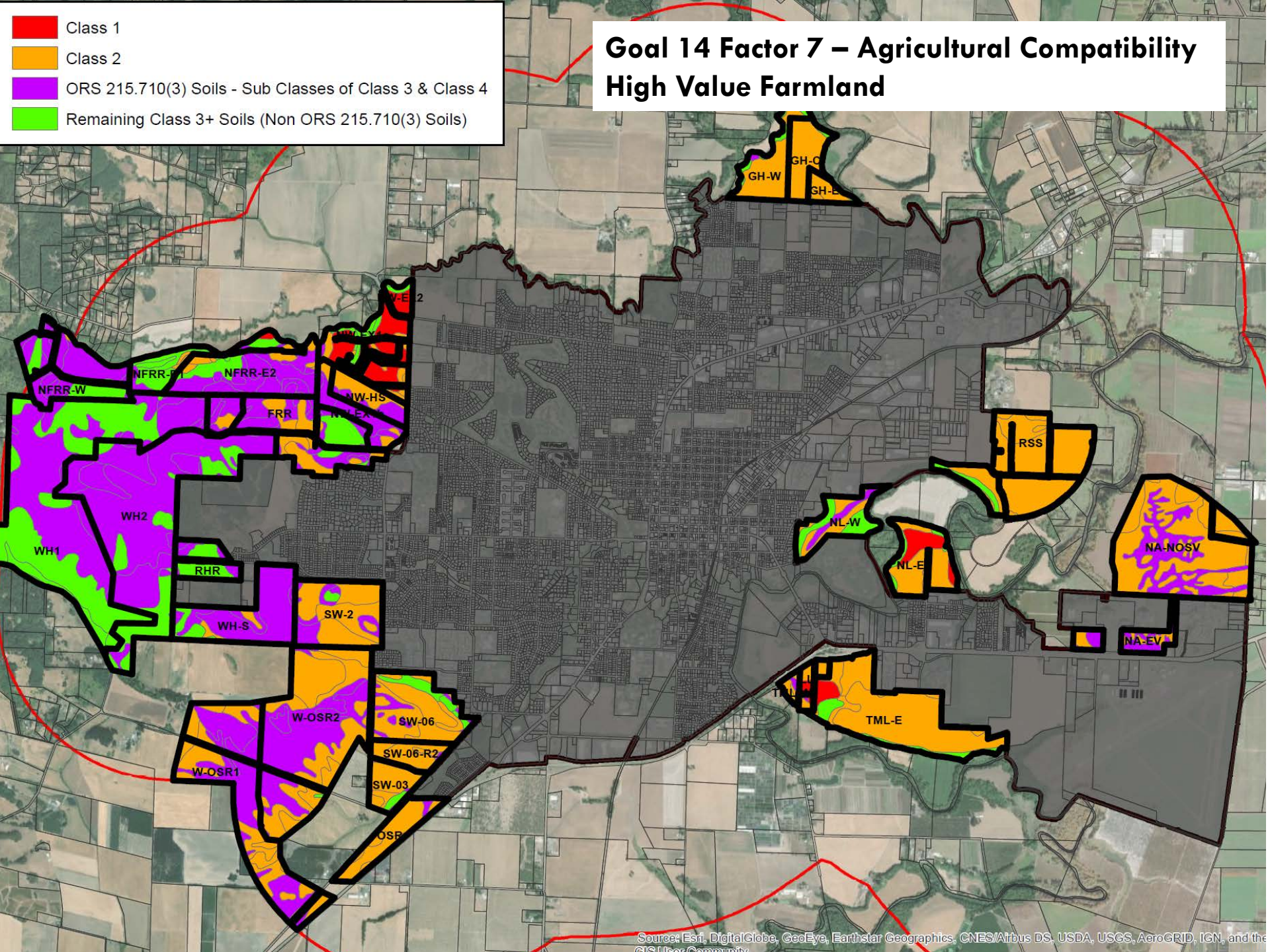
Goal 14 Factor 7 – HVF per ORS 215.710(3)



Goal 14 Factor 7 – Add County F and AF Zones



Goal 14 Factor 7 – Agricultural Compatibility High Value Farmland



RATING GOAL 14 FACTORS

Study Areas	Riverside South	Redmond Hill Road	Fox Ridge Road	Lawson Lane	Old Sheridan Road	Hidden Hills
Total Acres	192.6	39.9	143.4	18.1	54.5	116.3
Buildable Acres	128.6	23.2	65.0	10.8	36.5	58.0
DU Capacity	552.0	81.0	227.0	46.4	127.8	203.0
Net Density (Target 5.7)	4.3	3.5	3.5	4.3	3.5	3.5
Ratings: (1 = poor)						
Public Facilities						
Transportation						
Commercial Suitability	2	1	1	1	1	1
Housing Suitability	1	1	1	1	1	1
Development Cost	3	2	1	3	3	2
Urban Integration	1	2	2	2	1	1
Distance to Services	1	2	2	2	1	1
Parks / Schools	1	1	2	1	1	1
Hazard Risk	3	3	1	3	3	2
High Value Farm Land	2	1	1	1	1	1
Agricultural Conflict	1	1	1	1	1	1
Natural Resources	3	2	1	3	1	1
	18	17	13	18	14	13

Exception Areas Sample

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APPLYING GOAL 14 FACTORS TO PRIORITY LANDS

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PRIORITY LAND SELECTION – ORS 197.298

1. Prioritization Scheme:

    a. Established Urban Reserves

    b. Exception Land, and farm or forest land (other than high value farm land) surrounded by exception land.

    c. Marginal lands designed pursuant to ORS 197.247

    d. Farm and Forest Land

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PRIORITY LAND SELECTION – ORS 197.298

2. Higher priority shall be given to land of lower capability as measured by capability classification system.

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PRIORITY LAND SELECTION – ORS 197.298

3. Land of lower priority under subsection 1 may be included in an urban growth boundary if land of higher priority is found to be inadequate to accommodate the amount of land estimated in subsection 1 for one or more of the following reasons:

   a. Specific types of identified land needs cannot be reasonably accommodated on higher priority lands.

   b. Future urban services could not reasonable by provided to the higher priority lands due to topographical or other physical constraints; or

   c. Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

City of McMinnville

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ORS 197.298(1): PRIORITY SELECTION

AND THE APPLICATION OF GOAL 14 FACTORS

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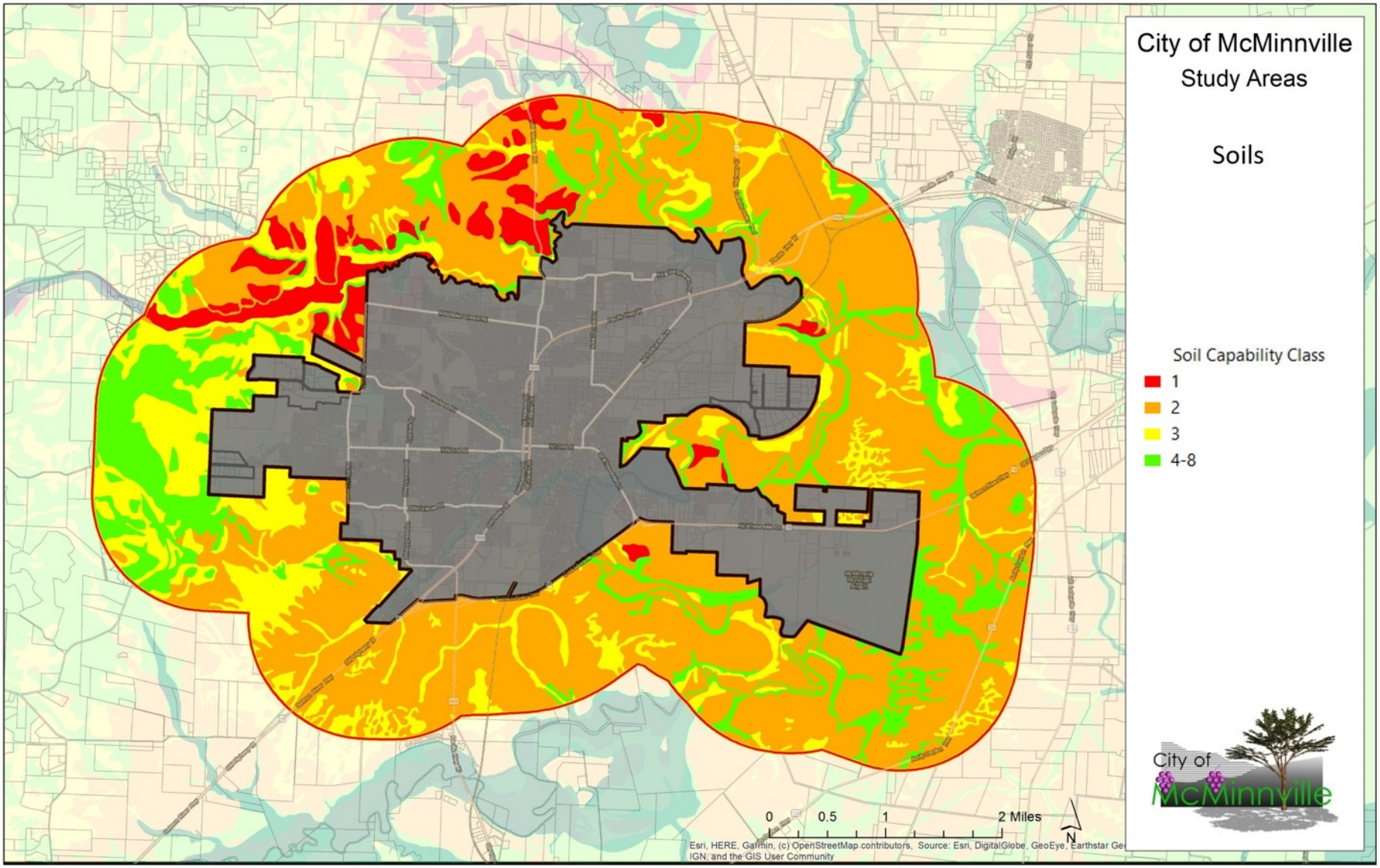

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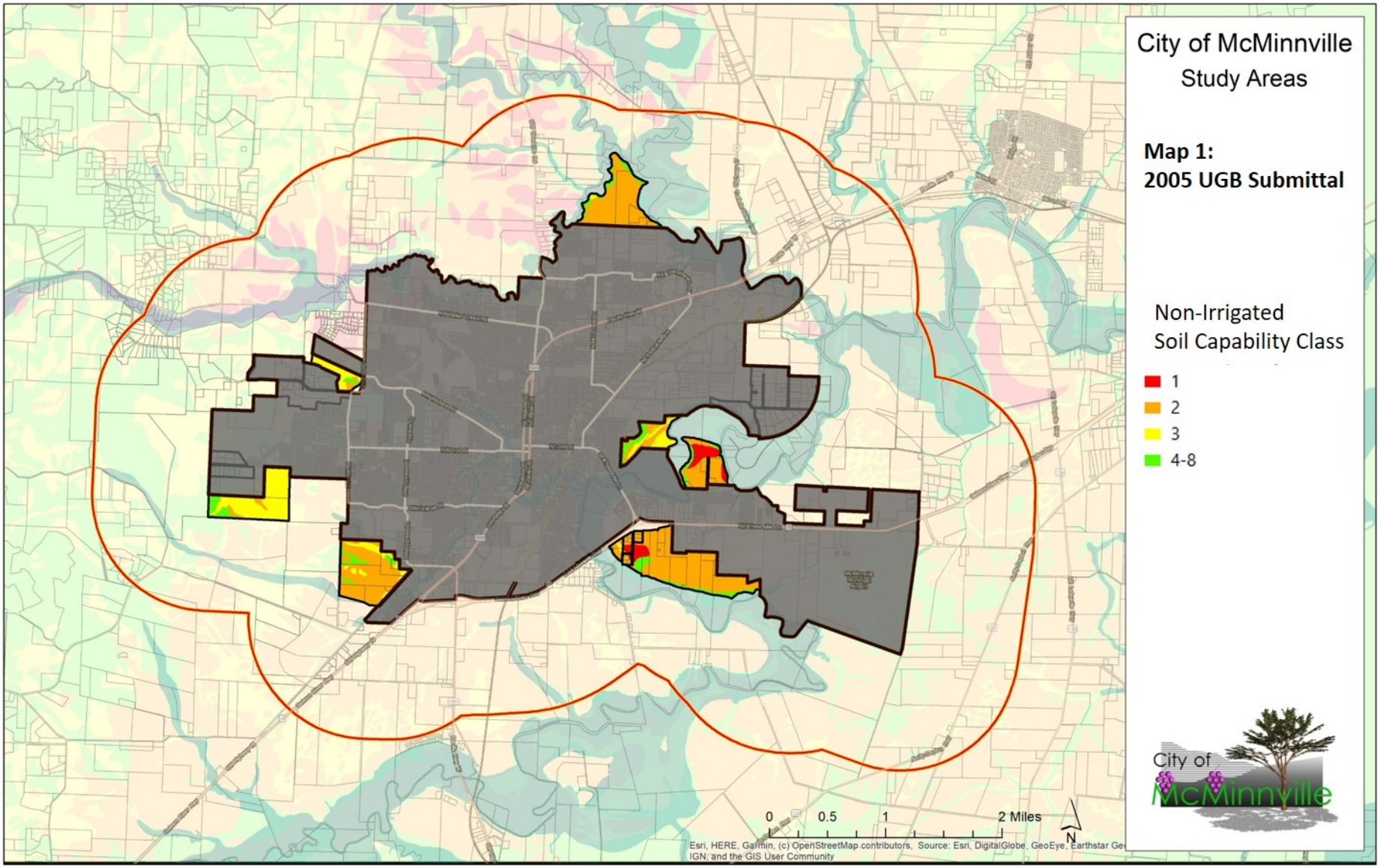

