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MEMORANDUM

DATE: October 3, 2023
TO: McMinnville City Council
FROM: Heather Richards, Community Development Director
SUBJECT: G 1-20, G 3-20, Public Testimony and City Rebuttal

Please find attached the following items making up the public record for the written public testimony provided for the consideration of Dockets G 1-20 and G 3-20, as well as the city response.

Please note that presentations provided at the September 7 and September 21, 2023 Planning Commission public hearings can be found on the project website at: [G 1-20, G 2-20 & G 3-20 Project Materials \(BLI/HNA/HS\) | McMinnville Oregon](#)

- September 20, 2023 - Friends of Yamhill County / Thousand Friends of Oregon Response to City Response of their August 30, 2023 written public testimony
- September 18, 2023 - City Response (including memorandums from Bill Kabeiseman, Bateman Seidel, and Beth Goodman, ECONorthwest) to written public testimony provided by Friends of Yamhill County / Thousand Friends of Oregon dated August 30, 2023, and Mark Davis, dated September 5 and September 7, 2023.
- September 7, 2023, Letter from Mark Davis
- September 5, 2023, Letter from Mark Davis
- August 30, 2023, Letter from Friends of Yamhill County and Thousand Friends of Oregon



P.O. Box 1083
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133 SW 2nd Ave, Ste 201
Portland, Oregon 97204

September 20, 2023

McMinnville Planning Commission
Heather Richards, Planning Director
230 NE Second Street
McMinnville, OR 97128

Re: Housing Needs Analysis and Economic Opportunities Analysis

Dear Planning Commissioners and Staff,

1000 Friends of Oregon is a non-profit, charitable organization dedicated to working with Oregonians to support livable communities. Friends of Yamhill County (FYC) works to protect natural resources through the implementation of land use planning goals, policies, and laws that maintain and improve the present and future quality of life in Yamhill County for both urban and rural residents.

We have reviewed the staff memorandum submitted yesterday morning and appreciate this opportunity to provide additional comment on the city's draft *Housing Needs Analysis* (HNA) and *Economic Opportunities Analysis* (EOA). We have not commented on the draft *McMinnville Urbanization Report* since, as we understand it, that document is not proposed for formal adoption.

Given the very short turnaround time, we are unable to respond to every issue raised in 87 pages of material in, and attached, to that memorandum, but we do offer the following:

We note and appreciate the staff-recommended changes in the memorandum to “other needed employment sites”, retail leakage”, and the error in parkland calculations identified by Mark Davis. We continue to have concerns regarding the other issues raised in our letter dated August 30, including but not limited to the following:

Residential Density for Needed Housing

Our August 30 letter (pp. 3-4) points out that, compared to the city's 2020 UGB expansion, the draft HNA is actually based on a lower density: 5.46 units per acre down from 5.7. We do not believe that the city's housing need will be better met through a reduction in planned density and we questioned the assumption.

The September 18 response memo from staff states, “The draft 2023 HNA is based on a historic development density plus the 3% adjustment per HB 2001 (2019 Legislative Session) of 5.46 units/acre” (p. 2) and “the 2019 Missing Middle Housing legislation allowed cities to increase that historic density calculation for the purpose of housing needs analysis calculation by up to 3% if it chose to do so” (p. 5).

The HNA misconstrues the law. The response memo accurately quotes the current statute that is relevant to completion of the housing capacity analysis in the HNA (p. 5). Without repeating it all here, the relevant factors include:

- Data on historic development
- Trends in density and the mix of housing types
- Market factors that will influence future development

The HNA’s analysis includes only the first of these. It includes *discussion* of the other factors (pp. 89-94), but does not translate trends or market factors into needed density. It just concludes that “considerable variation exists in residential density from year to year” (p. 91) and “these findings suggest that McMinnville’s needed housing mix is for a broader range of housing types than are currently available in McMinnville’s housing stock, both for ownership and rent, as well as across the affordability spectrum” (p. 93), and “Yamhill County and McMinnville will be affected by these state [economic] trends, which will result in continued demand for new houses” (p. 94).

Instead of analyzing needs, the HNA simply assumes a three-percent increase in density because HB 2001 says so. But that is not what the legislation says. The three-percent provision has been codified in ORS 197.296(6)(b), which applies to the next step in the city’s process – efficiency measures – not to the HNA and determination of needed mix and density. It applies only to increased density from allowing middle housing and does not replace the analysis required for an HNA for all needed housing.

We do not suggest that the density safe harbor supplies the “correct” density number for the city, but it is an allowable, achievable way to calculate density in the absence of the analysis required by ORS 197.296(5).

Minimum Lot Sizes

As we previously testified, McMinnville’s minimum lot sizes are significantly larger than similar Willamette Valley cities. The City readily acknowledges the shortfall in housing at price points that are affordable to many of its residents, both present and future. But as the chart below illustrates, McMinnville is something of an outlier – both in its larger minimum lot sizes and in its low planned future density.

Minimum Lot Sizes for single-family detached houses

<u>City</u>	R-1 or lowest density zone	R-2 or next lowest density	R-3 or next lowest	Planned (Needed) density (du/acre)	Maximum lot area or Minimum density standards
McMinnville	9,000 sq. ft.	7,000 sq. ft.	6,000 sq. ft.	5.46	No
Lafayette	7,500 sq. ft.	5,000 sq. ft.	5,000 sq. ft.	?	No
Sheridan	7,000 sq. ft.	5,000 sq. ft.	5,000 sq. ft.	?	Yes (R-2 and R-3)
Woodburn	6,000 sq. ft.	4,000 sq. ft.	3,600 sq. ft.	7.8 -9.0	Yes
Newberg	5,000 sq. ft.	3,000 sq. ft.	2,500 sq. ft.	7.4 (draft)	Yes
Corvallis	5,000 sq. ft.	3,630 sq. ft.	2,178 sq. ft.	6.5	Yes
Dallas	5,000 sq. ft.	4,000 sq. ft.	3,000 sq. ft.	?	Yes
Keizer	4,000 sq. ft.	4,000 sq. ft.	4,000 sq. ft.	6.8	Yes

Many other cities, including Forest Grove and Independence also have smaller minimum lot sizes, but their zoning schemes don’t readily translate to standardized zones.

McMinnville’s larger minimum lot sizes increase housing costs, increase costs to provide infrastructure, and increase pressure to expand on to farmland. In addition, many cities have adopted maximum lot area or minimum density standards to help ensure that the densities it needs to meet housing needs are achieved. McMinnville has not. This is not just a land capacity issue, or an efficiency measure to be addressed in the future. The large minimum lot sizes affect McMinnville’s ability to provide housing at price points that are commensurate with the financial capabilities of present and future residents.

Assumed Reduction in Commercial Jobs Per Acre

As noted in our prior comments, the new EOA is based on a reduction in the number of assumed commercial jobs per acre assumptions – 23 jobs per acre, down from 26 in the 2013 EOA. This not only moves the city in the wrong direction; we believe the analysis in the EOA supports continued use of the 26 jobs per acre assumption.

The analysis (Table 6c of Appendix B) forecasts that the preponderance of new commercial jobs (two-thirds) over the planning period will be in the office and commercial services sector, dwarfing the number of new jobs in retail and tourism services. It also shows that those jobs occur at an average of 29 jobs per acre, as opposed to 19 jobs per acre. That is illustrated in the draft EOA, Appendix B, Exhibit 6c,¹ reproduced below:

¹ See p. 44 of 87 in the staff memorandum distributed on September 19.

Exhibit 6c. Estimate of future land demand for new employment (sample area approach), McMinnville UGB, 2021 to 2041, after 5% deduction

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,584	11	144	153
Retail Commercial	364	19	19	23
Office & Commercial Services	3,179	29	110	134
Tourism Services	1,206	19	63	77
Total	6,333		336	388

Rather than use this more-detailed analysis the EOA uses the consultant-recommended average of 23 employees per acre for all commercial land.

If the city does want to use a simpler, single average number of jobs per acre for all commercial sectors, that number should reflect a properly weighted average for the anticipated new jobs. That weighted average is about 26 jobs per acre, the same as the 26 jobs per acre used in the 2013 EOA.²

Refill, Redevelopment and Employment on Non-employment Land

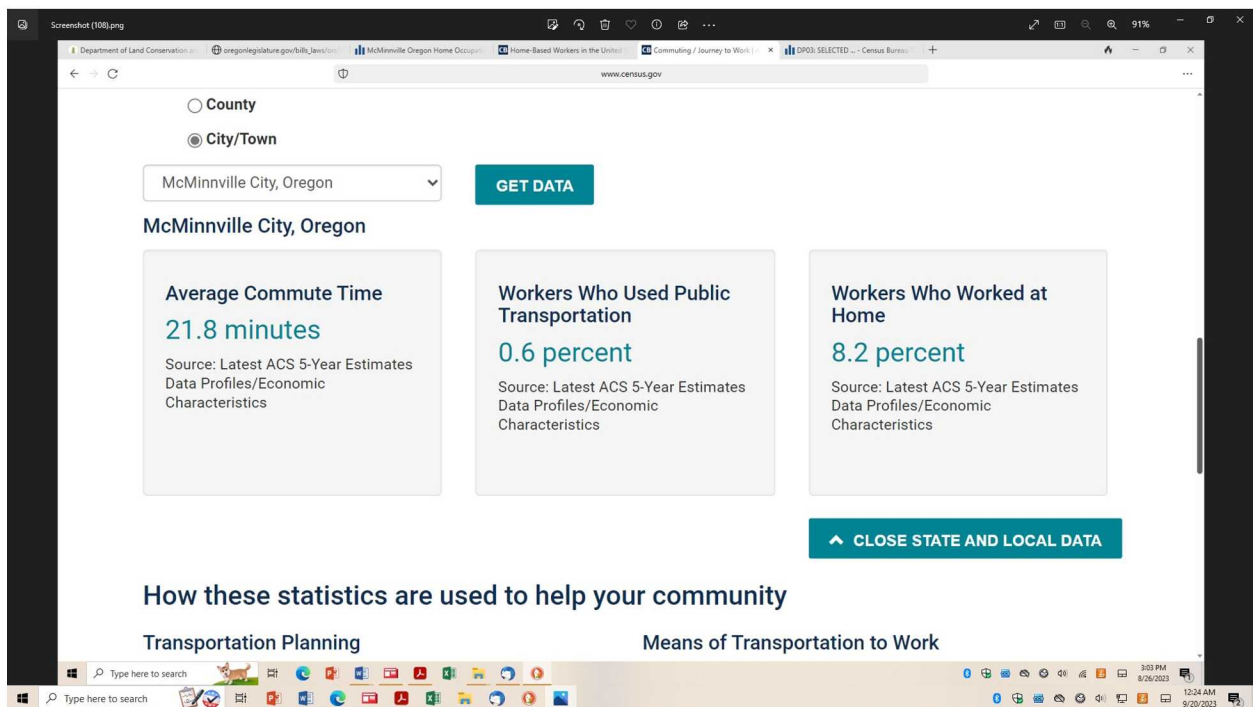
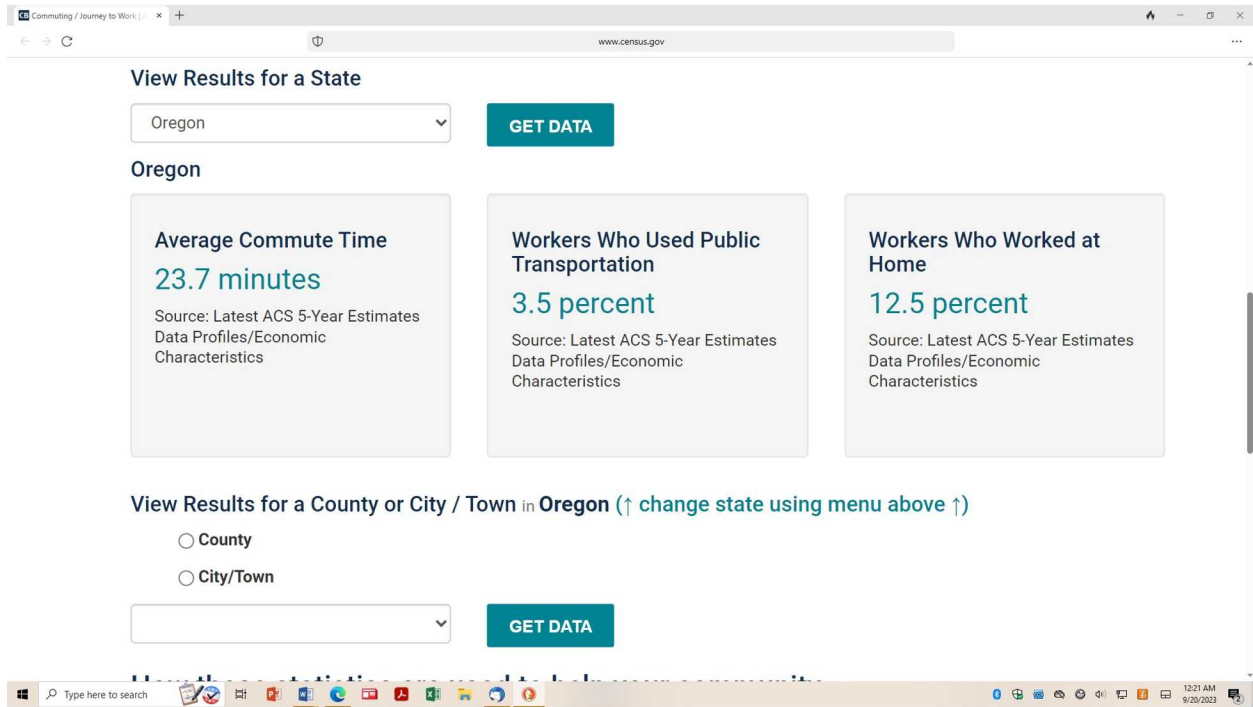
Our August 30 letter accurately states that the EOA refill and redevelopment rate of five percent fails to adequately account for employment that will occur on non-employment land (primarily residential land).