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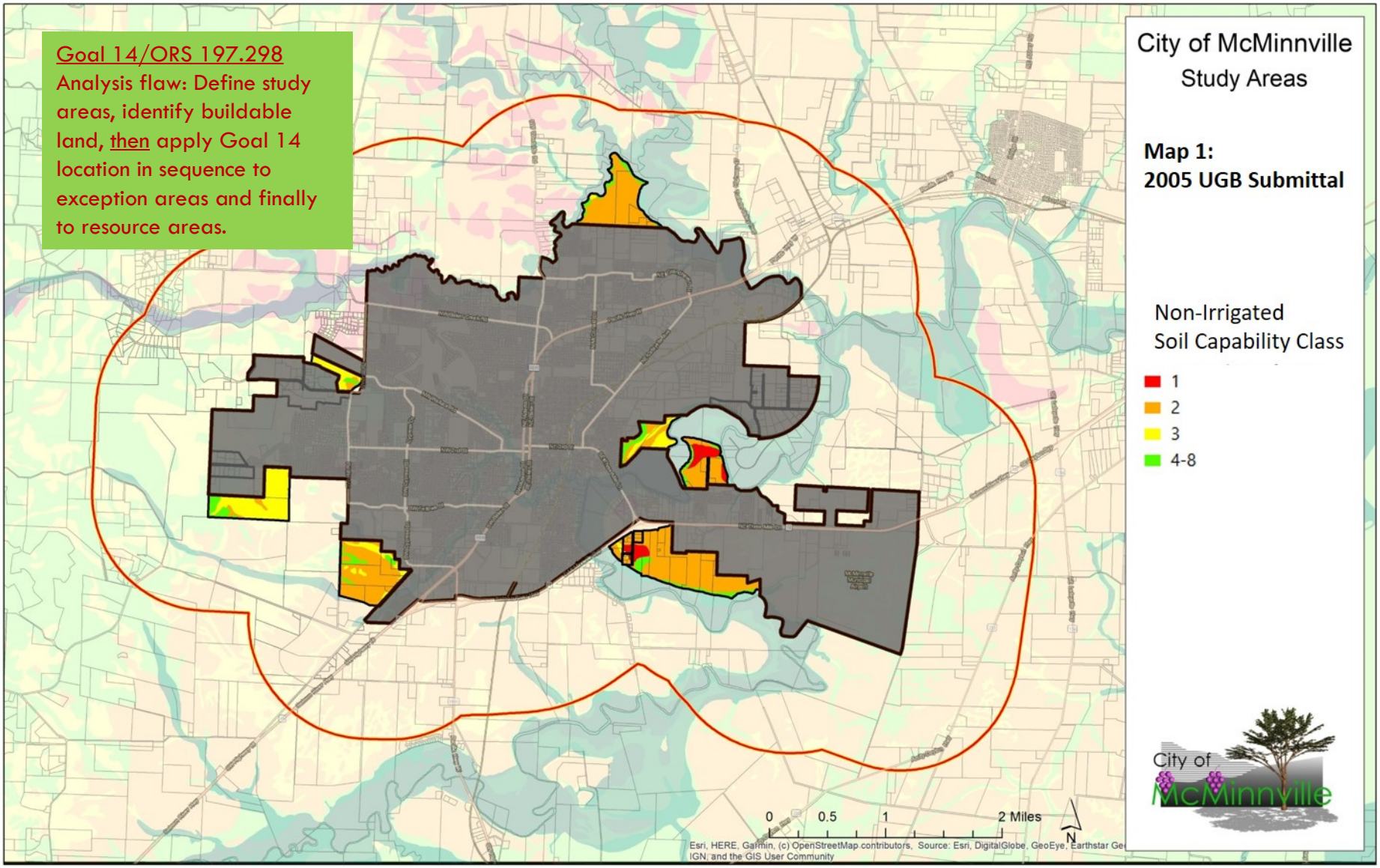

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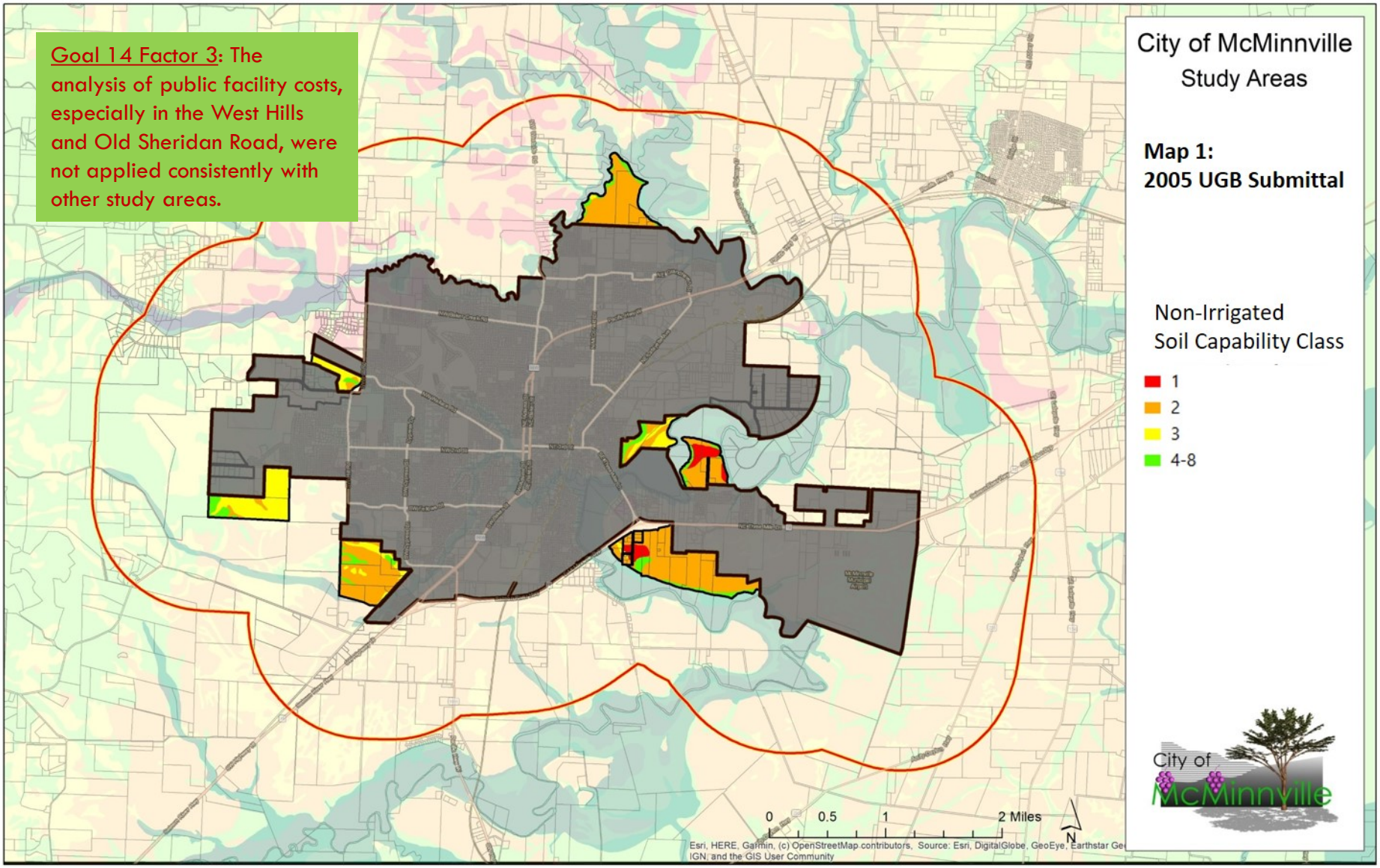

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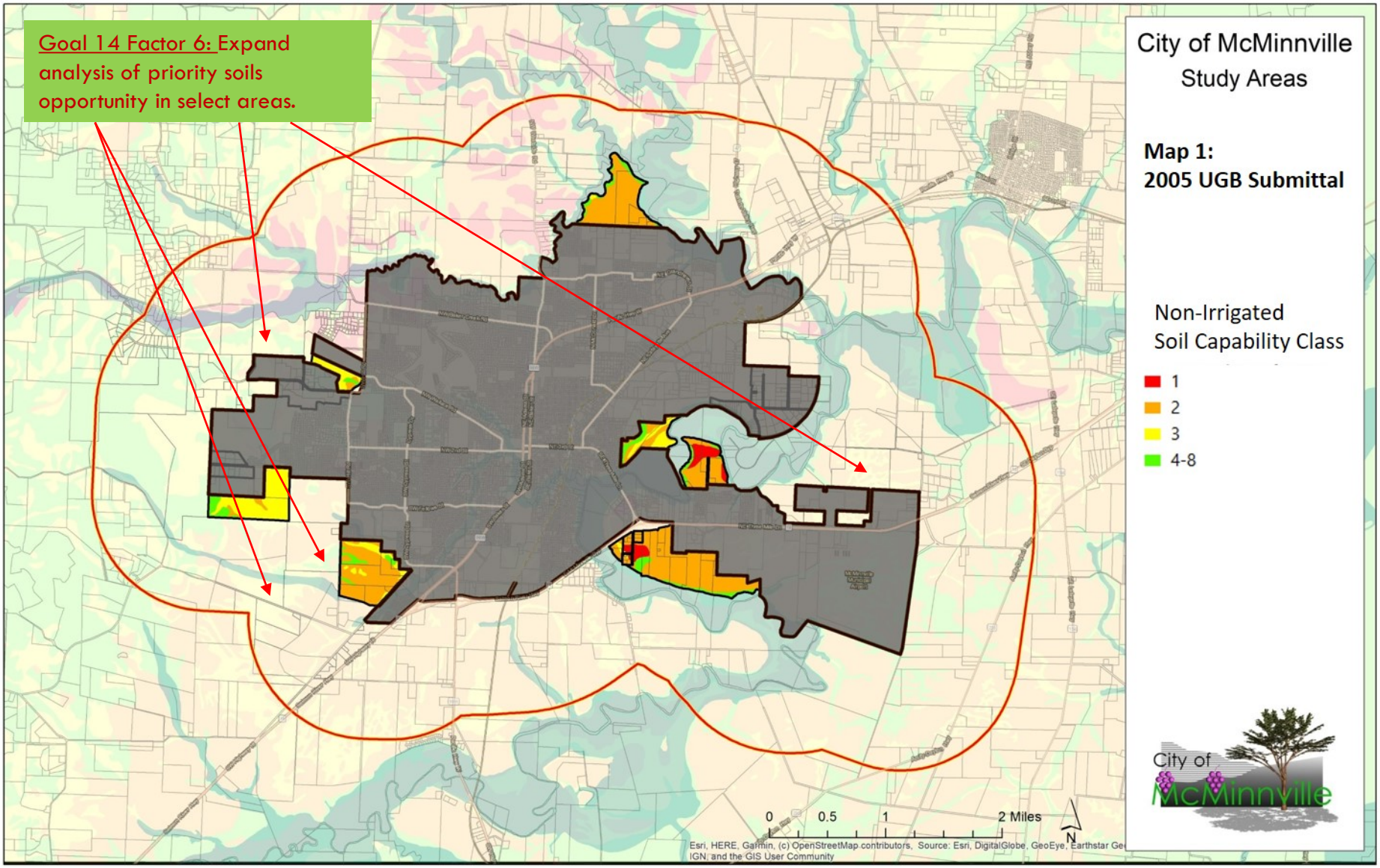

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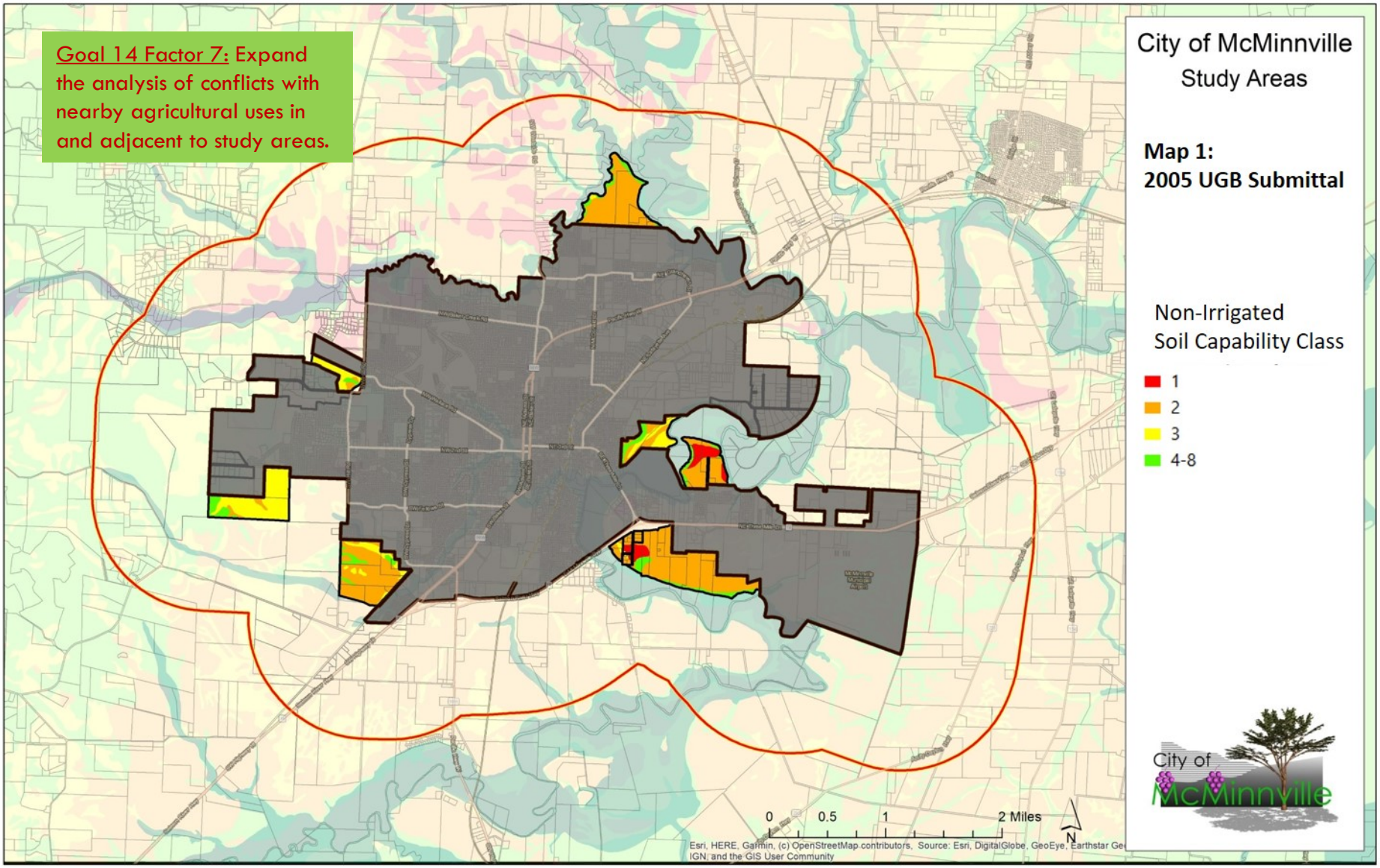

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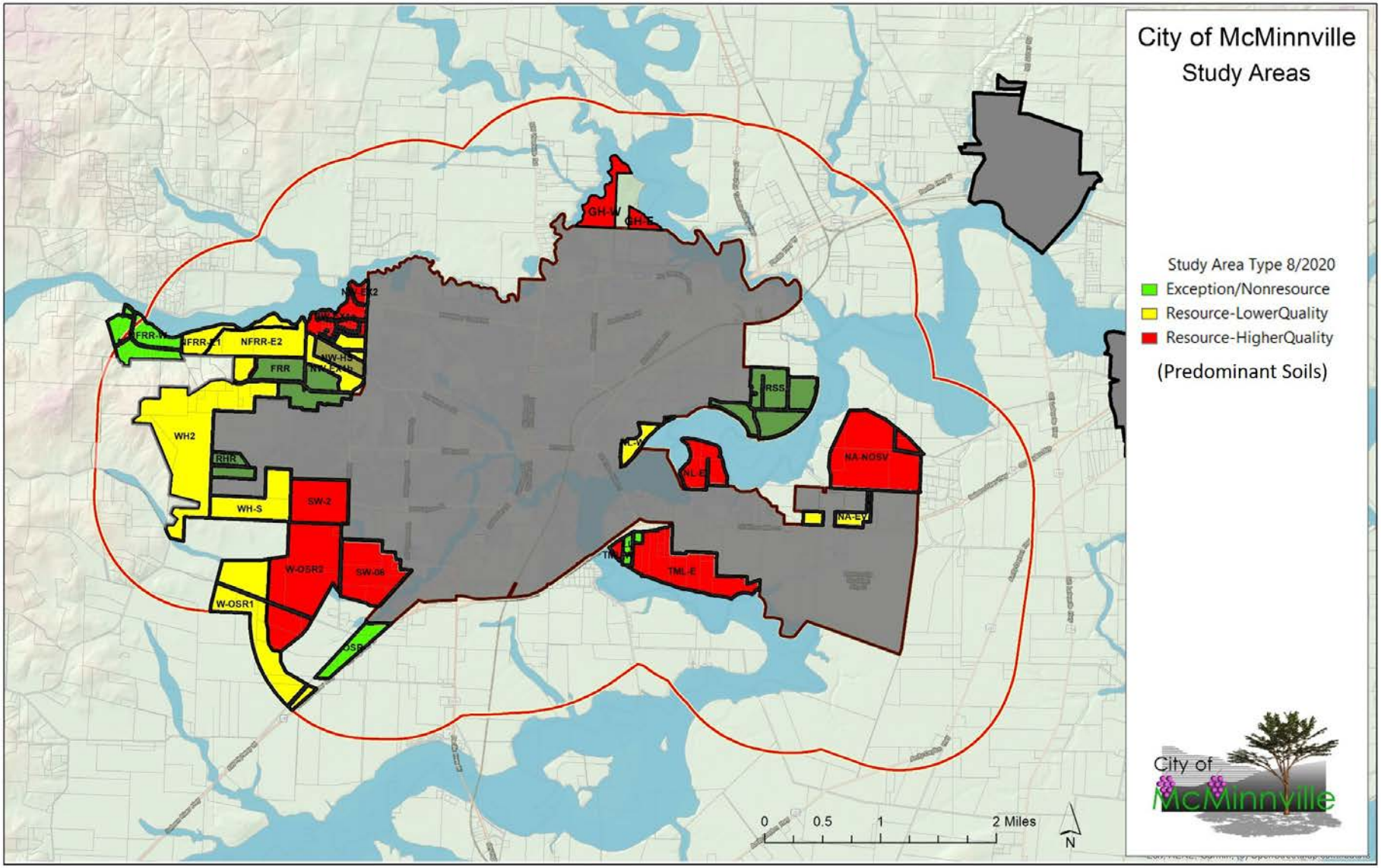

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EXCEPTION AREAS AND LOWER VALUE RESOURCE LANDS

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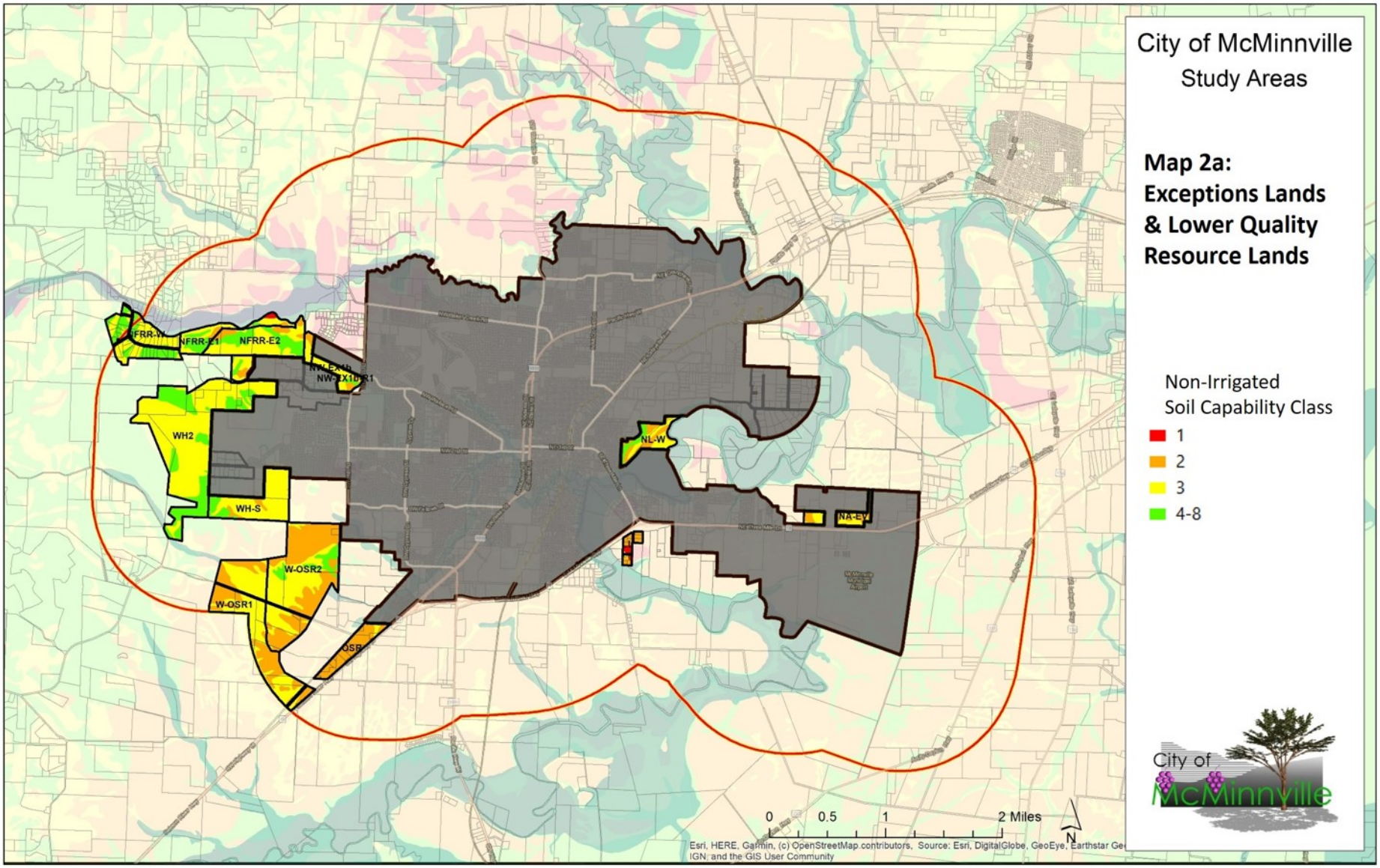

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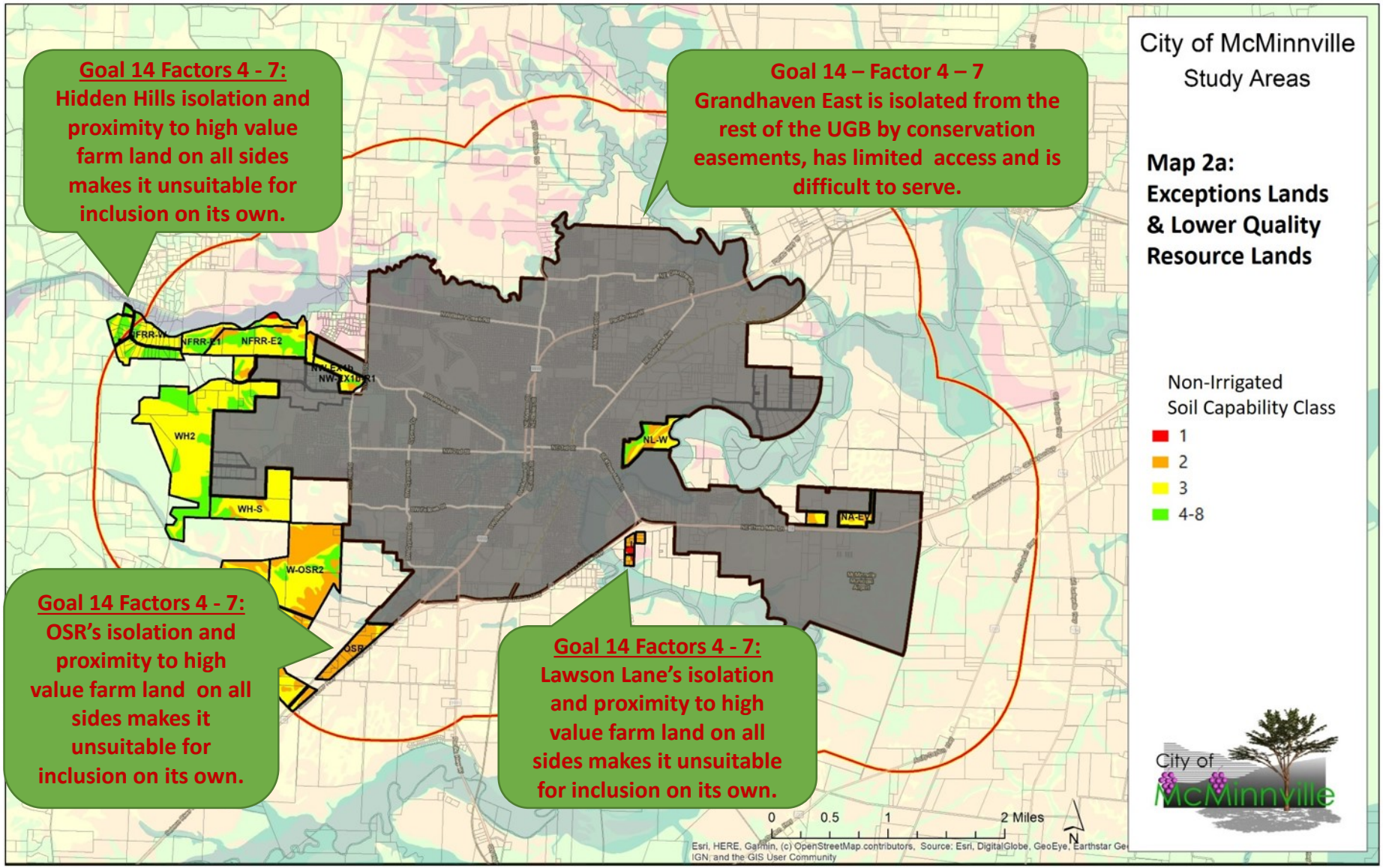

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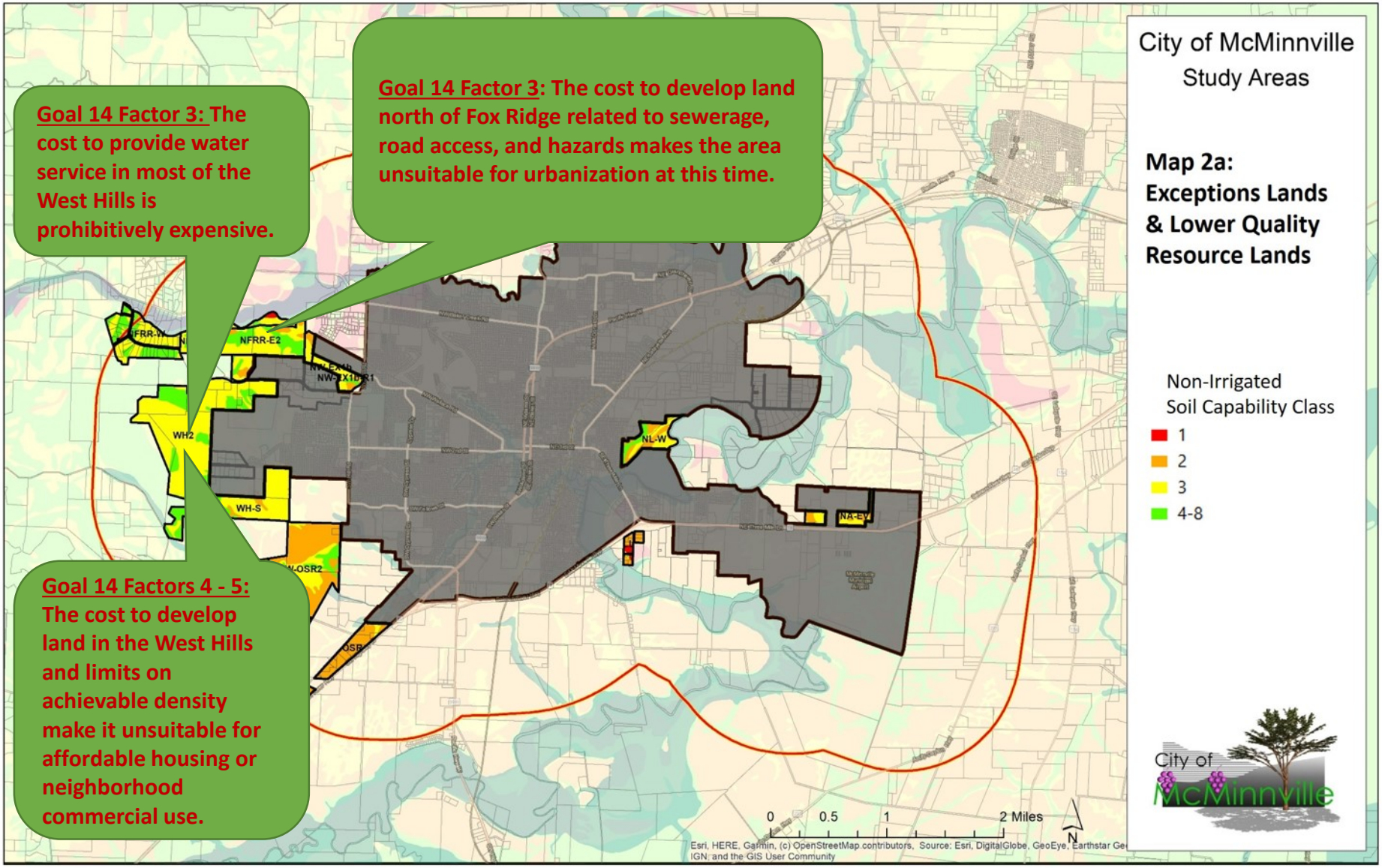
WH2 – ORS 197.298(3)(a) – does not meet identified land need.