The analysis in Appendix B that the staff response points to (pp. 10-11) only addresses refill and redevelopment on employment land. It does not address the considerable amount of employment that occurs on residential land: in home occupations, in assisted living facilities, in day care centers, and people who work remotely.³

The staff response asserts that home occupations were part of the data used to support the five percent calculation. A review of Appendix B does not support this assertion. Readily available data from the census bureau shows that home occupations alone account for far more than the five percent rate used in the EOA:

² The calculation is as follows: $(364 \text{ retail jobs} \times 19 + 3179 \text{ office jobs} \times 29 + 1206 \times 19) \div (364 + 3179 + 1206) = 25.69$

³ With respect the last of these, the staff response points to the lack of data on the number of people who work remotely. The lack of data does not mean it is not occurring.



The staff response correctly points out that job openings at McMinnville’s many assisted living facilities are not necessarily indicative of overall net new jobs. However, the job openings corroborate the extent of employment on residential land and are also consistent with the trends in the HNA that we cited in our August 30 letter:

Population in McMinnville is aging, and the cohort aged 60+ in Yamhill County will increase by about 56% by 2041. (HNA, p. 91)

And:

Growth in the number of seniors will have the biggest impacts on demand for new housing through demand for housing types specific to seniors, such as assisted-living facilities or age-restricted developments... or moving into group housing (such as assisted-living facilities or nursing homes) as their health declines. (HNA, p. 92)

Capacity of Lands Designated Urban Holding and Projection of Future Park Needs

In our oral presentation at your September 7 hearing, we showed a slide depicting Figure 2 from Appendix E from the Buildable Lands Inventory; reproduced below:

Parkland assumptions are not reasonable

From EOA appendix E:

Figure 2. Total additional residential acres needed in the McMinnville UGB, 2003-2023 Phase 2 after land-use efficiencies are applied.
 Source: City of McMinnville, *Growing McMinnville Mindfully – McMinnville Growth Management and Urbanization Plan 2003-3023*

Category of Land Need	Phase 2 Land Brought into UGB
New Housing	222.0
Parks	254.0
Schools	54.0
Private Schools	1.5
Religious	47.6
Government	0.9
Semi-public Services	22.5
Infrastructure	2.6
Total	605.1

As we accurately stated at the hearing, it shows an assumption that roughly half of the buildable residential land added to the UGB in the Phase 2 expansion in 2020 will be consumed by parks and churches, with over 300 acres for parks and churches and only 220 acres for new housing.⁴

On September 11, staff emailed a “correction for the record” that took issue with our slide and testimony. Appendix E of the EOA and Figure 2 say what they say. Staff is not proposing an amendment to the EOA. The “correction” depicts and describes something else: the acreage and land use assumptions for all land added to the UGB in 2003 and land added to the UGB in 2020 that has been placed in an urban holding zone.⁵ It shows an assumption that nearly 40 percent of the buildable 765 acres of buildable residential land added to the UGB in 2003 and 2020 will be

⁴ The net acreage of land available for housing is further reduced by the city’s ;large right-of-way assumption, leaving only 176 net acres available for housing

⁵ The acreage total of 804 acres in the staff “correction” differs from the 792 acre total in Exhibit 10 of the HNA (p. 17)

consumed by parks and churches, with over 300 acres for parks and churches and 393 acres for new housing.⁶

The exhibit from the EOA and the staff “correction” table measure different things, but they both show the unreasonableness of the city’s assumptions. Neither half the buildable land (or every other block) nor forty percent (more than every third block) of the buildable land will be a park or church.

Our August 30 letter used a poor choice of words in describing the parks master plan as “expired.” We are unsure as to whether the parks master plan was adopted as an element of the city’s comprehensive plan. Regardless, its purpose and effect is the same as it was at the time it was adopted – to describe how the city will strive to provide parks, etc. for the 20 years following its drafting and adoption; that is, through 2017 or 2019. It never purported to describe the city's park needs beyond that time frame.

We believe that the city cannot merely carry old assumptions forward without justification. As part of this plan amendment process, the city should, and is obligated to, reexamine old assumptions from prior planning periods to determine whether they are still valid and justified. There is no evidentiary justification provided for the assumptions described above nor is there any evidence that the city can acquire a third or a half of the buildable residential land added to the UGB for parks.

HNA Safe Harbors

Our August 30 letter questioned the use of stale household size and vacancy rate data for purposes of the safe harbor provisions in law. At least one planning commissioner expressed interest in using current information. The September 15 memorandum from EcoNorthwest states, “To do this work would take 1 hour and \$220.”⁷

Capacity of C-3 Land to Provide High-Density Housing

The record clearly shows that high-density multi-family housing continues to be constructed on land zoned C-3. This will continue to happen so long as apartments and upper-story residential remain an outright permitted use on the zone. The argument that it merely changes land need from residential to commercial is not justification for ignoring the impact and correcting the land allocations.

Beyond that, however, there is housing being constructed in C-3 zones that requires no use of buildable land that should also be included in the analysis – namely, housing constructed over commercial spaces. This was common on Third Street, though much of that housing has been converted to short-term rentals for tourists. The Village Quarter project constructed 15 years ago

⁶ The city’s large right-of-way assumption further reduces the acreage of land available for housing, leaving only 314 net acres available for housing.

⁷ See page 66 of 87 in the staff memorandum distributed on September 19. Unfortunately, the staff misstates the consultant cost as a full day and \$1750 (see p. 10 of staff memorandum).

added 50 units of this type of upper-floor housing and the same model is proposed for 72 units of housing above commercial space at the intersection Baker Creek and Hill Roads.

Removal of vacant and partially vacant land based on ownership

Our August 30 letter questioned the exclusion of all vacant and partially vacant land that is owned by tax-exempt institutions from the Buildable Lands Inventory (BLI), even though the land is not publicly owned. These are principally a 57-acre site owned by Linfield University and approximately 26 acres of vacant and partially vacant land owned by churches.

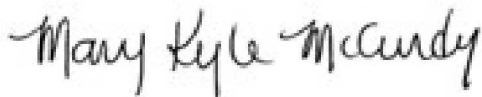
The staff response misses the point of our testimony. We do not necessarily disagree with the staff conclusion that these lands are unlikely to be leveraged for other purposes. We do not contend that the Linfield land will necessarily be “surplussed” and sold (although 2067 is a long time from now). Linfield has stated that they intend to develop the 57 vacant acres to support their programs, which means the land will accommodate some combination of population (student housing) and employment (classrooms, offices, etc.).

Likewise, we do not contend that the church land will be used for affordable housing partnerships. We do contend that the religious institutions that own this vacant and partially vacant land will either use it to meet some of the identified need for religious institutional land, or may, in some cases sell it.

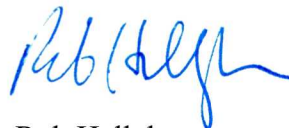
VI. Conclusion

We hope these comments are helpful. Please include them in the official record of this proceeding and provide us with notice of your decision in this matter.

Sincerely,



Mary Kyle McCurdy
Deputy Director
1000 Friends of Oregon



Rob Hallyburton
Vice President
Friends of Yamhill County

Cc: Kevin Young and Melissa Ahrens, DLCD

MEMORANDUM

DATE: September 18, 2023
TO: McMinnville Planning Commission
FROM: Heather Richards, Community Development Director
SUBJECT: G 1-20, G 3-20, September 7 Public Testimony Response

The City of McMinnville is currently considering the adoption of a Housing Needs Analysis and Economic Opportunity Analysis for the planning horizon of 2021-2041 and a population forecast of 47,498 people as part of its obligation to plan for growth per the Oregon land use system. This planning process also includes a needs analysis for housing, employment, and public land need for a planning horizon of 2041 – 2067 and a population forecast of 62,803 in preparation for an urban reserve area.

For the September 7, 2023, Planning Commission public hearing, the City received public testimony from 1000 Friends of Oregon/Friends of Yamhill County (FRIENDS) on August 30, 2023, and Mark Davis (DAVIS) on September 5 and September 7, 2023.

Since the public testimony had allegations of legal non-compliance and challenges about the data used by the consultant, the City asked Bill Kabeiseman of Bateman Seidel, (contracted legal counsel for the City of McMinnville for land use matters) and Beth Goodman of ECONorthwest to provide memorandums with their respective responses to the public testimony received. (Attached to this memorandum)

This memorandum attempts to synthesize those comments and provide options for the Planning Commission to consider.

We have tried to identify those issues that are legally not compliant with state land use laws, those issues that have errors in the data, and those issues that FRIENDS and DAVIS just do not agree with the Project Advisory Committee's recommendation and are providing their own argument to persuade the Planning Commission to choose a different assumption.

There were over 50 people who volunteered to sit on three different Project Advisory Committees (Housing Needs Analysis, Economic Opportunity Analysis, and Public Land Needs) that met thirteen times over 20 months (2018 – 2020) and a Project Advisory Committee that met twice in 2023 to update the documents.

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There were also two work sessions with City Council for feedback, one joint work session with City Council and the Yamhill County Board of County Commissioners, as well as three public open houses. The Project Advisory Committee volunteers reviewed memorandums provided by the consultant and city staff as well as input gathered from the City Council and public open houses.

Much of the FRIENDS' persuasive arguments center around encouraging the City to use the "safe harbors" in the laws. Safe Harbors are presumably not appealable in a challenge to the analysis. However, the laws also allow cities to make assumptions based on the best available data relative to the local conditions in their communities to ensure that future land need is meeting community values and needs. Both the safe harbors and local data scenarios were provided to the Project Advisory Committee for consideration. In most cases, the PACs chose to use local data for their recommendations.

FRIENDS has concerns about the data used by the PAC to make their recommendations. However, as you will see from both the Bateman Seidel memorandum and the ECONorthwest memorandum, the data used by the PAC is legally legitimate, and the best data available to them at the time.

Per OAR 660-024-0040(1), *The 20-year need determinations are estimates which, although based on the best available information and methodologies, **should not be held to an unreasonably high level of precision.** (Emphasis added)*

If the Planning Commission would like to amend any of the data or assumptions based on the public testimony received, we have tried to provide a timeline and cost associated with that direction to help with your decision-making.