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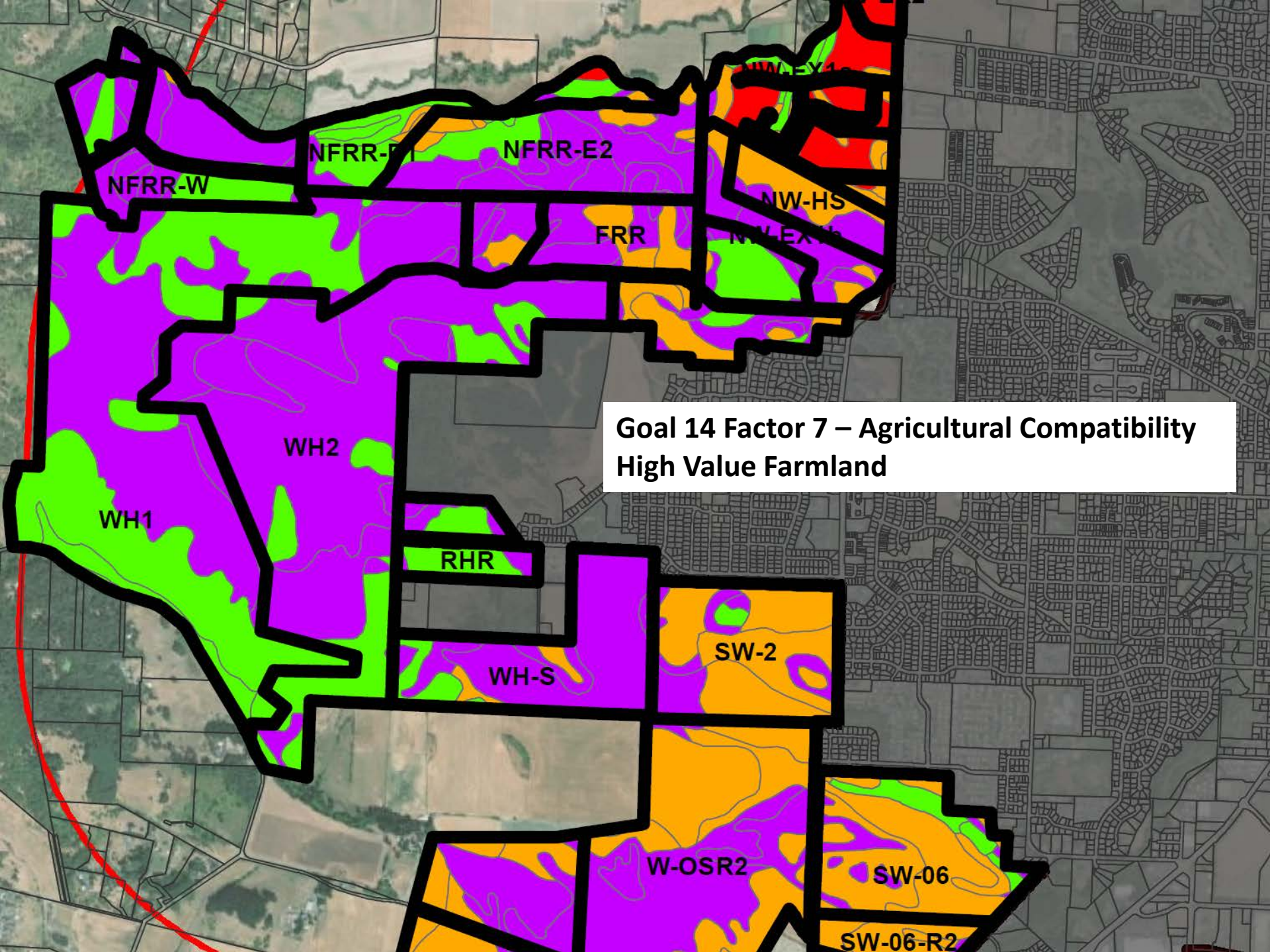
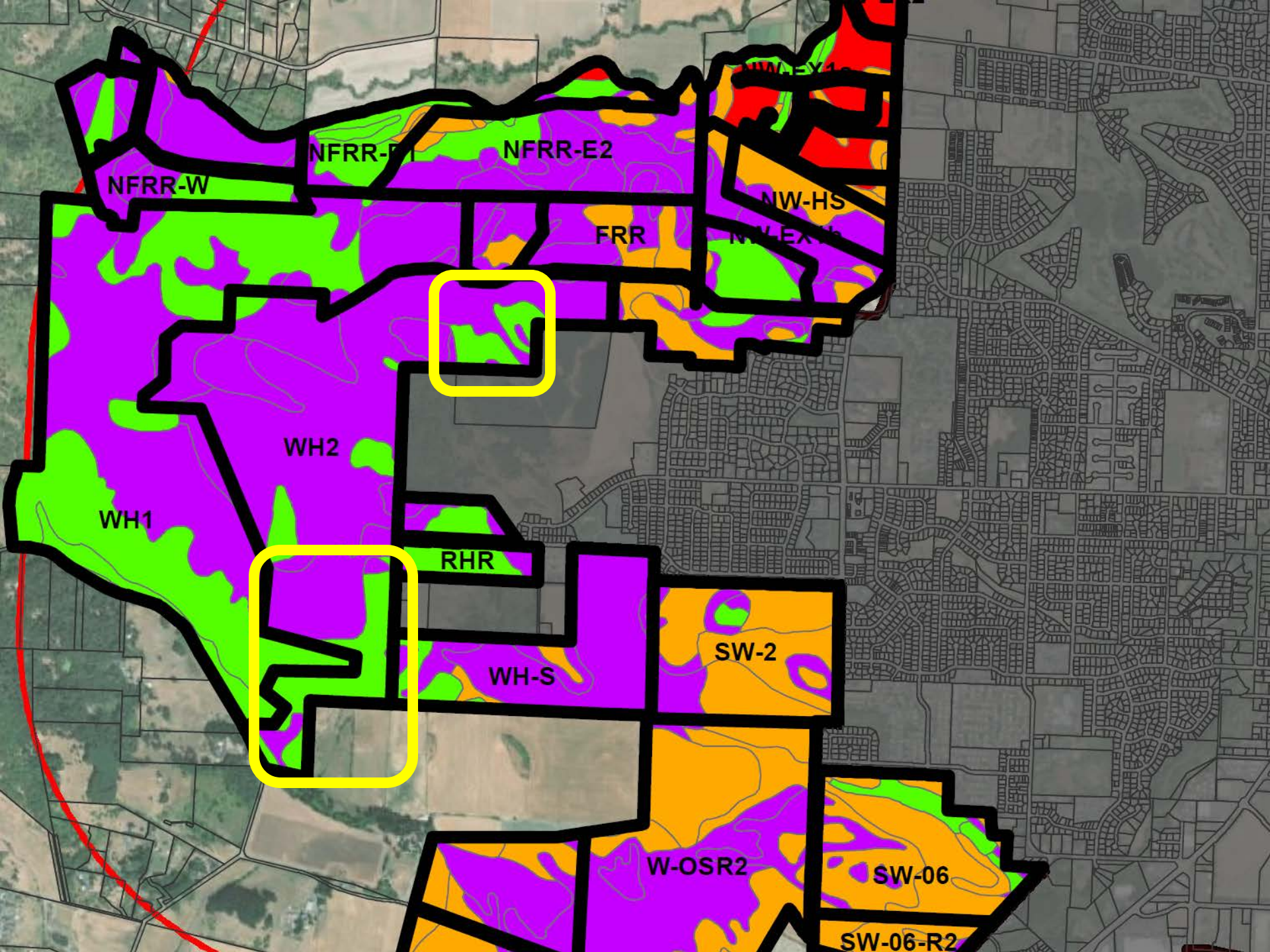
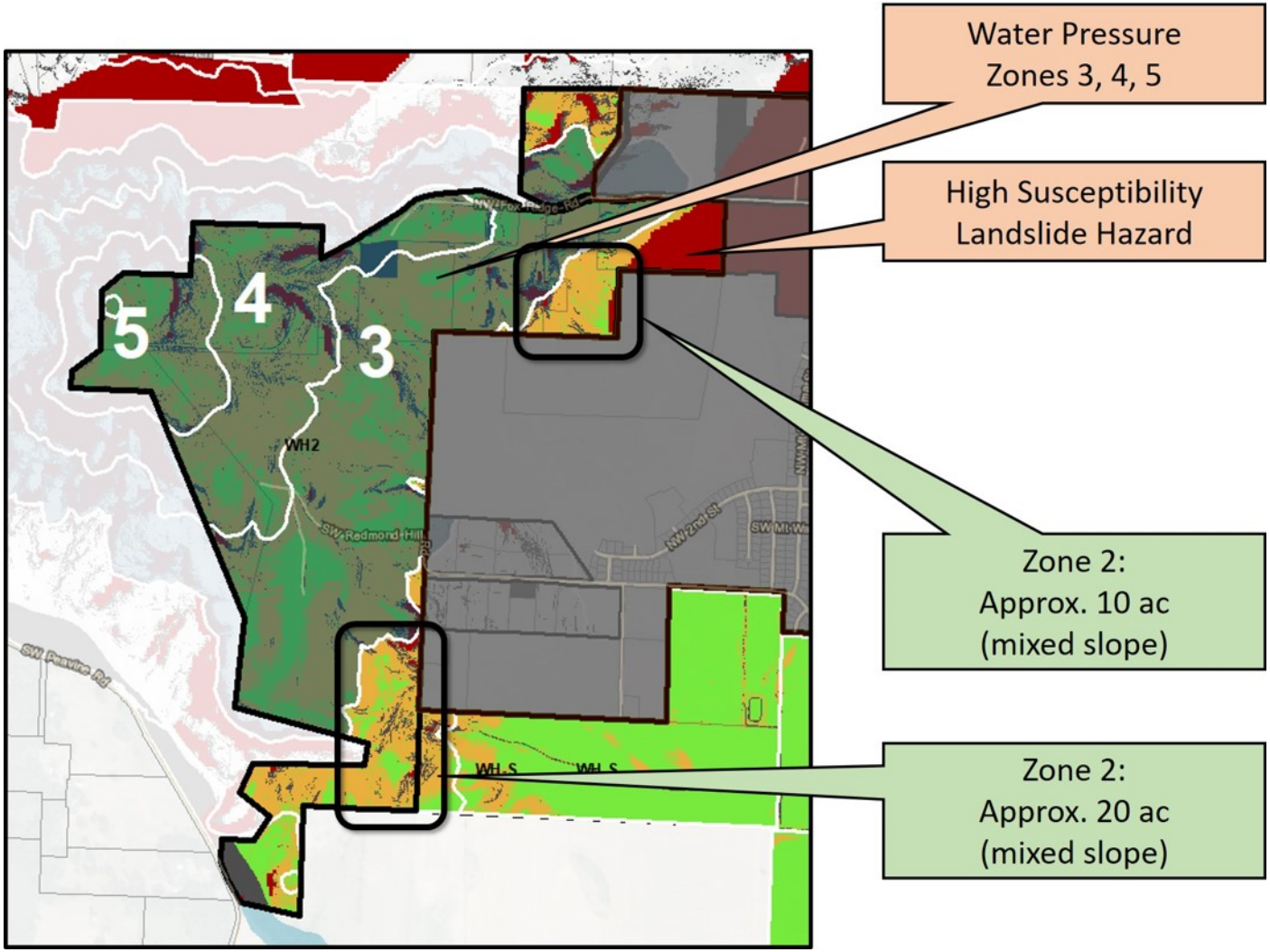
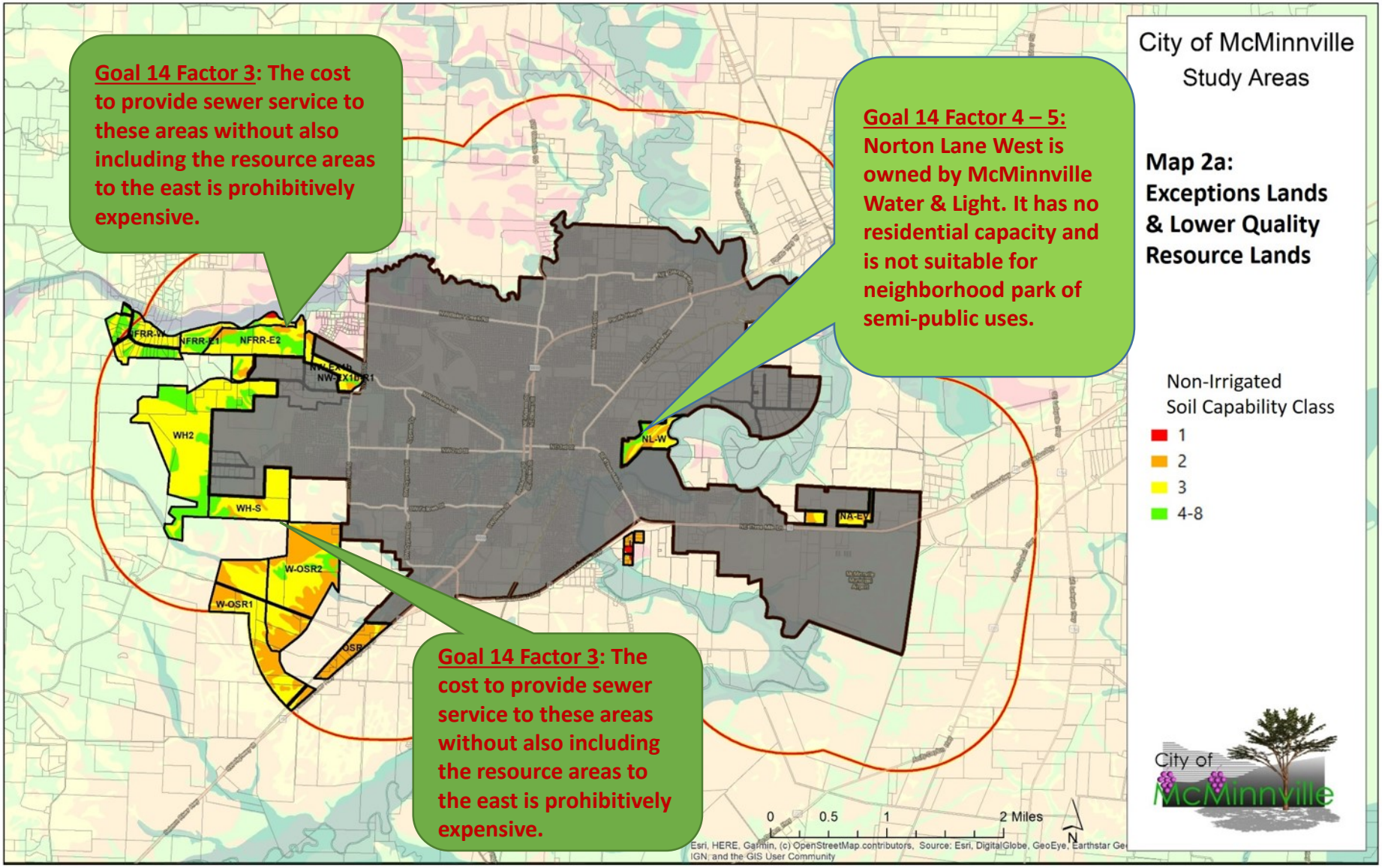