FRIENDS TESTIMONY, AUGUST 30, 2023

II. GENERAL COMMENTS

- FRIENDS asserts that McMinnville's lot sizes are "significantly larger than similar Willamette Valley cities." We are not sure what cities FRIENDS is comparing McMinnville to, or how that assertion is relevant to the needs analysis, unless it pertains to the historic density of development in McMinnville, which is used to calculate land need in the needs analysis. Regardless, state law does not require all cities to have the same density requirements in their land-use program. However, it does require the needs analysis to establish a baseline based on factual data of historic density of development in the community.

The draft 2023 HNA is based on a historic development density plus the 3% adjustment per HB 2001 (2019 Legislative Session) of 5.46 units/acre. The recent McMinnville Growth Management and Urbanization Plan (MGMUP) that was adopted in 2020 and acknowledged by the state in 2021 after no appeals, was originally developed in 2000 and was based on historic density of development prior to 2000 plus the land-use efficiencies adopted in the plan that aspired to mandate

development at 5.7 units/acre. Unfortunately, since it took 20 years to adopt the MGMUP, much of the land within the city limits was developed at a lesser density than was planned for in the MGMUP. And per ORS, the City needs to use the development horizon since the last acknowledged needs analysis for the new needs analysis, which in this case was development permits for 2000 – 2018.

- FRIENDS asserts that the park land need is based on a parks master plan that was not achieved and is expired. The McMinnville Parks, Recreation and Open Space Master Plan has not expired and the City has adopted Comprehensive Plan Policies that direct the City to use the Parks, Recreation and Open Space Master Plan to identify park land need.
- FRIENDS asserts that the City cannot use the population forecast that it is using from June 30, 2017, as a new forecast was issued June 30, 2020. Per OAR 660-032-0020(5), “If a local government outside the Metro boundary initiates a periodic review or any other legislative review of its comprehensive plan that concerns an urban growth boundary or other matter authorized by [OAR 660-032-0040 \(Interim Forecasts\)](#)(2) after the Portland State University Population Research Center issues a final population forecast for the local government, but prior to the issuance of a final forecast by PRC in the subsequent forecasting cycle described in OAR 577-050-0040(7), the local government may continue its review using the forecast issued in PRC’s previous forecasting cycle.”

II. HOUSING NEEDS ANALYSIS

1. Capacity of lands designated Urban Holding and project of future park needs.

FRIENDS argues that the City cannot use its MGMUP or its Parks Recreation and Open Space Master Plan for land need assumptions and that the City should use a safe harbor instead for public land need (parks, public right-of-way and schools), OAR 660-024-0040(10).

As provided in the legal memorandum from Bateman Seidel, this is not a legal issue of non-compliance. The City can rely on its comprehensive plan to guide this process and in fact, per case law it should. The MGMUP was adopted as an amendment to the McMinnville Comprehensive Plan and Comprehensive Plan Policy #170.05, directs the City to use the Parks, Recreation and Open Space Master Plan to determine land need for projecting future park and open space needs.

There was a subcommittee of the Economic Opportunity Analysis Project Advisory Committee that was dedicated to evaluating the park land and other institutional land need. This subcommittee was comprised of representatives from the City’s Park and Recreation Department as well as the McMinnville School District, Linfield College, and local churches. After evaluating the data, this subcommittee voted on a recommendation to the Economic

Opportunity Analysis Project Advisory Committee who then voted to accept the recommendation. (November 13, 2019).

Additionally, the Housing Needs Analysis Project Advisory Committee reviewed data that ECONorthwest provided that did a sample study of public right-of-way land need in McMinnville’s zoning districts, and elected to use that data for the public right-of-way land need assumptions. (That is covered in more depth later in this memorandum).

Planning Commission Options: The Planning Commission can choose to keep the Project Advisory Committee recommendations or request that ECONorthwest revise the data and documents to reflect the safe harbor for public land need. If the Planning Commission would like to use the safe harbor instead of the Project Advisory Committee recommendations, ECONorthwest has identified the following timeframe and costs.

Revision Request	Timeframe to Complete	Costs to Amend Data and Document – Consultant	Staff Time to Review Amended Data and Document
Use “safe harbor” instead of Comp Plan policy direction and local data.	1 day	\$1,750	4 Hours

Staff Recommendation: Retain PAC recommendations. The Comprehensive Plan policies are adopted to reflect the community’s values. The issue of park land need was challenged during the MGMUP process in 2003 and at that time the City adopted the comprehensive plan policies to reinforce the community’s values. Local data is more reflective of McMinnville’s comprehensive plan policies and resulting development.

2. Residential Density.

FRIENDS argues that the City cannot use 5.46 units/acre for its density calculations and suggests that the City should use a safe harbor for density provided in OAR 660-0040(8)(f).

However, as provided in the legal memorandum from Bateman Seidel, if the City does not use the safe harbor provided, it must use data based on development that has occurred in the UGB since the last Housing Needs Analysis.

ORS 197.296(5) states:

Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity pursuant to subsection (3)(a) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last review under subsection (2)(a)(B) of this section. The data shall include:

- (A) The number, density and average mix of housing types of urban residential development that have actually occurred;
- (B) Trends in density and average mix of housing types of urban residential development;
- (C) Market factors that may substantially impact future urban residential development; **and**
- (D) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

In this case, the last Housing Needs Analysis calculated building permits up until 2000. This Housing Needs Analysis calculated building permits from 2000 -2018. The Housing Needs Analysis Project Advisory Committee chose to go with the local data for its baseline. (Please see attached Bateman Seidel and ECONorthwest memorandums).

The 2019 Missing Middle Housing legislation allowed cities to increase that historic density calculation for the purpose of housing needs analysis calculation by up to 3% if it chose to do so.

The Project Advisory Committee reviewing the updated documents chose to enact that increase which led to the 5.46 units/acre.

Planning Commission Options: The Planning Commission can choose to keep the Project Advisory Committee recommendations or request that ECONorthwest revise the data and documents to reflect the safe harbor suggested by FRIENDS. If the Planning Commission would like to use the safe harbor instead of the Project Advisory Committee recommendations, ECONorthwest has identified the following timeframe and costs.

Revision Request	Timeframe to Complete	Costs to Amend Data and Document – Consultant	Staff Time to Review Amended Data and Document
Use “safe harbor” instead of local data.	1 day	\$1,750	4 Hours

Staff Recommendation: Retain PAC recommendations. The land use process is meant to reflect local community values. Local data is more reflective of McMinnville’s comprehensive plan policies and resulting development.

3. Housing needs for all city residents.

FRIENDS argues that the City did not adequately account for all housing needs, inferring current households struggling with affordable housing were not accounted for in the analysis and that the City should use the safe harbor for housing density provided in OAR 660-0040(8)(f).

As provided in both the legal memorandum from Bateman Seidel and the analysis memorandum from ECONorthwest, this is not an exercise of this planning analysis but rather the next housing planning document that the City needs to provide the state by December 31, 2024, the Housing Production Strategy.

OAR 660-008-0005(7) and (8) describe what a Housing Production Strategy is and when it should be adopted. Please see below.

(7) "Housing Production Strategy" means a specific tool, action, policy, or measure a city will implement to meet the housing needs described in a Housing Capacity Analysis. A Housing Production Strategy is one component of a Housing Production Strategy Report.

(8) "Housing Production Strategy Report" means the report cities must adopt within one year of their deadline to complete an updated Housing Capacity Analysis, pursuant to OAR 660-008-0050.

Staff Recommendation: This issue will be addressed with the Housing Production Strategy process.

4. Capacity of C3 lands to provide high density housing.

FRIENDS argues that the PAC did not assign new housing capacity to vacant C3 commercial lands, and that if assigned, the C3 vacant commercial lands would host a higher density of housing units than the R1, R2, R3 and R4 zones per the historical data, thus reducing the need for additional land for housing.

However, this would then increase the deficit of land for commercial needs, and the City was already showing a deficit of commercial land per the 2013 EOA that was adopted.

The PAC discussed housing on C3 lands in two different perspective: 1) what has occurred in terms of density and housing units developed on C3 lands; and 2) what would occur in the future on C3 land relative to housing.

The PAC concluded that since the 2013 EOA showed a deficit of commercial land need that had not been accommodated by any reclassification of land to commercial zoning since the EOA was adopted, any assumption about future housing development on C3 zoned land would only exacerbate that deficit at a greater level. They elected to rely on the overall density of 5.46 units/acre for a capacity analysis and then to rely on future land-use efficiencies to identify opportunities for application of the R5 zone (which mimics the C3 zone for higher density residential development, but does not also allow general commercial development) on existing land in the UGB beyond what is already planned in the MGMUP. This approach would then preserve the commercial land for the commercial land deficit.

There are two different issues: identification of future need (demand) and inventory of current capacity (supply). "**Needed density**" (planned density) is used to calculate future need (demand), not to calculate current capacity (supply) of buildable lands with City zoning, which is an inventory of current conditions. Any plan to address future needs and address

the identified deficit will need to achieve average needed density. “Needed density” reflects the “needed housing mix” as well as the average density that occurred for all housing types and all zones, including the higher multi-family density that occurred in the C-3 zone.

As noted throughout the HNA report, the current report is a baseline analysis: it identifies the capacity of buildable lands in the UGB based on current zoning. If the City makes changes to that zoning as part of its land-use efficiency analysis it could have an effect on **capacity** of those lands, with more guarantee that it would develop as high-density housing.

For example, if the City updates infrastructure plans to enable capacity for higher-density housing in the city center and then rezones some of the R4 land to R5, a new high-density zone that allows higher densities without the lower-density housing currently allowed in the R4 zone. Then additional capacity could be assigned to those lands in an area where higher-density housing can be supported with services. However, that would occur during the evaluation of land-use efficiencies and resulting implementing measures, and wouldn't be reflected in the baseline analysis.

Planning Commission Options: The Planning Commission can choose to keep the Project Advisory Committee recommendations or request that ECONorthwest revise the data and assign housing capacity to vacant commercial land within the existing UGB. ECONorthwest has provided a scenario that they feel would be supported with the data – 10% of new housing would be developed in the C3 zone, consistent with historical development trends in McMinnville between 2000 and 2018 (see Exhibit 22 in the HNA). If the Planning Commission would like to assign 10% of new housing to the C3 zone, ECONorthwest has identified the following timeframe and costs.

Revision Request	Timeframe to Complete	Costs to Amend Data and Document – Consultant	Staff Time to Review Amended Data and Document
Assign 10% of future housing to C3 zoned land.	1 day	\$1,750	4 Hours

Staff Recommendation: The city has had a lot of conversations recently about the lack of neighborhood amenities for high-density housing locating in the C3 General Commercial zone, and how difficult it is to achieve the Great Neighborhood Principles within those conditions. The C3 zone is located to support general commercial development primarily, which is focused on voluminous vehicular access and not neighborhood amenities. Rezoning land into a high-density residential zone that is ideally located for residential development would be a preferred methodology for locating high-density residential development. Since both housing and commercial land need are showing a deficit of supply the sum net effect for expansion needs is the same.

5. Group Quarters.

FRIENDS argues that the HNA does not adequately address Group Quarters (Linfield College, Jail and Assisted Living Facilities) and that an earlier draft version did (March, 2019). They provide data from the 2020 Census and suggest that McMinnville should use that data to calculate group quarters population housing needs.

The March 2019 HNA draft did have a discussion and assignment of housing for group quarters in the narrative (approximately 5%. Then, at the March Housing Needs Analysis Project Advisory Committee meeting, some of the members challenged the 5% assumption.

Staff visited with members of the PSU Population Research Center to learn how they addressed group quarters in the McMinnville Population Forecast since it was not called out independently and learned that PSU incorporated the group quarters population into the overall population forecast due to lack of growth in group quarters different than the overall population growth.

Staff put together a memorandum for the HNA PAC dated May 29, 2019 (Please see attached memorandum dated May 29, 2019) and asked for the PAC feedback. This memorandum explained the result of staff research and conversation with PSU and provided three scenarios for the PAC to choose from. The PAC choose scenario #3 after receiving that data and that is what is reflected in the current HNA draft.