Goal 14 Factor 7 – Agricultural Compatibility
High Value Farmland


NFRR-W
NFRR-E2
NW-HS
FRR
WH2
WH1
RHR
SW-2
WH-S
W-OSR2
SW-06
SW-06-R2

Goal 14 Factor 3 – Public Facilities





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HIGHER VALUE RESOURCE LANDS WITH LOW GOAL 14 FACTOR SCORES

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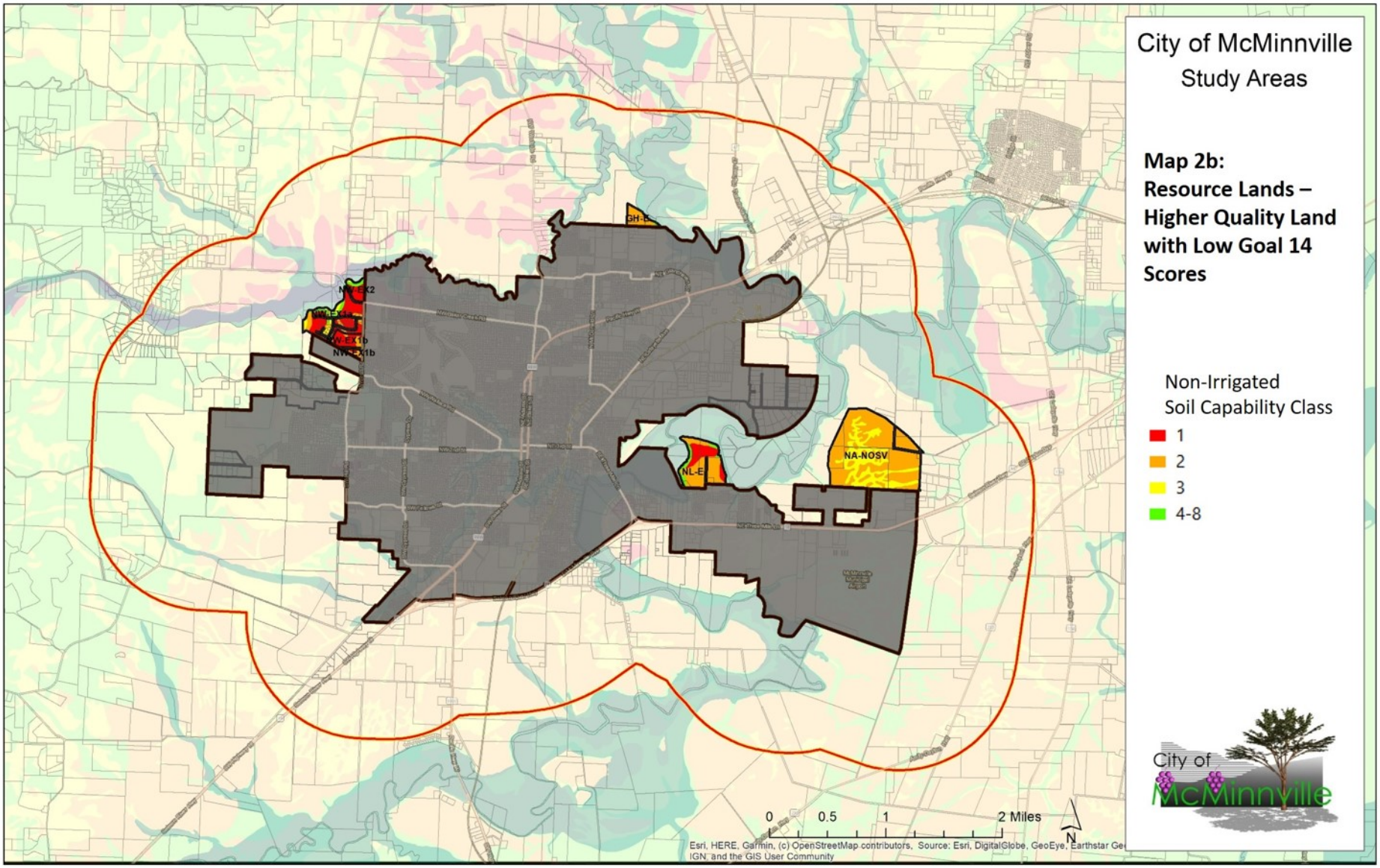

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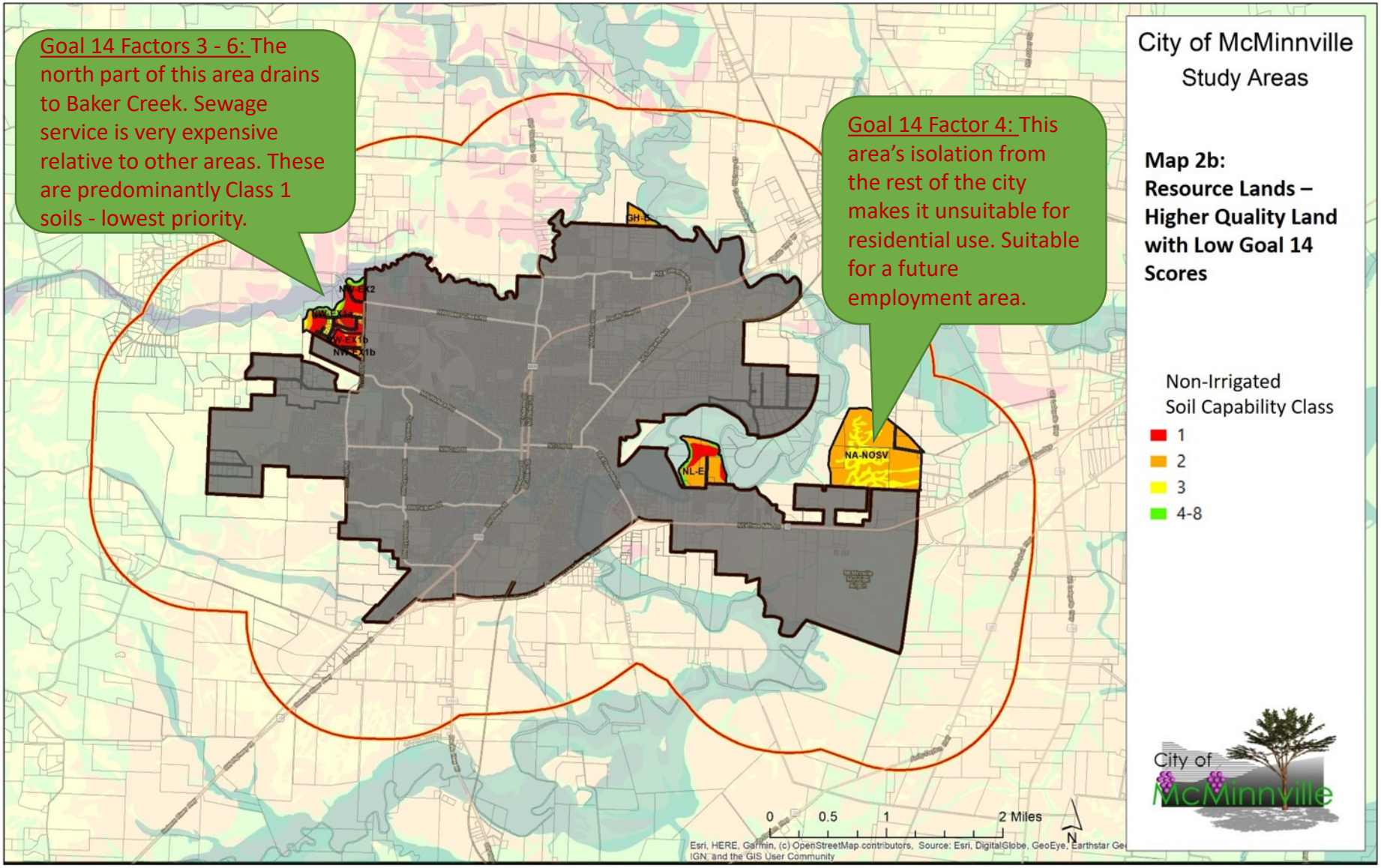
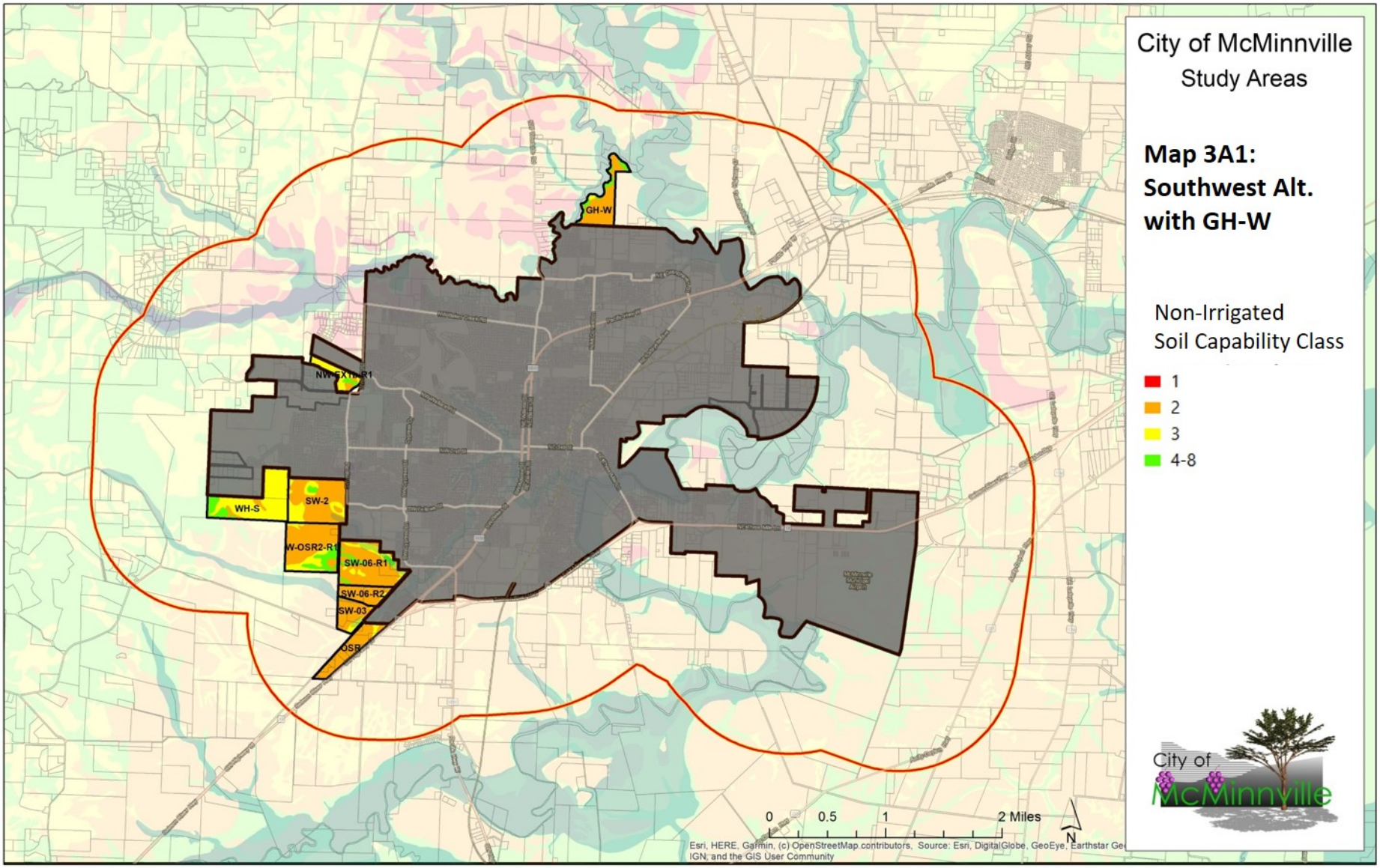

Goal 14 Factors 3 - 6: The north part of this area drains to Baker Creek. Sewage service is very expensive relative to other areas. These are predominantly Class 1 soils - lowest priority.
Goal 14 Factor 4: This area's isolation from the rest of the city makes it unsuitable for residential use. Suitable for a future employment area.
City of McMinnville
Study Areas
Map 2b:
Resource Lands – Higher Quality Land with Low Goal 14 Scores
Non-Irrigated Soil Capability Class
1
2
3
4-8
NA-NOSV
NL-E
GH-E
NW-EX1b
0
0.5
1
2 Miles
N
Esri, HERE, Garmin, (c) OpenStreetMap contributors, Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community
City of McMinnville

ALTERNATIVES

CITY COUNCIL UGB REMAND RESPONSE UPDATE, SEPT 16, 2020

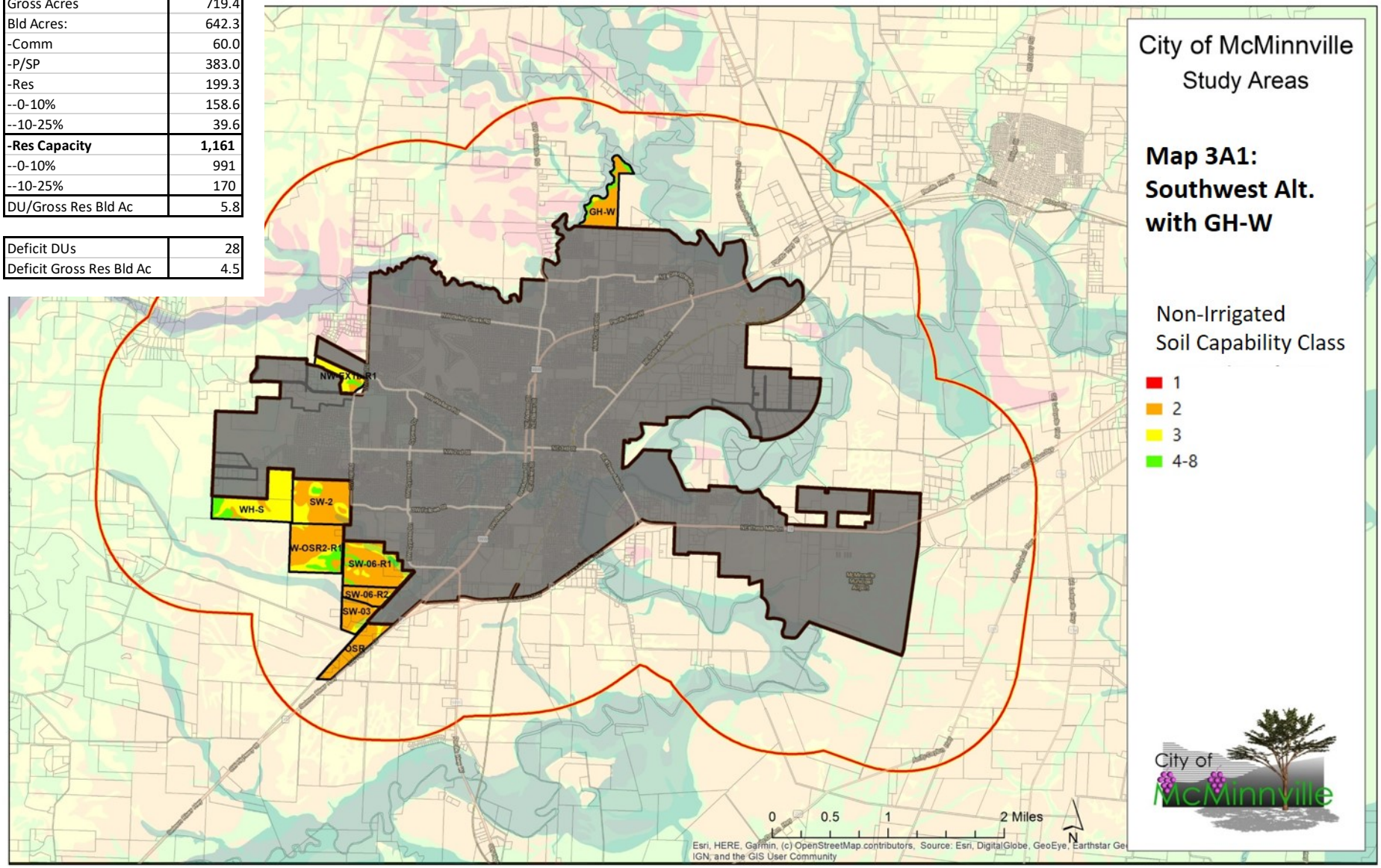
City of McMinnville



Map is a draft, and could change with future refinements

Area	Alt. 3A1 SW+GHW
Gross Acres	719.4
Bld Acres:	642.3
-Comm	60.0
-P/SP	383.0
-Res	199.3
--0-10%	158.6
--10-25%	39.6
-Res Capacity	**1,161**
--0-10%	991
--10-25%	170
DU/Gross Res Bld Ac	5.8