As indicated in the legal memorandum from Bateman Seidel, the City does not need to do anything about Group Quarters that differs from the PSU Population Forecast. And as provided in the ECONorthwest memorandum, the PAC was provided with three scenarios to choose from and the PAC chose the scenario that reflected the PSU population forecast based on local data.

Planning Commission Options: The Planning Commission can choose to keep the Project Advisory Committee recommendations or request that ECONorthwest to evaluate alternative data, but the data would need to be within the same timeframe as the data in the report.

Staff Recommendation: Keep the Project Advisory Committee recommendations. This is not an issue of safe harbor versus local data, but rather agreement with the data used. The PAC reviewed three different scenarios after an in-depth analysis and conversation with the PSU Population Research Center staff who developed the Population Forecast, and elected a scenario that reflects the same approach as the PSU Population Forecast for Group Quarters assignments in McMinnville.

6. Right-of-Way.

FRIENDS contends that the City does not have any factual evidence to support the right-of-way calculations (25%) used for streets and roads in the HNA and suggests that the City use the safe harbor provided for public land need in the law which is 25% for parks, public right-of-way and schools, OAR 660-024-0040(10)

ECONorthwest describes the empirical process that they utilized to analyze the current public right-of-way land needs in McMinnville per zoning district. Per the description in the HNA, a sample of developed lots was evaluated. Recently, Mark Davis requested the background data for this sampling, and ECONorthwest with staff turnover was not able to locate the GIS data set used, so they analyzed another sample of developed land in McMinnville that is described in the memo dated September 14, 2023, and entitled “McMinnville HNA: Percentage of Land in Rights-of-Way Assumption” provided as part of this memorandum. The result was the same 25% of the land was needed for public right-of-way development. These results and the methodology are described in more depth in the ECONorthwest response to the FRIENDS testimony.

The safe harbor suggested by FRIENDS allows for a 25% allocation of land for public right-of-way, parks and schools. This safe harbor would not be representative of the built environment in McMinnville, as just the public right-of-way is 25% of the public land need.

Planning Commission Options: The Planning Commission can choose to keep the Project Advisory Committee recommendations or request that ECONorthwest revise the data and documents to reflect the safe harbor suggested by FRIENDS. If the Planning Commission would like to use the safe harbor instead of the Project Advisory Committee recommendations, ECONorthwest has identified the following timeframe and costs.

Revision Request	Timeframe to Complete	Costs to Amend Data and Document – Consultant	Staff Time to Review Amended Data and Document
Reject the local data and use the “safe harbor”	1 day	\$1,750	4 Hours

Staff Recommendation: Retain PAC recommendations. The land use process is meant to reflect local community values. Local data is more reflective of McMinnville’s comprehensive plan policies and resulting development.

7. HNA Safe Harbors

In this instance, the Project Advisory Committee chose to use the safe harbor for household size and vacancy rates. FRIENDS argues that the City cannot use this safe harbor as the data relied upon is too old. As is reflected in the legal memorandum provided by Bateman Seidel, was the best available date when the analysis was being developed and drafted. If the City needed to update the data every year when new data was released, it would not be able to actually get to a finish draft product.

Planning Commission Options: The Planning Commission can choose to keep the Project Advisory Committee recommendations or request that ECONorthwest to evaluate alternative data, but the data would need to be within the same timeframe as the data in the report.

Revision Request	Timeframe to Complete	Costs to Amend Data and Document – Consultant	Staff Time to Review Amended Data and Document
Reject the PAC recommendation of a safe harbor is deemed legal and look for other data sources from the same time period for which to make a decision. ”	1 day	\$1,750	4 Hours

Staff Recommendation: Retain PAC recommendations. This is not a legal issue, and the City is allowed to use the safe harbor.

III. ECONOMIC OPPORTUNITY ANALYSIS

1. Refill, Redevelopment and Employment on Non-Employment Lands.

FRIENDS argues that the 5% assumption that the PAC recommended for employment that would occur as a factor of refill, redevelopment and employment on non-employment lands is too low – ie 5% of McMinnville’s future employment will be based on redevelopment, employment on non-employment lands and refill).

Appendix B of the EOA provides the detailed analysis that the PAC used to arrive at their recommendation. McMinnville’s job base is medical, manufacturing, government and retail. All four industries are working on lean efficiencies to reduce labor costs through automation or reduced program delivery. They are not actually adding more jobs for existing services. The PAC talked about the previous EOA’s assumption of 17% and felt that it was too high and aspirational, and not reflective of the reality in McMinnville.

The employment densities for industrial and commercial lands have remained almost unchanged since the 2001/03 EOA. Industrial job densities have decreased from 11 jobs per acre to 10 jobs per acre, and commercial job densities have increased from 22 jobs/acre to 23 jobs/acre. This is demonstrative that the past 17% assumption of refill and redevelopment was unrealistic for McMinnville.

FRIENDS argues that there are a lot of job openings currently advertised for assisted living facilities in McMinnville on non-employment land. Job advertisements are not indicative of overall net new jobs being created but reflective of an industry with a significant turnover of employees.

FRIENDS also argues that the 5% assumption does not take into account remote workforce. Remote workforce (when not an individual home occupation which is part of the data used for the 5% calculation by the PAC) in exurban environments is typically reflective of office employment that is in a hybrid work environment, meaning a percentage of time working remotely and at the office. There is no data to indicate how much of that remote workforce is captured in McMinnville as new jobs on non-employment land and how many jobs that have been lost in McMinnville due to remote work opportunities. Recently two large companies have indicated that the majority of their workforce moved from McMinnville when the opportunity for remote work presented itself. This is a phenomenon that needs more data to understand more fully the ramifications to a community like McMinnville.

FRIENDS also argues that the assumption used by the PAC is significantly lower than other communities. Which is true for the communities illustrated. However, there are also some communities that recently went through a data analysis and lowered their assumptions for refill and redevelopment potential. The City of Bend's assumption for refill and redevelopment was challenged when they submitted their EOA in 2008. Their assumption was 10%. It was remanded back to them. To respond to the remand, the City of Bend chose to do an analysis of actual occurrences in Bend for refill and redevelopment during the past data horizon of their EOA and through that process learned that the actual percentage of new jobs created through refill and redevelopment was 5.9%, lower than the original 10% assumed.

The EOA PAC reviewed a significant amount of data and scenarios at their meeting on October 10, 2019 (please see attached EOA PAC meeting packet, October 10, 2019). The data, scenarios and conclusion of the PAC are described in Appendix B of the EOA, and discussed further in the memorandum provided by ECONorthwest and attached to this memorandum.

Planning Commission Options: The Planning Commission will need to decide if the data is adequate for the 5% recommendation by the EOA PAC or if there is other data from the same time period that would lead to a different conclusion and then provide the basis for that conclusion.

Staff Recommendation: Retain PAC recommendations unless other data is presented. The assumption of 17% is not supported by any of McMinnville's data.

2. Other needed employment sites.

Goal 9 requires that the City consider land supply needs to support its adopted economic development strategy, and stresses that the economic opportunity analysis should be focused on local visions for economic development based upon a thoughtful evaluation of strengths, weaknesses and opportunities and the goals of the community for economic development. The City of McMinnville spent two years researching, evaluating and engaging the public on the MAC Town 2032 Economic Development Strategic Plan (Plan). The PAC for the EOA spent two meetings (January 20, 2020 and February 27, 2020) reviewing that plan and all of the projects and programs identified in it to ensure that the EOA would support it. The plan has 8 goals and 57 strategies, with approximately 180

Memorandum

Date: September 18, 2023

Re: G 1-20, G 3-20, Response to Public Testimony

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potential tasks or projects, 57 of which have land-use or site-related needs. Of those it was determined that 47 could be met within the employment forecast and 10 would have additional unique land needs to be implemented. These were then researched with the local economic development agencies and similar projects were reviewed in other communities for land-use needs and job capacity. That list was reduced to 8 projects with the 2023 update.

FRIENDS argues that all of the projects should be met within the existing employment forecast, although admitting that they represent different types of economic projects than what is categorized in the economic forecast. They also argue about the viability and impact of the projects on the community's existing economy.

The viability of the projects is not the question for this planning effort but rather whether or not the EOA supports the successful implementation of the Plan. The Plan has already been vetted and adopted and is currently being implemented by the McMinnville Chamber of Commerce, McMinnville Downtown Association, Visit McMinnville, McMinnville Economic Development Partnership, and the McMinnville Economic Vitality Leadership Council. Members from those economic development groups participated in the PAC for the EOA. Opposition to this approach was conveyed at the PAC by Sid Friedman as a member of the PAC representing Friends of Yamhill County and the PAC elected to still move forward with including this exhibit and calculation in the EOA.

Planning Commission Options: In the Bateman Seidel memorandum from legal counsel, it is noted that this type of approach, although utilized by others, has not been challenged and does not have a history of case law and judicial interpretations. The Planning Commission will need to decide if it is worth the legal risk of opposition from 1000 Friends and Friends of Yamhill County to include this list of projects in the EOA.

Revision Request	Timeframe to Complete	Costs to Amend Data and Document – Consultant	Staff Time to Review Amended Data and Document
Remove Exhibit 58 from the EOA and modify the land need calculations.	1 day	\$1,750	4 Hours

Staff Recommendation: It is unfortunate that one special interest group can question the community's vision and approach for its economic development program relative to land need, but the lack of historical precedent and interpretation in the judicial system could create a considerable delay for the adoption of the document if challenged. The Planning Commission will need to make a policy decision based on what is best for the City moving forward.

3. Retail Leakage.

McMinnville has demonstrative significant retail leakage and commercial land deficit. The EOA strives to respond to the retail leakage with a land need analysis. FRIENDS argues that this is additive to the safe harbor that the City elects to take for the calculation of land need based on commercial employment needs. The EOA concludes that the city needs an additional 12 acres of commercial land to accommodate this retail leakage in addition to its other commercial land needs.

This is a new approach for EOAs and as the legal memorandum from Bateman Seidel states it has not been subject to review by LCDC, LUBA or the Court of Appeals.

Planning Commission Options: The Planning Commission will need to decide if it is worth the legal risk of opposition from 1000 Friends and Friends of Yamhill County to include the additive acreage of commercial land need attributed to retail leakage in the EOA.

Revision Request	Timeframe to Complete	Costs to Amend Data and Document – Consultant	Staff Time to Review Amended Data and Document
Remove retail leakage calculations from the EOA.	1 day	\$1,750	4 Hours

Staff Recommendation: What is interesting about the Oregon land use system relative to retail and commercial land needs – it is based on employment formulas to calculate for land need and not services – ie retail leakage. McMinnville has a history of not addressing its commercial land need which has led to the retail leakage that currently exists in the community where households need to leave town to access general merchandise. This contributes to additional costs for households in terms of gas and travel time as well as gas emissions. However, since this is untested in Oregon, staff is recommending removing this calculation from the EOA.

IV. BUILDABLE LANDS INVENTORY

1. Removal of Vacant and Partially Vacant Land Based on Ownership.

Traditionally land owned by government, schools, and churches have been identified as committed land on buildable lands inventory due to the specialty assignment of the land. FRIENDS argues that the City cannot show these sites as committed and must show them as vacant for residential or commercial uses depending upon their underlying zone.

Appendix E of the EOA has a letter on the record from Linfield College and the McMinnville School District identifying the fact that they will be retaining ownership of their land to support their programs, and will not be surplussing them for residential or commercial

opportunities. As identified by the legal memorandum from Bateman Seidel, it is appropriate for McMinnville to exclude them from the buildable lands inventory.

In terms of churches, FRIENDS argues that the vacant or partially vacant land owned by existing churches should fulfill the land need for future churches identified in Appendix E of the EOA. This is a new approach to the assignment of future church land need that has not been utilized by many other communities as it assumes shared future land opportunities for what has been historically independent uses.

In 2017, McMinnville’s Affordable Housing Committee met with all of the churches in McMinnville that had vacant or partially vacant land to see if they would partner on affordable housing projects. All eventually indicated that their congregations were not interested in leveraging the land for that purpose. (Please see attached database of church-owned land and maps). This information was shared with the PAC when it was discussed whether or not the City should consider church-owned property for housing.