Deficit DUs	28
Deficit Gross Res Bld Ac	4.5



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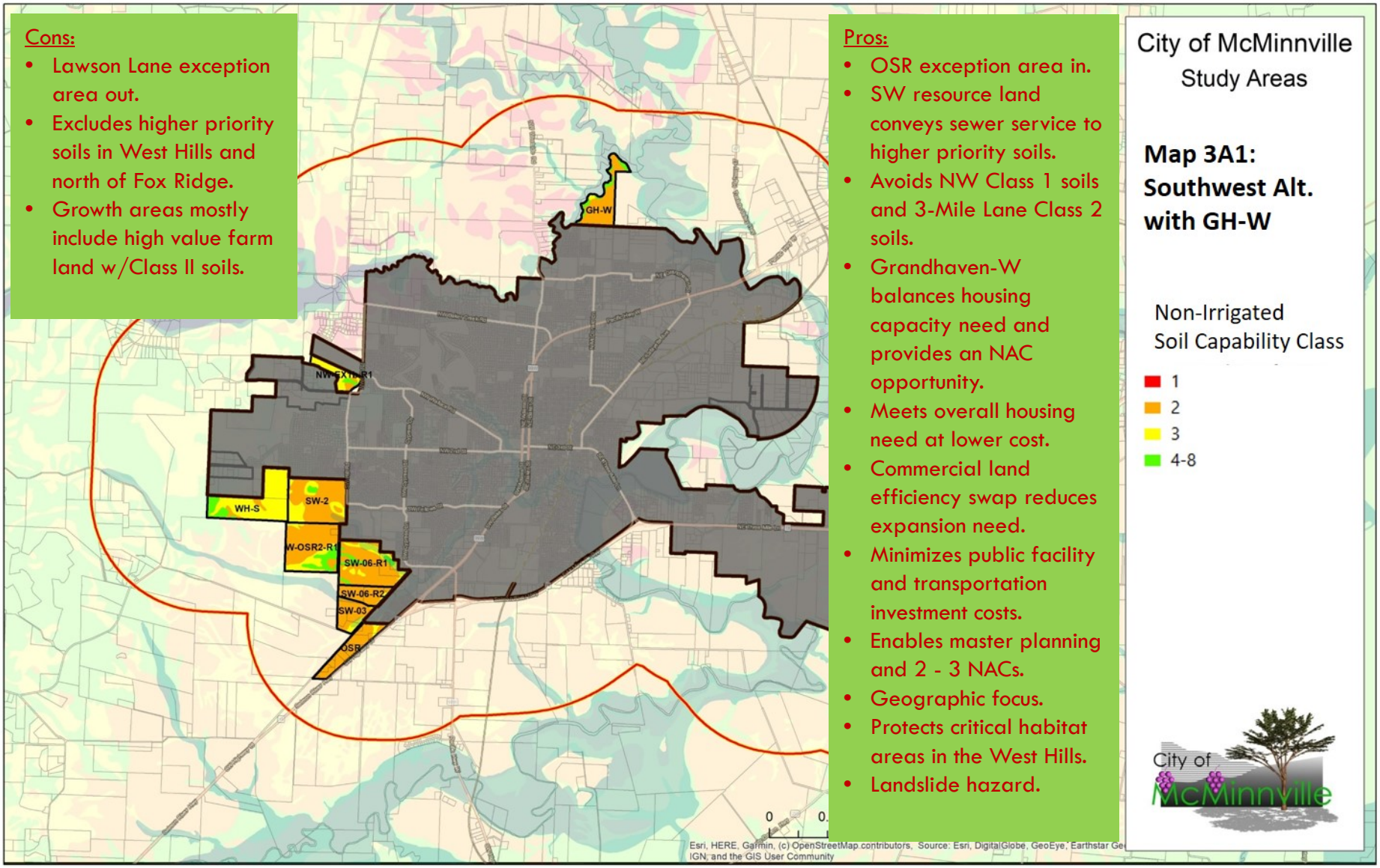
Cons:

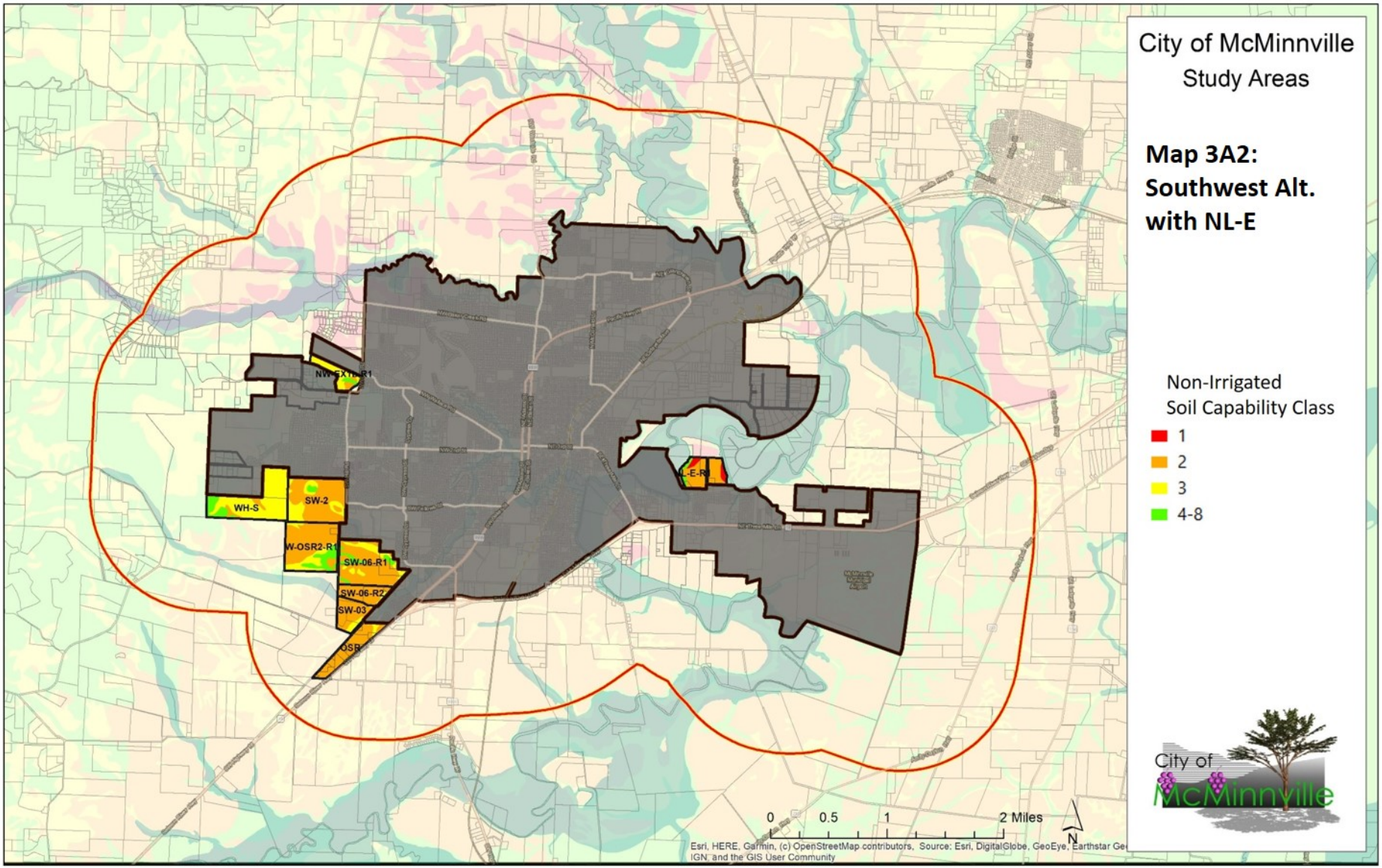
- Lawson Lane exception area out.
- Excludes higher priority soils in West Hills and north of Fox Ridge.
- Growth areas mostly include high value farm land w/Class II soils.



Pros:

- OSR exception area in.
- SW resource land conveys sewer service to higher priority soils.
- Avoids NW Class 1 soils and 3-Mile Lane Class 2 soils.
- Grandhaven-W balances housing capacity need and provides an NAC opportunity.
- Meets overall housing need at lower cost.
- Commercial land efficiency swap reduces expansion need.
- Minimizes public facility and transportation investment costs.
- Enables master planning and 2 - 3 NACs.
- Geographic focus.
- Protects critical habitat areas in the West Hills.
- Landslide hazard.

Map is a draft, and could change with future refinements



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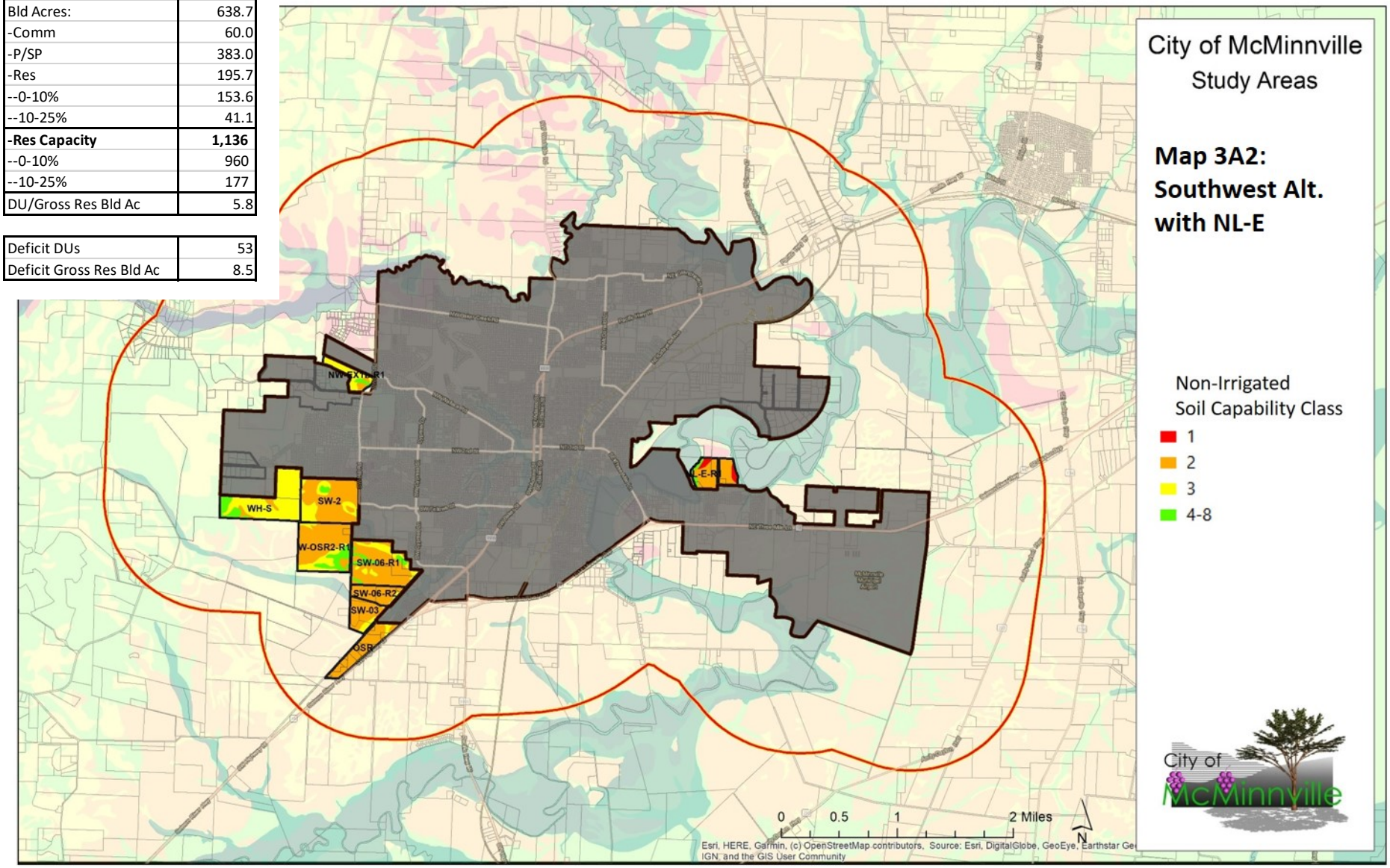
Area	Alt. 3A2 SW+NLE
Gross Acres	707.0
Bld Acres:	638.7
-Comm	60.0
-P/SP	383.0
-Res	195.7
--0-10%	153.6
--10-25%	41.1
-Res Capacity	**1,136**
--0-10%	960
--10-25%	177
DU/Gross Res Bld Ac	5.8

Deficit DUs	53
Deficit Gross Res Bld Ac	8.5



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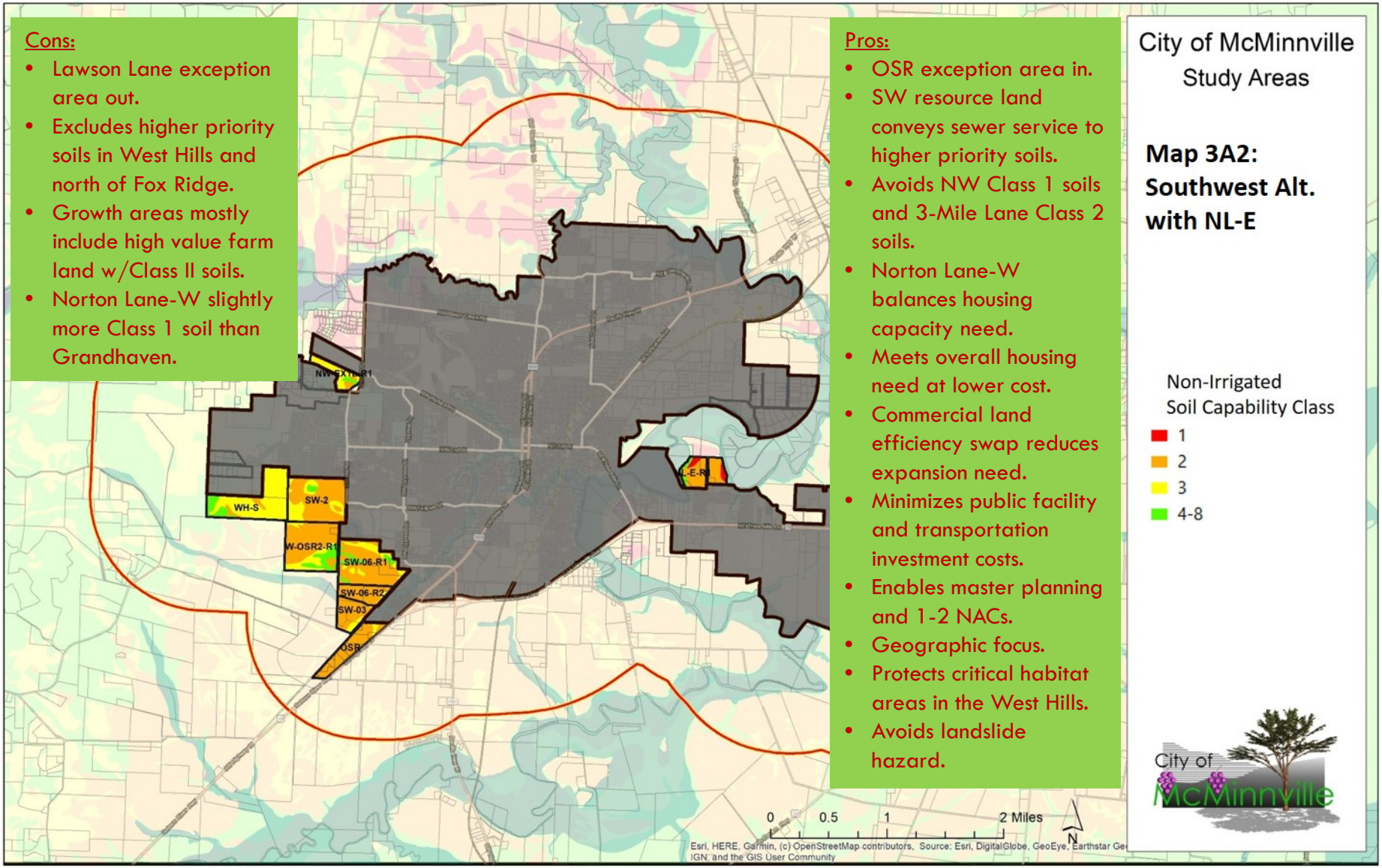

Cons:

- Lawson Lane exception area out.
- Excludes higher priority soils in West Hills and north of Fox Ridge.
- Growth areas mostly include high value farm land w/Class II soils.
- Norton Lane-W slightly more Class 1 soil than Grandhaven.