Planning Commission Options: The Planning Commission can decide to retain the PAC’s recommendations to exclude these types of properties from the buildable lands inventory or to amend the buildable lands inventory per the recommendation of FRIENDS.

Revision Request	Timeframe to Complete	Costs to Amend Data and Document – Consultant	Staff Time to Review Amended Data and Document
Add Linfield and church property to the BLI.	2 days	\$2,950	8 Hours

Staff Recommendation: The record is clear that these lands will not be leveraged for anything other than the purpose they currently serve.

2. The Buildable Lands Inventory in the EOA Fails to Meet Legal Standards

Per the legal memorandum from Bateman Seidel and the memorandum from ECONorthwest this argument has very little legal basis.

3. Population Forecast

FRIENDS argues that the City should use the updated population forecast that was published June 30, 2020 after the City noticed the first evidentiary hearing for the HNA and EOA in May, 2020.

Per OAR 660-032-0020(5), Population Forecasts for Land Use Planning, “If a local government outside the Metro boundary initiates a periodic review or any other legislative review of its comprehensive plan that concerns an urban growth boundary or other matter authorized by [OAR 660-032-0040 \(Interim Forecasts\)](#)(2) after the Portland

State University Population Research Center issues a final population forecast for the local government, but prior to the issuance of a final forecast by PRC in the subsequent forecasting cycle described in OAR 577-050-0040(7), the local government may continue its review using the forecast issued in PRC’s previous forecasting cycle.”

Planning Commission Options: The City is legally justified in using the population forecast that it first used to draft the HNA and EOA. However if the Planning Commission would like to update the population forecast it would need to update all of the other data sources in the HNA and EOA. ECONorthwest could provide these updates per the following.

Revision Request	Timeframe to Complete	Costs to Amend Data and Document – Consultant	Staff Time to Review Amended Data and Document
Update population forecast and data sources in the HNA and EOA.	120 – 180 days	\$150,000	\$50,000

Staff Recommendation: This is an unnecessary expense for the City.

DAVIS TESTIMONY, SEPTEMBER 5, 2023

In his letter dated September 5, 2023, Mark Davis contends that the Parks Master Plan has expired and was never seriously implemented so it should not be used as a means of projecting future land use need for parks.

However, the 1999 McMinnville Parks Recreation and Open Space Master Plan has never been repealed and is still in effect. And more importantly, per Comprehensive Plan Policy 170.05, “For purposes of projecting future park and open space needs, the standards as contained in the adopted McMinnville Parks, Recreation, and Open Space Master Plan shall be used. (Ord. 4796, October 14, 2003)”

The 1999 McMinnville Parks Recreation and Open Space Master Plan is the currently adopted plan that should be used. Table 2 of the Plan establishes the following standards for future land use needs for parks.

Parks Master Plan , Recommended Levels of Service, (Table 2, Page 11)

- 2.00 Acres / Neighborhood Park per 1000 capita
- 6.00 Acres / Community Park per 1000 capita
- 6.00 Acres / Greenways and Open Spaces per 1000 capita
- 14.00 Acres per 1000 capita

Per Comprehensive Plan Policy #163.05, neighborhood parks and community parks needed to be located outside of the flood plain.

And Comprehensive Plan Policy #164.00 states that *“The City of McMinnville shall continue to acquire floodplain lands through the provisions of Chapter 17.53 (Land Division Standards) of the zoning ordinance and other available means, for future use as natural areas, open spaces, and/or parks.”*

This policy does not direct the city to locate all other parks in the floodplains but directs the city to acquire floodplain lands for future use as natural areas, open spaces, and/or parks.

When the City goes through a land-use efficiency process it should identify locationally based on the attributes described in the Parks, Recreation, and Open Space Master Plan where the greenway and open space should be located.

Table 2
PARK STANDARDS AND ANTICIPATED NEED

Facility	Existing Standards	Recommended Standards	Anticipated Need 2017 pop 38,000
Mini-Parks/Playlots	0.10 - 0.30 acres/1000	ns	
Neighborhood Parks	2.00 acres/1000	2.0 acres/1000	76
Community Parks	5.00 - 8.00 acres/1000	6.0 acres/1000	104
Linear Parks	ns	ns	
Special Use Parks	ns	ns	
Greenspace/Greenways/ Natural Areas	ns	6.0 acres/1000	116
Trails and Connectors	ns	1 system	
Total	7.1-10.3 acres/1000	14.0 acres/1000	295.54 acres

DAVIS TESTIMONY, SEPTEMBER 7, 2023

In his letter dated September 7, 2023, Mark Davis contends that there is an addition factor in the calculation of park land need attributable to not including the 60 acres of land that was brought into the UGB with the MGMUP UGB amendment in 2021 for Joe Dancer Park, and a 34% reduction of buildable land used for greenspaces and greenways in the MGMUP park findings.

Staff agrees that there is an error in the calculation of park land that was brought into the UGB with the 2021 UGB amendment (tax lot R4421 00400, 61.37 acres). The park land calculations

for the Phase 2 UGB Expansion, 2003 – 2023, should be 315.37 acres and not 254.00 acres, resulting in an overall park land deficit of 76.63 acres and not 138.0 acres. ***This would reduce the overall land need for public and semi-public land to 32.00 acres.***

The 34% reduction of buildable land used for greenspaces and greenways is a finding in the MGMUP for existing parks, but is not a comprehensive plan policy or level of service for future land need projections. Greenways and open spaces should be located to serve the functionality identified in the Parks Open Space and Recreation Master Plan, and as the city goes through an evaluation of land-use efficiencies, it should review greenways and open spaces from that perspective to identify how much should be on buildable acreage and how much should be on unbuildable acreage.

Staff Recommendation: Amend the park land need to reflect the addition of 61.37 acres to the 254.00 acres of park land that was added to the McMinnville UGB with phase 2 of the MGMUP adoption. This would reduce the overall park land need to 76.63 acres and the overall land need for public and semi-public land to 32.00 acres.

ATTACHMENTS:

- Memorandum to HNA Project Advisory Committee re Group Quarters Assumptions, May 29, 2019
- McMinnville Group Quarters Data, 2010 – 2018
- EOA Project Advisory Committee Meeting Packet, October 10, 2019
- Church Database and Church Owned Property Maps, May, 2017
- ECONorthwest Memorandum, Response to 1000 Friends / Friends of Yamhill County Public Testimony, dated September 15, 2023
- ECONorthwest Memorandum, McMinnville HNA: Percentage of Land in Rights-of-Way Assumption, dated September 14, 2023.
- Bateman Seidel Memorandum, Response to 1000 Friends / Friends of Yamhill County Public Testimony, dated September 18, 2023



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MEMORANDUM

DATE: May 29, 2019
TO: Housing Project Advisory Committee (PAC)
FROM: Tom Schauer, Senior Planner
SUBJECT: Direction Needed on Group Quarters Assumptions by End of Day Thursday, May 30

Dear Housing PAC Members:

As discussed at the May 21 PAC meeting, interested PAC members were invited to meet on the morning of Thursday, May 23 to review questions and comments related to the new content in the Housing Needs Report, which was based on direction provided by the PAC at the March meeting. We met and had a productive meeting. Many of the comments and questions were answered. Resolution of issues could generally be classified as one of the following:

- The question was answered, and no further action is needed.
- The question was answered, and additional clarifying / explanatory narrative will be included in the report.
- The issue was previously discussed at a PAC meeting, and the PAC already provided direction on the issue. The issue reflects the minority position on a previous PAC vote that provided direction on this issue. Therefore, no further change is proposed.
- **The issue relates to incorporation of new information based on previous PAC direction, but the new information may reflect additional assumptions not previously discussed by the PAC. The item needs direction from the PAC.**

Assumptions regarding group quarters falls into the last category, needing direction from the PAC.

PAC Direction Needed:

PAC direction is needed regarding methods and assumptions related to group quarters. If you can provide your feedback to staff by e-mail before end of day Thursday, May 30, we believe we can make any necessary revisions to the Housing Needs document before the June 13 PAC meeting and send out both redlined and clean documents by June 6, without the need for an additional PAC meeting before then.

Staff Recommendation:

Based on staff research and McMinnville-specific data gathered after the May 23 meeting, staff recommends that a different McMinnville-specific method be used for how population is assigned to new residential units vs. group quarters. The basis for the recommendation is detailed below.

In short, staff recommends that **Option 3** presented at the end of this report be used. This is based on data about McMinnville's group quarters population and assumptions in PSU's official population forecast for McMinnville, described in more detail below. This would reduce the share of forecast population assigned to group quarters. The current, more general assumption that current share of population in group quarters be applied to forecast population growth in the future is more likely to over-allocate population to group quarters. Instead, staff recommends a method in which current population in group quarters is assumed to be generally constant, and that land needs for new net population growth be assigned to residential units.

Background:

There is no direction, simplified method, or "safe harbor" in the statutes or administrative rules for assumptions about land needs for the portion of forecast population assigned to group quarters. The methodology in DLCD's "Planning for Residential Growth" workbook specifies that before calculating housing needs, a portion of the forecast population should be subtracted from the total forecast population and assigned to group quarters rather than residential housing. However, once deducted, there is no direction, requirement, or safe harbor for how to assign land need for that portion of the forecast population assumed to reside in group quarters.

Even the optional "simplified" 14-Year UGB analysis method in OAR 660-038-0030 provides a method for deducting population assigned to group quarters from residential needs, but doesn't provide a method for adding that population back into the land needs:

- (3) The city must subtract from the forecast population growth the number of persons projected to live in group quarters in the UGB during the planning period. The city shall determine this number by calculating the percentage of the city's population living in group quarters at the last decennial United States Census and subtracting the same percentage from projected population growth. For the purpose of this rule, "group quarters," as defined by the United States Census, are places where people live or stay, in a group living arrangement, which is owned or managed by an entity or organization providing housing or services for the residents.

Many cities use the method described in OAR 660-038-0030(3), or a similar method, for deducting population assigned to group quarters before calculating housing needs for the remainder of the population assigned to housing. However, unsurprisingly, without specific direction in statute or administrative rule to assign land needs to group quarters, there is no single method cities have used to calculate land needs for population assigned to group quarters. Rather, cities have used different approaches. Further, some cities have completed the population deductions for group quarters to determine residential land needs as described above, but never re-assigned land needs back into the calculations to account for the portion of the forecast population that was deducted and assigned to group quarters. (Examples include smaller cities with relatively small population numbers in group quarters, such as Phoenix and Talent in Southern Oregon). Further, the Census Bureau doesn't publish data for group quarters analogous to average household size that could be used as safe harbors

Assumptions Used in the May Draft Report

The May draft of the Housing Needs Analysis included a forecast for future population assigned to group quarters based on the current share of population in group quarters compared to current total population, using Census data. Land needs for group quarters were then calculated by assigning one person per group quarter unit and applying land needs for group quarters at the same density factor used for multi-family residential units.

This is the same method that has been used by other cities including Grants Pass, Redmond, and Newberg.

Comments Received

After distribution of the May draft of the Housing Needs Report, staff received comments from some PAC members. One comment was about the assumptions used to assign land needs to group quarters. This was further discussed during the May 23 meeting. There was a comment in disagreement about the portion of the methodology that assigned one person per group quarter. There was not concern with the method for assigning a share of population to group quarters or for applying the multi-family density factory to group quarters. The comment included a request that more than one person be assigned to a group quarter unit before applying the density factor to calculate land needs. Examples were provided of cities that had used this approach (Woodburn, Bend, and McMinnville's 2003 Housing Needs Analysis).

During the May 23 meeting, there was also discussion about local conditions and context pertaining to group quarters. This included questions about what share of group quarters population should be assumed to occur at Linfield, which makes up a majority of the group quarters population, and additional discussion about McMinnville's group quarters.

The details of the methodology for assigning land needs to group quarters hadn't been previously discussed by the PAC, so we noted that direction from the full PAC would be needed for this direction and decision.

Need for Additional Research and Analysis:

The discussion prompted me to conduct additional research into McMinnville's specific group quarters population to provide further background to assist the PAC with deliberations.