Pros:

- OSR exception area in.
- SW resource land conveys sewer service to higher priority soils.
- Avoids NW Class 1 soils and 3-Mile Lane Class 2 soils.
- Norton Lane-W balances housing capacity need.
- Meets overall housing need at lower cost.
- Commercial land efficiency swap reduces expansion need.
- Minimizes public facility and transportation investment costs.
- Enables master planning and 1-2 NACs.
- Geographic focus.
- Protects critical habitat areas in the West Hills.
- Avoids landslide hazard.

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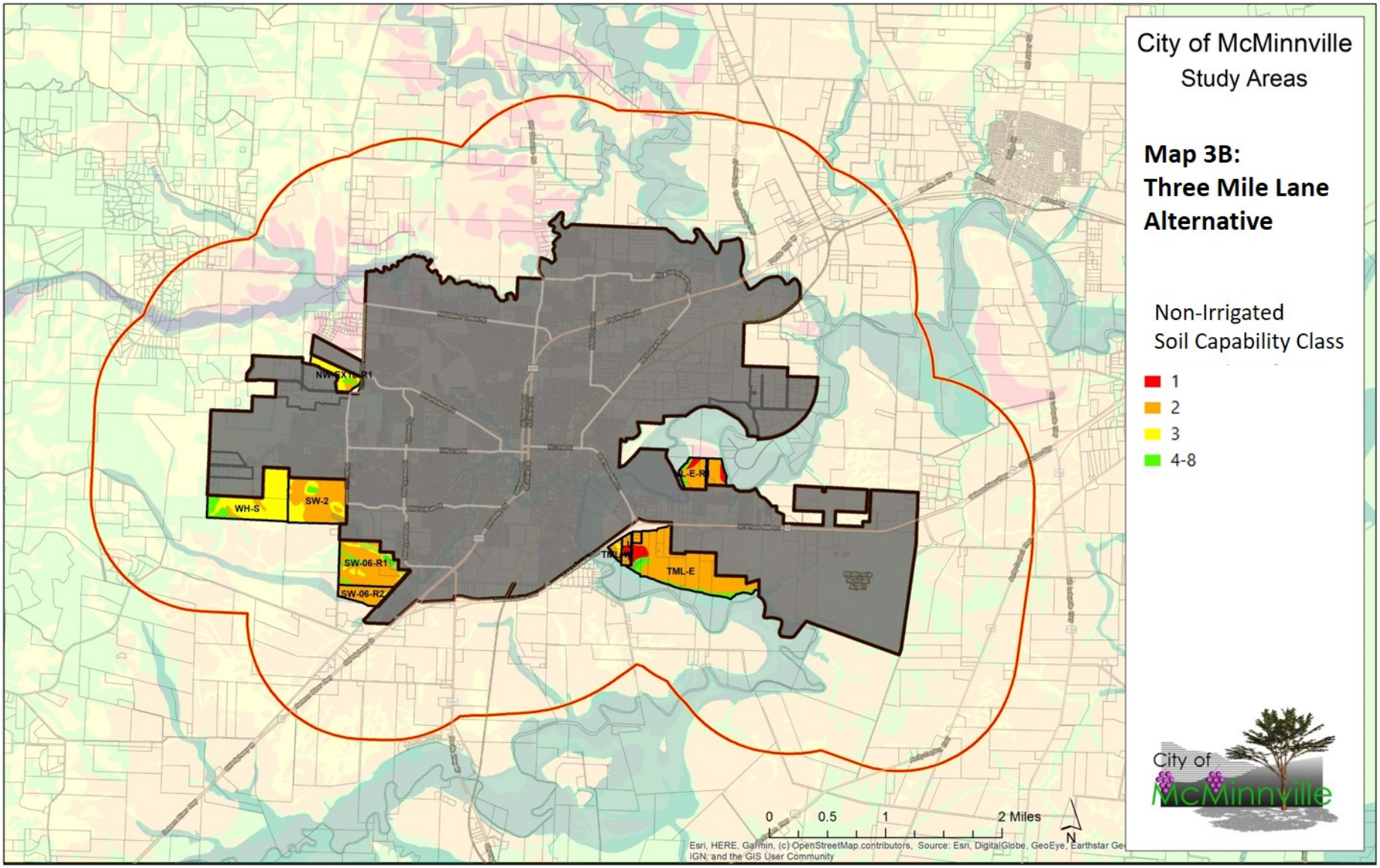

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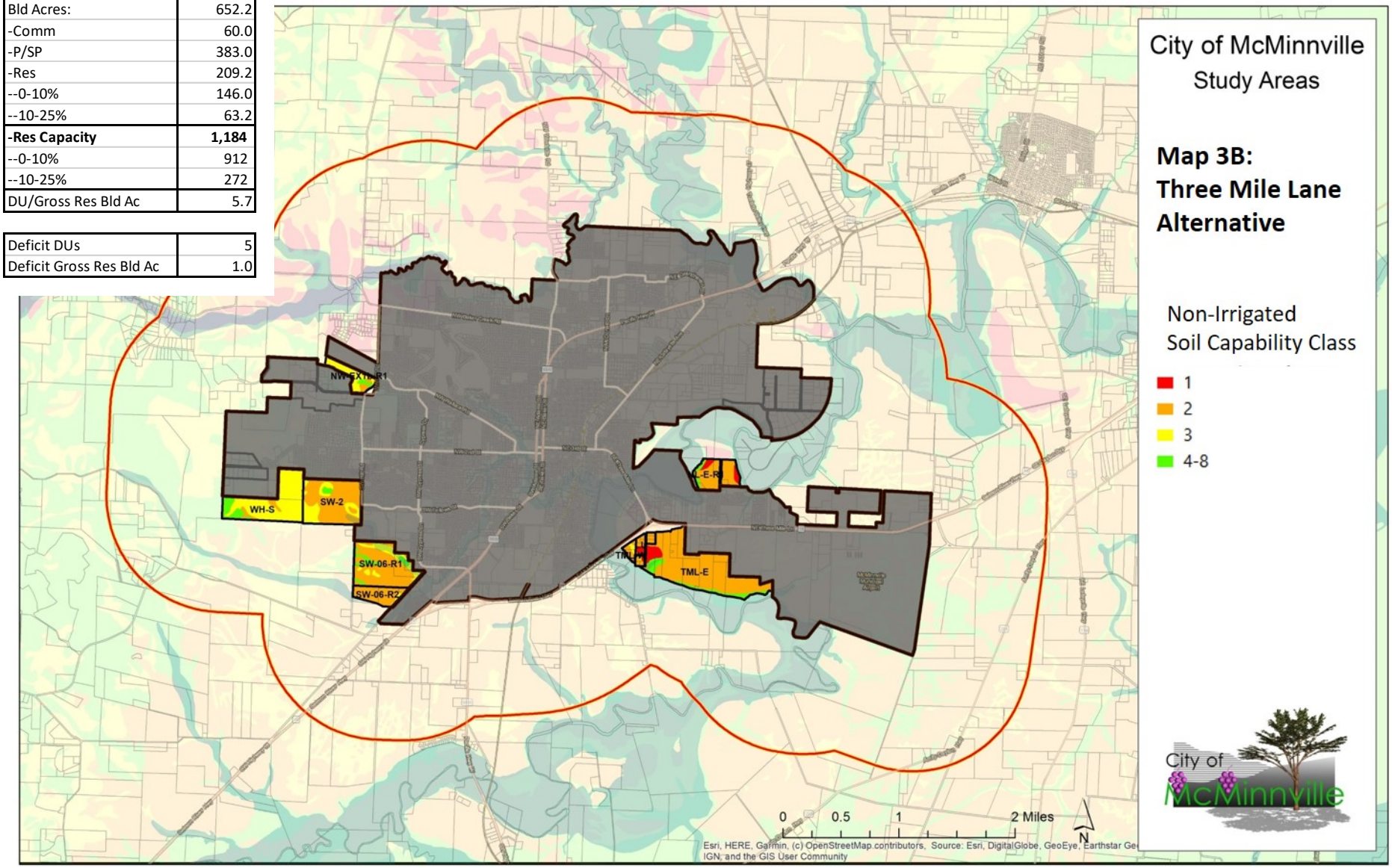
Area	Alt. 3B 3ML
Gross Acres	717.8
Bld Acres:	652.2
-Comm	60.0
-P/SP	383.0
-Res	209.2
--0-10%	146.0
--10-25%	63.2
-Res Capacity	**1,184**
--0-10%	912
--10-25%	272
DU/Gross Res Bld Ac	5.7

Deficit DUs	5
Deficit Gross Res Bld Ac	1.0



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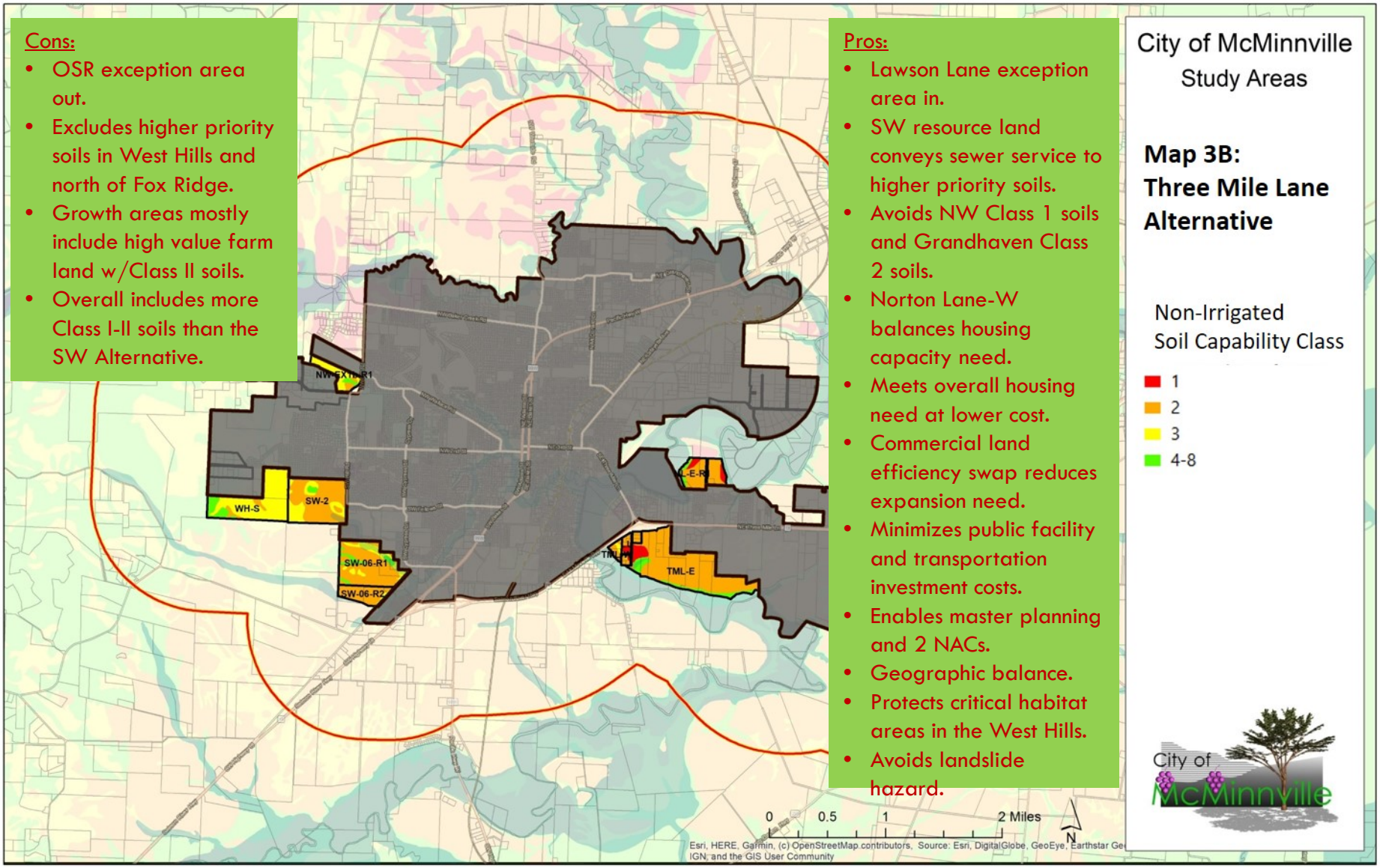

Cons:

- OSR exception area out.
- Excludes higher priority soils in West Hills and north of Fox Ridge.
- Growth areas mostly include high value farm land w/Class II soils.
- Overall includes more Class I-II soils than the SW Alternative.

Pros:

- Lawson Lane exception area in.
- SW resource land conveys sewer service to higher priority soils.
- Avoids NW Class 1 soils and Grandhaven Class 2 soils.
- Norton Lane-W balances housing capacity need.
- Meets overall housing need at lower cost.
- Commercial land efficiency swap reduces expansion need.
- Minimizes public facility and transportation investment costs.
- Enables master planning and 2 NACs.
- Geographic balance.
- Protects critical habitat areas in the West Hills.
- Avoids landslide hazard.