This led to the following fundamental questions about group quarters assumptions:

Is the current methodology for allocating a portion of the forecast population to group quarters the best assumption for McMinnville? Should McMinnville retain the assumption that the future year group quarters population will be the same share of McMinnville's population as the current share?

These questions should be addressed before any further discussion about the methodology for how much land need should be assigned to the group quarters population.

Results of Additional Research and Analysis:

First, I obtained the 2010-2018 data for the annual group quarters population estimates from PSU's Population Research Center.

- The group quarters annual reporting for McMinnville provided to PSU (who reports to the Census Bureau) shows very little change in new group quarters or population in group quarters between 2010 and 2018. (Linfield data was missing from the 2010 data, and no data was reported in 2011).
- The report shows that the total Group Quarters population estimate in 2018 was 1,262, as follows:

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- About 58% of Group Quarters was at Linfield (738 people)
 - About 15% was Jail Population (191 people)
 - About 26% was Other (mostly skilled nursing, assisted living, etc.) (333 people)
- These totals and distributions have remained fairly stable from 2010-2018. There has been year to year fluctuation, but not a consistent trend.
 - In 2018, 58% of group quarters population was at Linfield. While Linfield expects to be transitioning to a growth period after declining enrollment, we would not expect year over year growth in student enrollment at Linfield that would keep pace with McMinnville's forecast population growth. We could expect the group quarters facilities and population at Linfield to remain relatively stable. As student enrollment turns over, the group quarters would be occupied by new students. Some graduating students will remain in McMinnville and occupy housing as part of the "general population", and some will leave the community, not requiring housing in McMinnville.
 - In 2018, 15% of group quarters population was in jail population. That population fluctuated between 2012 and 2018. While it is possible that the jail population could grow proportionally with overall population, there is no clear trend. If jail capacity remains relatively constant, then released population will consume housing.
 - In 2018, 24% of group quarters population was in other group living and/or group care types of facilities. This is less than 1% of McMinnville's current population. This is the segment of group quarters most likely to experience increased growth as population grows, although not necessarily in direct proportion to population growth. Further, group quarters capacity isn't always added in small increments. Development of large new facility might accommodate increased demand in larger, less frequent increments. However, 2010-2018 data doesn't show new group quarters facilities or a consistent trend to new group quarters construction. While an aging population may place additional demand on this type of group quarters, it is also recognized that the age of residents in these group quarters is disproportionately older, with a higher mortality rate, relative to the general population, which means the demand for new group quarters units is less likely to keep pace with other population and housing. There is also desire for aging in place at home and with extended family, reflected in trends including design for visitability, accessibility, and home health care services. Therefore, it is reasonable to assume a decreasing share in "other" new group quarters relative to growth of the general population.
 - This raised the following question: Given the flat trend data, would it be reasonable to assume all of the net new forecast population growth was assigned to dwelling units instead of assigning a portion to group quarters? The current population numbers assigned to group quarters would be assumed to remain constant (assuming existing units would also experience refill). This is consistent with assumptions that have already been discussed by the PAC, with a portion of the older population assumed to live in multi-family housing (also substitutable with group quarters with the same effective land need characteristics), extended family living situations, co-housing, cottage clusters, aging in place in existing homes, downsizing, etc.

Next, after reviewing this data and noting the observations above, I asked PSU's Population Research Center about assumptions for Linfield College and the jail used to develop

McMinnville's official population forecast, upon which housing needs must be based. I found that the observations noted above regarding group quarters turned out to be very similar to key assumptions PSU used in developing McMinnville's official population forecast:

- Based on local data, PSU's official population forecast for McMinnville assumes constant population (no change from current population) for Linfield or the jail.

(Note: This is also consistent with Linfield's current campus master plan on file with the Planning Department, which doesn't include plans for additional dormitories).
- Therefore, it would be inconsistent with McMinnville's official population forecast to assign any new growth to the Linfield campus or jail, or consequently to assume any demand for new group quarters at Linfield or the jail.
- Therefore, all of the total forecast population growth would be forecast to reside in residential units or "other" group quarters such as nursing homes, etc., with no population growth or associated demand for group quarters (or housing), assigned to Linfield or the jail.
- Based on this local information, which is reflected in PSU's official population forecast for McMinnville, it is reasonable to conclude that a different assumption could be used regarding the share of future population that would reside in group quarters.

NOTE: *Communities might benefit from one or more safe harbors or simplified methods in the OARs relating to population assigned to group quarters which address associated land needs, including an option based on the same general population assumptions used in PSU's forecasting.*

Conclusions:

- **Would it be reasonable to use a different assumption for future group quarters share of population? Yes.** Based on the data presented above, it would be reasonable to use a different assumption about the share of future population assigned to group quarters. It would be reasonable to assume more of the net new population growth should be assigned to residential units.
- **Would it be reasonable to assign all of the net new population growth to residential units, rather than deducting a share for group quarters? Yes.** Based on the historic trend data about group quarters specific to McMinnville, which also provides the basis for PSU's official population forecast for McMinnville, a different assumption would be reasonable. It might be more reasonable to assume the current population in group quarters will generally remain constant, and assign all new population growth to residential units using the same assumptions for household size, vacancy rates, and housing mix, and density already used for new housing in the Housing Needs report. This still recognizes that a portion of that net growth could be in "other" group quarters; however, for calculating land needs, it isn't critical to determine with specificity whether that need will be met in multi-family housing or group quarters with effectively the same land needs, and that also means no separate methodology is required to calculate land needs for group quarters.

Options:

Option 1: Use the “Share Method,” then assign one person per group quarter, and assign group quarters to land need at the same density as multi-family development. This method has been used by other cities. ***This is the methodology used in the current draft.*** (Note: *this methodology didn’t apply a vacancy rate assumption as used for the housing needs calculations*).

Option 2a: Use the “Share Method,” then assign an analogous “household size”, then apply that to land population and calculate land needs. *This method was requested instead of Option 1 by two PAC members at the May 23 meeting. This method has been used by other cities. See also note above about vacancy rate assumptions.*

Option 2b: Use the “Share Method,” then assign a direct group quarters population per acre estimate. This directly assigns population density for group quarters rather than use an interim assignment step analogous to “household size.” There is no practical difference from 2b in the substantive results.

Option 3: Don’t use the “Share Method.” Instead, use the following assumptions and methods, based on the data above regarding McMinnville-specific group quarters data and PSU’s official population forecast for McMinnville. *This method is recommended by staff based on the research that followed the May 23 meeting discussed in this memo.*

- **Assign all new net population growth to housing units.** This assumes population in group quarters at Linfield and the jail will remain relatively constant. Population in other group quarters represents less than 1% of current population. It has also remained relatively constant and hasn’t experienced a consistent increasing trend in recent years. Growth in this population segment would represent a declining share of overall net population growth. Further, housing for this population would be assumed to be met as described above; however, some of that would have land needs which are essentially interchangeable whether multi-family-family residential or group quarters.

McMinnville Group Quarters Population Summary 2010-2018:

Summarized GQ Pop by Class	2010	2011	2012	2013	2014	2015	2016	2017	2018
Number Linfield	Missing	No Data	813	803	829	816	883	783	738
Percent Linfield	Missing	No Data	60%	61%	66%	62%	64%	61%	58%
Number Jail	238	No Data	208	168	183	178	209	195	191
Percent Jail		No Data	15%	13%	15%	14%	15%	15%	15%
Number Other	327	No Data	323	340	245	321	292	309	333
Percent Other		No Data	24%	26%	19%	24%	21%	24%	26%
Number Total	565	No Data	1,344	1,311	1,257	1,315	1,384	1,287	1,262
Percent Total		No Data	100%	100%	100%	100%	100%	100%	100%

Group Quarters Data, 2010 - 2018

GQ_FACILITY_NAME	MAIN_CODE_DESC_PRC	ALT_CODE_PRC	GQ_ADDRESS	GQ10	GQ11	GQ12	GQ13	GQ14	GQ15	GQ16	GQ17	GQ18	PRC_SURVEY_SOURCE
Alterra - Wynwood	Nursing facilities/skilled-nursing facilities		?	55		33	53	54	57	56	60		
Brookdale of McMinnville		Type 3: Nursing Facilities/Skilled-Nursing Facilities	721 NE 27th Street									66	Survey from McMinnville
Fircrest	Nursing facilities/skilled-nursing facilities		213 NE Fircrest Dr	37		75	76		75	69	69	79	Survey from McMinnville
Hillside Retirement Community	Nursing facilities/skilled-nursing facilities		900 NW Hill Rd	37		36	36	36	33	30	34	37	Survey from McMinnville
Life Care Center - McMinnville	Nursing facilities/skilled-nursing facilities	Type 3: Nursing Facilities/Skilled-Nursing Facilities	1309 NE 27th St	62		52	63	60	54	54	53	54	Survey from McMinnville
Linfield College (dorm and fraternity)	College/university student housing		900 SW Baker St			813	803	829	816	883	783	738	Survey from McMinnville
Mid-Valley Rehabilitation	Other noninstitutional facilities		319 NE 5th St	33		34	24	24	25	5	25	24	Survey from McMinnville
Oakwood Care Center	Nursing facilities/skilled-nursing facilities		?	67		56	56	46	43	43	34		
Osprey Court	Nursing facilities/skilled-nursing facilities		?	36		37	32	25	34	35	34		
Pacifica Senior Living in McMinnville		Type 3: Nursing Facilities/Skilled-Nursing Facilities	320 SW Hill Rd									39	Survey from McMinnville
Prestige Care of McMinnville		Type 3: Nursing Facilities/Skilled-Nursing Facilities	421 S Evans St									34	Survey from McMinnville
Yamhill County Jail	Correctional facilities for adults		535 NE 5th St	238		208	168	183	178	209	195		
Yamhill County Jail - Adult		Type 1: Correctional Facilities for Adults	525 NE 5th Street									179	Survey from McMinnville
Yamhill County Jail -Juvenile		Type 1: Correctional Facilities for Adults	525 NE 5th Street									12	Survey from McMinnville
SUM				565	-	1,344	1,311	1,257	1,315	1,384	1,287	1,262	
			Summarized GQ Pop by Class	2010	2011	2012	2013	2014	2015	2016	2017	2018	
			Number Linfield	<i>Missing</i>	<i>No Data</i>	813	803	829	816	883	783	738	Number Linfield
			Percent Linfield	<i>Missing</i>	<i>No Data</i>	60%	61%	66%	62%	64%	61%	58%	Percent Linfield
			Number Jail	238	<i>No Data</i>	208	168	183	178	209	195	191	Number Jail
			Percent Jail		<i>No Data</i>	15%	13%	15%	14%	15%	15%	15%	Percent Jail
			Number Other	327	<i>No Data</i>	323	340	245	321	292	309	333	Number Other
			Percent Other		<i>No Data</i>	24%	26%	19%	24%	21%	24%	26%	Percent Other
			Number Total	565	No Data	1,344	1,311	1,257	1,315	1,384	1,287	1,262	
			Percent Total		No Data	100%	100%	100%	100%	100%	100%	100%	Percent



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Economic Opportunities Analysis (EOA) and Urbanization Study

Project Advisory Committee

Meeting #3: Agenda

Thursday, October 10, 2019, 4:30pm-6:30pm

Police Department Training Room, 121 SW Adams Street

Committee Members	Time	Agenda Items
<u>Citizen Advisory Committee (CAC):</u> Kellie Menke Roger Lizut Susan Dirks Sid Friedman Mark Davis Paul Davis Andrew Burton Beth Caster Michael Jester Robert J. Banagay Amanda Perron Matt Deppe Patty O'Leary Doug Hurl Scott Cooper Alan Amerson Kelly McDonald Mike Morris Jeff Knapp Gioia Goodrum Ed Gormley Kyle Faulk Jody Christensen John Dietz	4:30pm	1. Call to Order/Introductions
	4:40pm	2. General: PAC Meeting #3- Exhibit 1: Cover Memo a. Summary of PAC Meeting #2 (September 5, 2019) b. Summary of PAC Meeting #3 Materials & PAC Guidance c. Assumptions Matrix
	4:55pm	3. Economic Opportunities Analysis - a. Employment Density and Redevelopment- Exhibit 2: Appendix B
	5:25pm	4. Urbanization Study – a. Public/Institutional Land Needs- Exhibit 3: Public Lands Memo
	5:55pm	5. Introduce Site Characteristics/Needs Discussion
	6:20pm	6. Next Steps
	6:25pm	7. Comments
	6:30pm	8. Adjournment
<u>Technical Advisory Committee (TAC):</u> Tom Schauer - Lead Heather Richards Chuck Darnell Jamie Fleckenstein Mike Bisset Susan Muir (Parks Director) Angela Carnahan (DLCD) Stephanie Armstrong (Yamhill County)		

DATE: October 7, 2019
TO: McMinnville Economic Opportunities Analysis Project Advisory Committee
CC: Heather Richards and Tom Schauer, City of McMinnville
FROM: Bob Parker and Margaret Raimann, ECONorthwest
SUBJECT: COVER MEMO - PAC MEETING 3

The third meeting of the City of McMinnville's Economic Opportunities Analysis (EOA) Project Advisory Committee (PAC) is scheduled to occur on October 10, 2019 from 4:30 to 6:30 p.m. The purpose of this memo is to outline the key decisions and discussion points from the second PAC meeting on September 5, 2019, as well as provide a summary of the materials included in the packet for PAC meeting #3.