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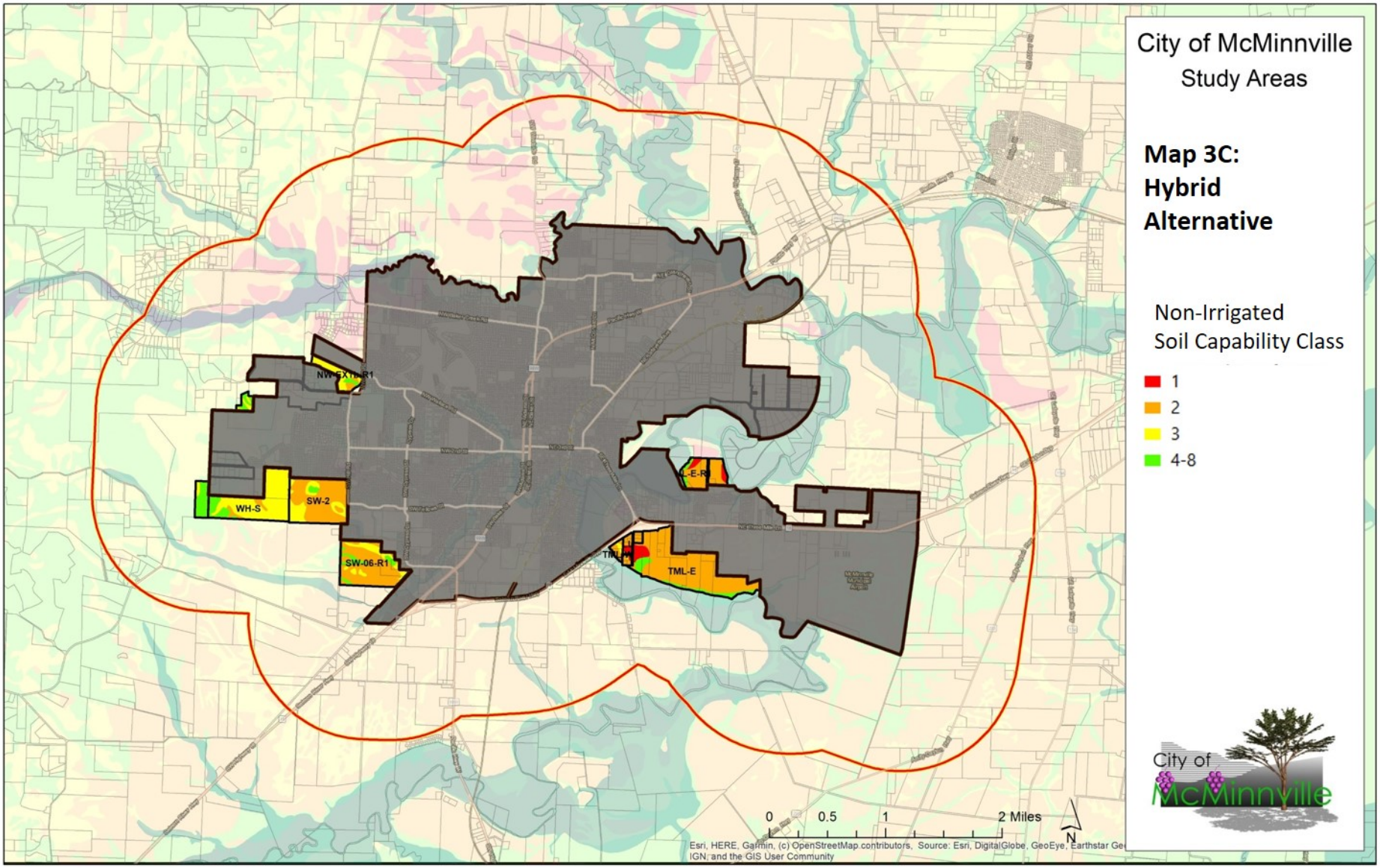
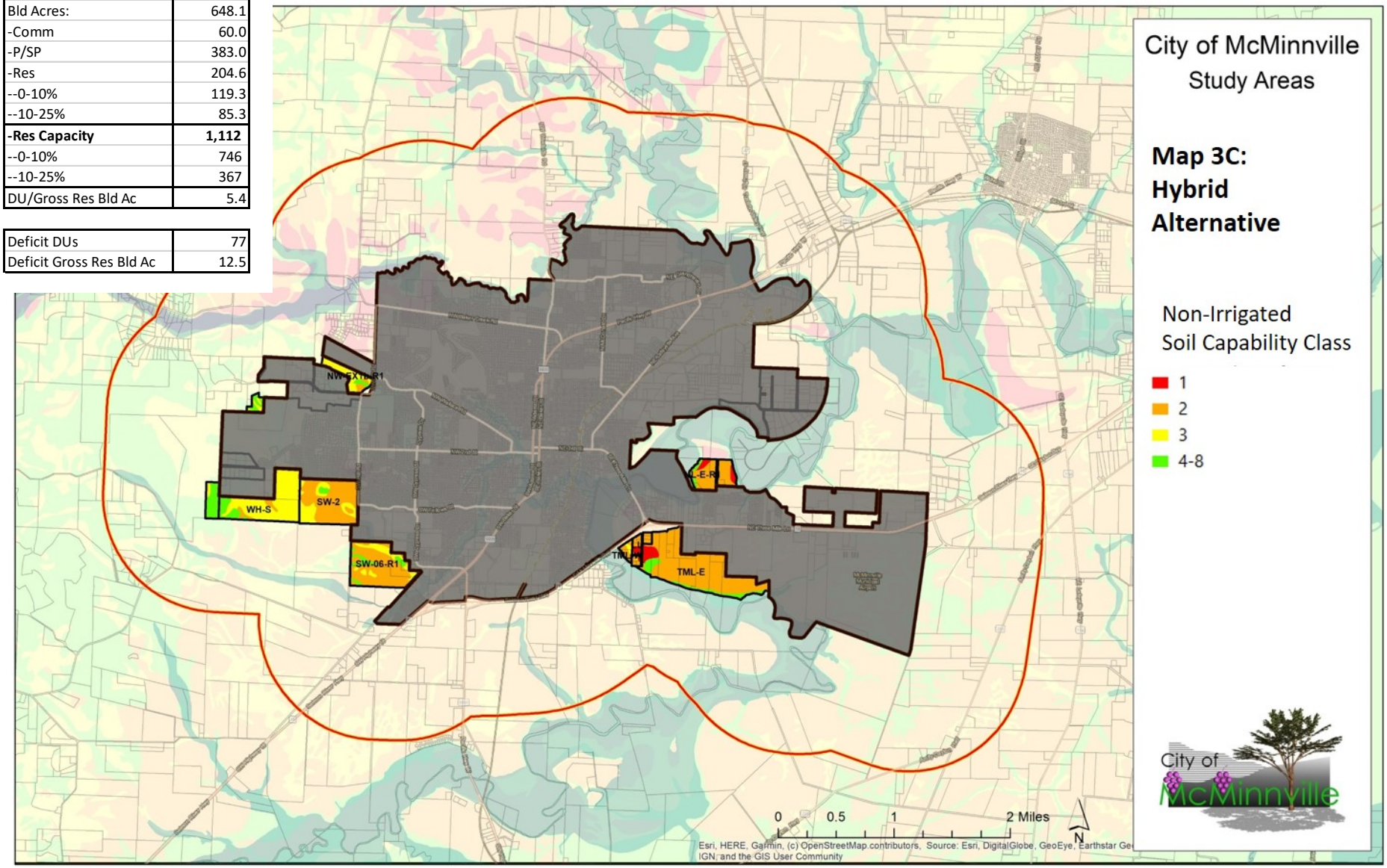


Map is a draft, and could change with future refinements

Area	Alt. 3C Hybrid
Gross Acres	714.0
Bld Acres:	648.1
-Comm	60.0
-P/SP	383.0
-Res	204.6
--0-10%	119.3
--10-25%	85.3
-Res Capacity	**1,112**
--0-10%	746
--10-25%	367
DU/Gross Res Bld Ac	5.4

Deficit DUs	77
Deficit Gross Res Bld Ac	12.5



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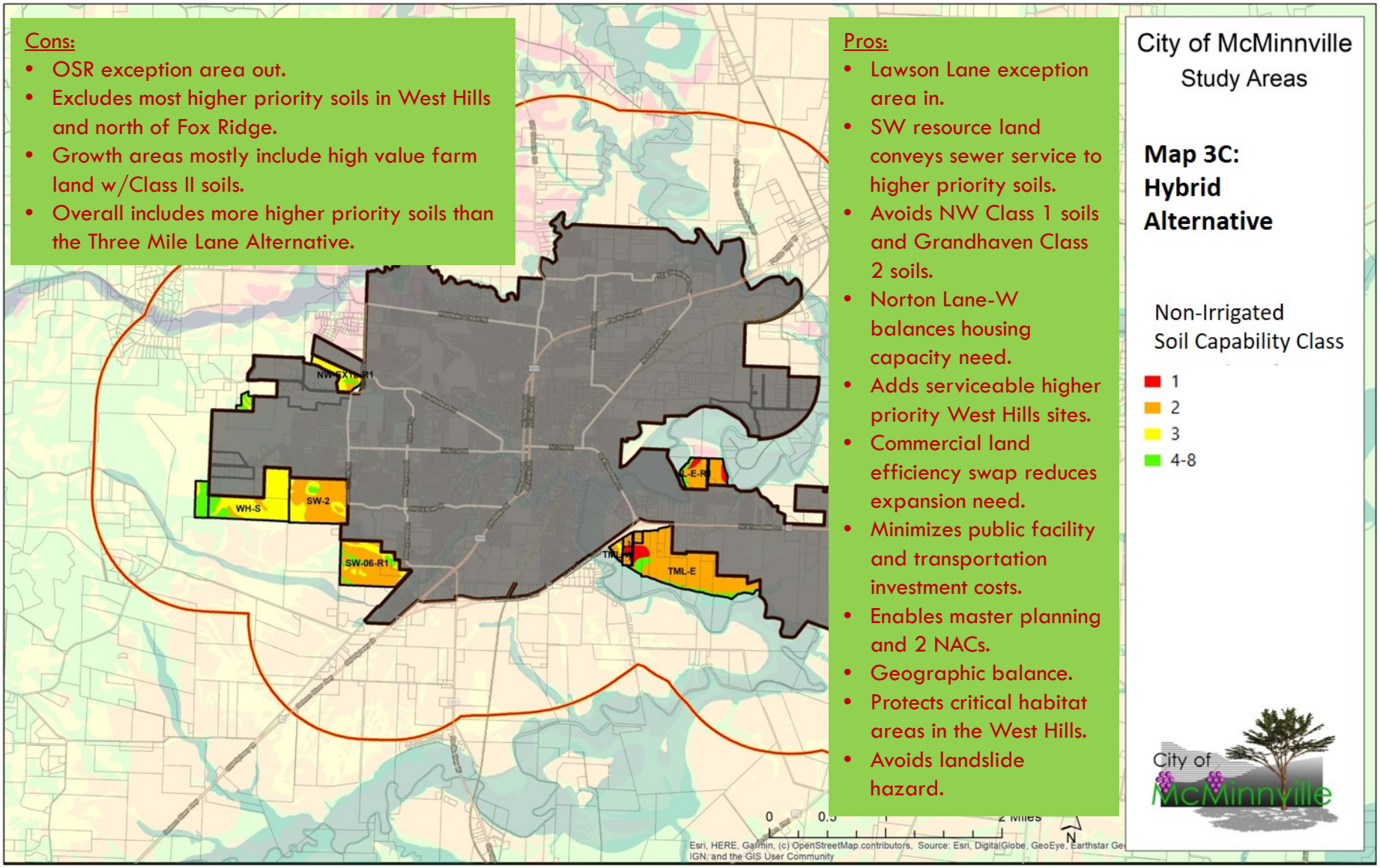

Cons:

- OSR exception area out.
- Excludes most higher priority soils in West Hills and north of Fox Ridge.
- Growth areas mostly include high value farm land w/Class II soils.
- Overall includes more higher priority soils than the Three Mile Lane Alternative.

Pros:

- Lawson Lane exception area in.
- SW resource land conveys sewer service to higher priority soils.
- Avoids NW Class 1 soils and Grandhaven Class 2 soils.
- Norton Lane-W balances housing capacity need.
- Adds serviceable higher priority West Hills sites.
- Commercial land efficiency swap reduces expansion need.
- Minimizes public facility and transportation investment costs.
- Enables master planning and 2 NACs.
- Geographic balance.
- Protects critical habitat areas in the West Hills.
- Avoids landslide hazard.

Map is a draft, and could change with future refinements

HOW DO THE ALTERNATIVES ACHIEVE THE STATED NEED?

Residential Need (DUs)	
DUs	**1,189**

Commercial Need (gross bld ac)	
Total	106
Eff Meas: RZ Surplus I to C	46
Balance in UGB Areas	**60**

Public/Semi-Public Need (gross bld ac)	
-Public Schools	54.0
-Public Parks	254.0
-Religious	47.6
-Other	27.5
SUM Needed in UGB Areas	**383.1**

Area	Alternative			
	3A1 SW+GHW	3A2 SW+NLE	3B 3ML	3C Hybrid
Gross Acres	719.4	707.0	717.8	714.0
Bld Acres:	642.3	638.7	652.2	648.1
-Comm	60.0	60.0	60.0	60.0
-P/SP	383.0	383.0	383.0	383.0
-Res	199.3	195.7	209.2	204.6
--0-10%	158.6	153.6	146.0	119.3
--10-25%	39.6	41.1	63.2	85.3
-Res Capacity	**1,161**	**1,136**	**1,184**	**1,112**
--0-10%	991	960	912	746
--10-25%	170	177	272	367
DU/Gross Res Bld Ac	5.8	5.8	5.7	5.4
Deficit DUs	28	53	5	77
Deficit Gross Res Bld Ac	4.5	8.5	1.0	12.5

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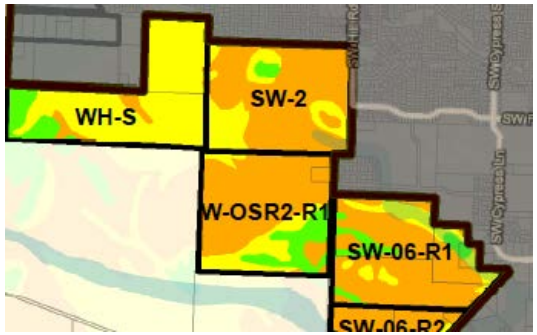
Deficit DUs	28	53	5	77
Deficit Gross Res Bld Ac	4.5	8.5	1.0	12.5

Could add WH2A (48 Dus) or WH2B (92 Dus), or add 20 gross acres of remaining land to the creek south of W-OSH2-R1



COUNCIL DISCUSSION

NEED TO DECIDE ON ONE SCENARIO

- -- Tonight is High Level – Provide Direction
- -- Staff Recommendation
- -- Longer Work Session in Next Two Weeks

NEXT STEPS

- October – Joint meeting with CC/BOCC to discuss final map and findings.
- November – Joint CC/BOCC Public Hearing
- December – Separate CC and BOCC deliberation meetings
- December 31, 2020 – Submittal to DLCD

City of McMinnville

GROWTH PLANNING – MCMINNVILLE, Moving Forward Mindfully

CITY COUNCIL UGB REMAND RESPONSE UPDATE, SEPT 16, 2020

City of McMinnville

Growing McMinnville MINDFULLY