Key decision points for PAC #3 include:

- Infill and redevelopment rate
- Employee per acre assumptions
- Incorporation of public/institutional land needs which are based on site needs rather than employment forecast and employment density calculations

Summary of Previous Meeting

PAC meeting #2 occurred on September 5, 2019 from 4:30 to 6:30 p.m. The purpose of the meeting was to review the preliminary employment forecast and the options for each assumption included in the forecast. A summary of key decisions and PAC recommendations is provided below. Detailed notes of the discussion that occurred at the meeting is provided in the summary notes document.

Growth rate. PAC members discussed the three growth rate options and the implications of choosing a higher growth rate. The low and mid-growth options presented are safe harbors, while the high-growth option would need substantial evidence (findings) to support. After this discussion, *the PAC recommended using the medium-growth rate of 1.36% (1.2% for the 46-year period) based on the growth rates in the PSU population forecast.*

Land use types. PAC members discussed the distribution of employment across five land use types (Industrial, Retail Commercial, Office Commercial, Tourism Services, and Government.) They agreed on the definition of the five categories, and discussed the distribution of the share of employment of each land use type. *The PAC recommended adjustments to future year share, resulting in the following: 21% Industrial, 12% Retail Commercial, 47% Office & Commercial Services, 12% Tourism Services, and 8% Government.*

Employment on non-vacant commercial or industrial land. The PAC discussed the assumption for *new* employment that will not require vacant commercial or industrial land. The preliminary forecast used 17%, an assumption carried over from the 2013 EOA. PAC members did not make

a recommendation during this meeting, instead requesting more information to make an informed decision.

Employment density and net to gross conversion. The PAC did not have sufficient time remaining in the meeting to discuss assumptions on employment density. ECONorthwest and city staff had already planned to bring more information on these assumptions to the next meeting. PAC members agreed that they need more context and data to make an informed decision.

Summary of Meeting #3 Materials and PAC Guidance

This section summarizes the key decisions for the PAC to decide during meeting #3. Supplemental materials provided to assist PAC members in making recommendations for this portion of the analysis include:

- **Appendix B. Employment on Other Land and Employment Density.** The discussion at PAC meeting #3 will be based on the information presented in this document. It will ultimately be included as Appendix B in the final EOA document. It is intended to provide the background information needed for the PAC to make the remaining recommendations related to assumptions of employment density and employment on other land, including infill and redevelopment rates.

A key focus of the October 10 PAC meeting will be getting PAC input on remaining assumptions related to the employment land need calculations. ECONorthwest started this discussion at the July and September meetings and have done considerable research based on the EOA methods and PAC input to inform the discussion. Consistent with the 2013 EOA, land need is estimated using a 10-step process. The attached table on the following page outlines the steps, explains the purpose of each step, and describes potential options.

This table also provides recommendations for steps that require a PAC decision. For steps where the PAC has made a decision, the final recommendation is stated. For steps that still require a PAC decision in meeting #3, we have provided *preliminary* recommendations. These preliminary recommendations are based on ECONorthwest's review and analysis of relevant information and vetted by city staff.

- **Summary of Public and Institutional Land Needs Data.** This discussion will be based on the information presented in a memo summarizing the results of conversations with public and institutional organizations.

At the prior meetings, data was presented about the method of calculating public and institutional land needs using a ratio of acres per 1,000 population for those uses where the site needs don't lend themselves to calculations based on the employment forecast and associated employment density. Since PAC Meeting #2, staff has outreached to City and County government, Linfield, Chemeketa, and the McMinnville School District to review methods for estimating land needs and obtain feedback. That information will be shared and vetted with the public lands work group and presented to the PAC.

Land Use & Siting Characteristics

At PAC Meeting #3, we will introduce the discussion of site characteristics needed for the identified land use categories (industrial, retail commercial, office commercial, tourism services, and government). This will have a bearing on locational determinations in the next phase of work, and may inform whether new zoning districts should be established for these land use categories. A portion of the commercial use will need to be designated for sites to provide neighborhood services and commercial uses consistent with the Great Neighborhood Principles. In addition, public and government uses may be assigned to a new public facilities and uses zone, and/or may be assigned to existing plan designations and zones.

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Step	Item	Decision Needed?	Method				Result/Outcome	Notes
			Options	Data	Staff/Consultant Recommendation	PAC Recommendation		
1	Planning Period	<i>No decision needed</i>	N/A	N/A	N/A	N/A	Pre-2021 (2017) – 2021 2021-2041 2041-2067	Already established.
2	Population Forecast	<i>No decision needed</i>	N/A	June 2019 Housing Needs Analysis, Exhibits 29 and 30.	N/A	N/A	<p>Total Population: 2021: 36,238 2041: 47,498 2067: 62,803</p> <p>Population Change:</p> <p>Consecutive Periods: 2017-2021: 1,480 2021-2041: 11,260 2041-2067: 15,305</p> <p>Cumulative from 2017: 2017-2041: 12,740 2017-2067: 28,045</p> <p>Cumulative from 2021: 2021-2041: 11,260 2021-2067: 26,565</p>	Must use PSU forecast.
3	UGB Employment Trend	<i>No decision needed</i>	N/A	PAC 9/5/19 Packet: Attachment 3: 8/29/19 Employment Trends Memo Additional data to be presented in EOA	N/A	N/A	N/A	This is data only.
4	Employment Forecast (Total Number)	Decision made	1.-OED Safe Harbor (low) 2.-PSU Safe Harbor (med) 3.-2013 EOA (high) 4.-Other?	PAC 9/5/19 Packet: Attachment 2: 8/29/19 Employment Forecast Memo, Exhibit 2. PAC 10/10/19 Packet: Meeting #2 Notes: Employment Forecast Scenarios-Growth rate		PSU Population Forecast Safe Harbor (9/5/2019 Meeting)	<p>Total: Pre-2021 (as of 2017): 20,907 2021: 22,157 2041: 29,042 2067: 38,158</p> <p>Change: Consecutive Periods: 2017-2021: 1.36% (+1,163) 2021-2041: 1.36% (+6,885) 2041-2067: 1.06% (+9,116)</p> <p>Cumulative from 2017: 2017-2041: 1.36% (+8,048) 2017-2067: 1.19% (+17,164)</p> <p>Cumulative from 2021: 2021-2041: 1.36% (+6,885) 2021-2067: 1.19% (+16,001)</p>	The 2013 EOA had three forecasts and used the midpoint forecast derived from the 2012 population forecast. That was higher than either of the safe harbors (including the current population forecast), and carrying the 2013 forecast forward didn't currently appear justified based on the latest forecast and trend data.

Employment Forecast and Land Need Assumptions

Step	Item	Decision Needed?	Method				Result/Outcome	Notes
			Options	Data	Staff/Consultant Recommendation	PAC Recommendation		
5a	Select Land Use Categories	Decision made	<p>2001/03 & 2013 EOAs: -3 Land Use Types (commercial, industrial, institutional)</p> <p>ECO Recommendation: -4 Land Use Types: (industrial, retail commercial, office commercial, government)</p> <p>PAC Recommendation: -5 Land Use Types: (industrial, retail commercial, office commercial, tourism services, government)</p>	<p>PAC 7/16/19 Packet: 7/12/19 Summary Memo</p> <p>PAC 9/5/19 packet: Attachment 1, 8/29/19 Cover Memo, Summary of Previous Meeting</p>		Five Categories (7/16/2019 and 9/5/19 meetings)	<p>Five categories: Industrial Retail Commercial Office Commercial Tourism Services Government</p>	Using these categories now allows the option to later compress them into commercial and industrial land use categories if needed, but provides opportunity to analyze potential differences in employment density and site characteristics separately before deciding whether to keep them separate or combine them. This could potentially lead to new land use categories and/or spatial planning options.
-	Assign employment sectors to land use categories	Decision made		PAC 9/5/19 Packet: Attachment 2, 8/29/19 Employment Forecast Memo, Exhibit 1.		Assignment to five categories as presented in Exhibit 1.	18 employment sectors assigned to 5 land use categories per Exhibit 1.	See Note 1.
-	Assign Land Use Categories to Plan Designations	Concurrence needed			As presented		<p>Industrial Plan Designation: -Industrial</p> <p>Commercial Plan Designation: -Retail Commercial -Office Commercial -Tourism Services</p> <p>-Government – See Notes.</p>	<p>Some government, public, and institutional land needs will either be assigned to a new “Public” plan designation to be created, or to the appropriate commercial, industrial, or residential plan designation appropriate to the type of use.</p> <p>Some public and institutional uses will be analyzed for site needs rather than estimating needs based on employment forecast and employment density.</p> <p>If needed, new plan designations or zones could be created for the land use sub-types assigned to the commercial plan designation. Otherwise these land use subcategories will be used together with site needs and siting characteristics to calculate commercial plan designation and zoning acreages needed for these categories.</p>

Employment Forecast and Land Need Assumptions

Step	Item	Decision Needed?	Method				Result/Outcome	Notes
			Options	Data	Staff/Consultant Recommendation	PAC Recommendation		
5b	Assign Employment Forecast to Land Use Categories	Decision made	-Keep Base Year Mix as Future Year Mix -Keep Base Year Mix with Policy-Based Adjustments -Change Future Year Mix by Extending Employment Forecast Trend	PAC 9/5/19 packet: Attachment 2, 8/29/19 Forecast Memo, Exhibits 3-6 PAC 10/10/19 Packet, Meeting #2 Notes, Employment Forecast Scenarios-Land use types		Use base year mix with policy-based adjustments for future years: (21/12/47/12/8) (9/5/2019 Meeting)	Total Employment: (adjusted from covered employment) 2017: Industrial: 20% (4,187) Retail Commercial: 14% (2,842) Office & Commercial Services: 46% (9,755) Tourism Services: 10% (2,124) Government: 10% (2,082) SUM: 20,990 2021: Industrial: 20% (4,431) Retail Commercial: 14% (3,102) Office & Comm. Services: 46% (10,192) Tourism Services: 10% (2,216) Government: 10% (2,216) SUM: 22,157 2041: Industrial: 21% (6,099) Retail Commercial: 12% (3,485) Office & Comm. Services: 47% (13,650) Tourism Services: 12% (3,485) Government: 8% (2,323) SUM: 29,042 2067: Industrial: 21% (8,013) Retail Commercial: 12% (4,579) Office & Comm. Services: 47% (17,934) Tourism Services: 12% (4,579) Government: 8% (3,053) SUM: 38,158	A portion of "retail commercial" and "office & commercial services" will need to be allocated to neighborhood-based sites/locations for neighborhood serving commercial and services

Employment Forecast and Land Need Assumptions

Step	Item	Decision Needed?	Method				Result/Outcome	Notes
			Options	Data	Staff/Consultant Recommendation	PAC Recommendation		
5c	Deduct Employment to be Calculated by Site Needs Rather than Employment Forecast and Employment Density	Calculation Only – No Decision Needed					<p>2021 estimate of distribution of gov't/institutional emp (% is share of total gov't or institutional emp number)</p> <p>Government: City Parks (1%): 29 City Other (12%): 267 County (24%): 525 State (6%): 126 Federal (2%): 44 Other local emp (3%): 71 SUM: 1,061 (in 2021)</p> <p>Education (52%): 1,154 MSD: XX acres Chemeketa: 0 acres Linfield: 0 acres</p> <p>SUM: 2,216 (in 2021)</p>	
5d	Determine Portion of Employment with Land Needs to be Calculated Using Employment Forecast and Employment Density	Calculation Only – No Decision Needed			<p>For purposes of forecasting employment that will be based on employment density, deduct the following from base year employment before forecasting. Land needs for these orgs will be based on separate site needs analysis rather than employment forecast:</p> <ul style="list-style-type: none"> -City Govt -City Parks -County Govt -Mac School District -Chemeketa -Linfield 		<p>Portion of Total Employment Subject to Employment Density Calculations:</p> <p>2021: Industrial: 4,431 Retail Commercial: 3,102 Office & Commercial Services: 9,382 (10,192, less 360 Linfield employees) Tourism Services: 2,216 Government: 0</p> <p>2041: Industrial: 21% Retail Commercial: 12% Office & Commercial Services: 45% (adj. for Linfield) Tourism Services: 12% Government:</p> <p>2067: Industrial: 21% Retail Commercial: 12% Office & Commercial Services: 45% (adj. for Linfield) Tourism Services: 12% Government: 0%</p>	

Employment Forecast and Land Need Assumptions

Step	Item	Decision Needed?	Method				Result/Outcome	Notes
			Options	Data	Staff/Consultant Recommendation	PAC Recommendation		
5e	Estimate Site and Land Needs for Organizations/Uses that were Deducted from Employment Forecast	Concurrence needed	Based on Meetings/Interviews with Key Personnel for the Following Organizations: -City of McMinnville -McMinnville Water & Light -Yamhill County -McMinnville School District -Chemeketa CC -Linfield College	See attached 10/10 public land needs memo summarizing meetings and results.	Use results from meetings and interviews		<i>See 10/10/2019 memo. Some results are forthcoming</i>	
6	Allocate Employment to Land Development Status (Percent of employment that won't consume vacant employment land).	Decision needed		<p>2001/03 EOA: Commercial: 15% Industrial: 17% Institutional: 13%</p> <p>2013 EOA: Commercial: 17% Industrial: 17% Institutional: 17%</p> <p>PAC 10/10/19 Packet: Employment Density Memo:</p> <p>Comparison Cities: See 10/7/2019 Memo</p> <p>Comparative Data from 2013 EOA See 10/7/2019 Memo</p> <p>Effective Density Resulting from Interaction of Density and Refill Assumptions: See 10/7/2019 Memo</p>	5% for commercial and industrial.		<p>See 10/7/19 memo (Appendix B) for results based on recommendation:</p> <p>5% commercial 5% industrial</p>	<p>See discussion in 10/7/2019 memo.</p> <p>Assumptions about the % of employment that doesn't require other land effectively assumes higher employment densities will be achieved on existing developed sites. This needs to be considered together with assumptions about employment density.</p> <p>On commercial and industrial sites, in cases of refill vs. redevelopment, that typically means this would occur through existing businesses adding jobs, but new businesses would still need sites if existing sites are occupied by existing businesses.</p>

Employment Forecast and Land Need Assumptions

Step	Item	Decision Needed?	Method				Result/Outcome	Notes
			Options	Data	Staff/Consultant Recommendation	PAC Recommendation		
7a	Apply Job Density Factors (Commercial/Industrial)	<i>Decision needed</i>	<p>Previously Presented:</p> <ul style="list-style-type: none"> -2001/03 EOA -2013 EOA -2013 EOA with Sensitivity Analysis, +/- 10% <p>Newly Presented:</p> <ul style="list-style-type: none"> -Empirical Calcs. By Plan Designation -Sample Area Calcs. -Calcs by Plan Designation as Control, Commercial Subcategory Allocation by Sample Area Data 	<p>PAC 7/16/19 Packet: 7/12/19 Summary Memo, Figure 21:</p> <p>2001/03 EOA:</p> <ul style="list-style-type: none"> -Commercial: 22 emp/ net ac -Industrial: 11 emp/ net ac -Institutional: 35 emp/ net ac <p>2013 EOA:</p> <ul style="list-style-type: none"> -Commercial: 26 emp/net c -Industrial: 11 emp/net ac -Institutional: 35 emp/net ac <p>PAC 9/5/19 Packet: Attachment 2, 8/29/19 Forecast Memo:</p> <p>Employment Density section and Appendix A-Employment Density Sensitivity Analysis (+/- 10% from 2013 EOA Densities))</p> <p>PAC 10/10/19 Packet: Employment Density Memo:</p> <ul style="list-style-type: none"> -Mac. Empirical Calcs by Plan Designation -Sample area calcs -Comparative Data from 2013 EOA (Figure 40) -Comparison City Data -DLCD Goal 9 Workbook Ranges 	<p>Per 10/7/19 memo:</p> <p>Industrial: 11 emp/ac</p> <p>Commercial: 23 emp/ac</p> <p>Government : Needs based on meetings/interviews</p>		<p>Commercial: 23 emp/ net acre Industrial: 11 emp/ net acre See 10/7/2019 memo for results</p> <p>Government and institutional based on data in 10/10 public land needs memo. Results pending for some agencies</p>	<p>See 10/7 memo re employment density.</p> <p>The 2013 EOA used an empirical method to calculate commercial density of 22 emp/ac and made a policy decision to increase the assumed density to 26 emp/ac. and assume refill on top of that. This has not occurred.</p> <p>This is denser than the guidelines in the DLCD Goal 9 Guidebook of 14-20 jobs/ac for commercial uses.</p> <p>The 2013 EOA used the 2001/03 EOA assumptions for industrial at 11 emp/ac and institutional at 35 emp/ac.</p>
7b	Apply Job Density Factors to Land Use Sub-Types	<i>Decision needed</i>	<p>Apply 11 emp/ac to industrial</p> <p>And either:</p> <p>Apply 23 emp/ac for each commercial subtype, or</p> <p>Apply sample area data to commercial subtypes, or</p> <p>Use 23 emp/ac as control total and proportion using sample data</p>	<p>PAC 10/1019 Packet: Employment Density Memo:</p> <p>Calculations provided in tables</p> <p>By Plan Des:</p> <p>Industrial:</p> <ul style="list-style-type: none"> -Industrial: 10 employees per acre <p>Commercial:</p> <ul style="list-style-type: none"> -Retail Commercial: 23 emp/ac -Office & Comm. Svc: 23 emp/ac -Tourism Services: 23 emp/ac <p>By Sample Areas:</p> <p>Industrial:</p> <ul style="list-style-type: none"> -Industrial: 11 employees per acre <p>Commercial:</p> <ul style="list-style-type: none"> -Retail Commercial: 19 -Office & Comm Svc: 29 -Tourism Services: *Assume 19 	<p>Use 11 emp/ac for industrial</p> <p>Use 23 emp/ac for comm – for each subtype or as a control and allocate by sample data</p>		<p>See 10/7/2019 memo for results</p>	

Employment Forecast and Land Need Assumptions

Step	Item	Decision Needed?	Method				Result/Outcome	Notes
			Options	Data	Staff/Consultant Recommendation	PAC Recommendation		
-	Net to Gross Conversion Factor	<i>Calculation Only- No decision needed</i>	Empirical evaluation	PAC 9/5/19 packet: Attachment 2, 8/29/19 Forecast Memo	Empirical evaluation		6% for Industrial 18% for commercial (retail commercial, office commercial, and tourism services) 18% for government	
8a	Land Demand-Based on Employment Density	<i>N/A Subtot. Only</i>						
8b	Land Demand- Based on Site Needs	<i>N/A Subtot. Only</i>						
8c	Total Land Demand	<i>N/A Total Only</i>						
	BLI-Land Supply	<i>Forthcoming</i>		<i>Forthcoming</i>				
	BLI-Constraints	<i>Decision Made</i>	Slope Constraints: -2013 EOA 25% slope -Update to 15% slope	PAC 9/5/19 Packet: Attachment 1, 8/29/19 Cover Memo		Update to 15% slope constraint	15% slope constraint	
9	Sufficiency (supply vs. demand)	<i>N/A Calc. Only</i>		<i>Forthcoming</i>				In some cases (including school district), site needs and existing acres may differ slightly if currently owned sites don't exactly match acreage associated with needed sites, where remnant acreage on one site can't be applied to meet needs for sites at other locations.
10	Policy Options and Objectives	<i>Forthcoming</i>						
10a.	Site Characteristics for Land Use Types	<i>Direction Needed</i>	Introduce at 10/10 meeting					

Note 1: Employment Sectors Assigned to Land Use Categories

Exhibit 1. Estimated total employment by sector, McMinnville UGB, 2017

Sector	Generalized Land Use Type	Covered Employment	Estimated Total Employment	Covered % of Total
Agriculture, Forestry, and Mining	Industrial	356	356	100%
Construction	Industrial	585	852	69%
Manufacturing	Industrial	2,277	2,549	89%
Wholesale Trade	Industrial	127	180	71%
Retail Trade	Retail Commercial	2,170	2,842	76%
Transportation and Warehousing and Utilities	Industrial	140	250	56%
Information	Office & Commercial Services	127	211	60%
Finance and Insurance	Office & Commercial Services	459	912	50%
Real Estate and Rental and Leasing	Office & Commercial Services	113	867	13%
Professional and Technical Services	Office & Commercial Services	367	998	37%
Management of Companies	Office & Commercial Services	117	161	73%
Admin. and Support/Waste Mgmt/Remediation Serv.	Office & Commercial Services	584	1,044	56%
Health Care and Social Assistance; Private Education Serv.	Office & Commercial Services	3,159	4,457	71%
Arts, Entertainment, and Recreation	Tourism Services	168	458	37%
Accommodation and Food Services	Tourism Services	1,503	1,666	90%
Other Services	Office & Commercial Services	630	1,105	57%
Government	Government	2,082	2,082	100%
Total Non-Farm Employment		14,964	20,990	76%

Source: 2017 covered employment from confidential Quarterly Census of Employment and Wage (QCEW) data provided by the Oregon Employment Department.

Note 2: Employment Density Analysis Calculations

By Land Use Type

Plan designation	Covered emp	Total emp	Total acres	Wetland acres	Unconstrained acres	Emp density (using unconstrained acres)
Industrial	3,422	4,485	442	13	428	10
Commercial	6,245	8,184	359	2	357	23

By Sample Areas

Land use type	Covered emp	Total emp	Acres	Emp density
Industrial	1,410	1,848	170	11.0
Retail Commercial	241	316	16	19.0
Office Commercial	59	77	3	29.0

Appendix B. Employment on Other Land and Employment Density

This appendix presents research and findings that ECONorthwest completed to provide rationale for employment density and “refill” and redevelopment assumptions for the 2019 update of the City of McMinnville’s EOA. It presents empirical analysis of existing employment densities in McMinnville and information on assumptions used for EOAs in comparison cities noted in *Exhibit 1*.

Exhibit 1. Cities used for comparison to the City of McMinnville by population and county

City	Population (2018 PSU Estimate)	County
Ashland	20,815	Jackson
Newberg	23,795	Yamhill
Redmond	29,190	Deschutes
Grants Pass	37,285	Josephine
Albany	53,145	Linn & Benton
Corvallis	59,280	Benton
Bend	89,505	Deschutes

In addition, with the 2013 EOA, the City also previously collected comparative data from other cities and the 2001/03 EOA for employment density and “refill” and redevelopment factors. That is summarized in Figure 40 of the 2013 EOA, which is also attached at the end of this document. It also includes guidelines from DLCD’s Goal 9 Guidebook. The City elected to add additional comparable cities to the analysis as three of the five cities in Figure 40 are metro cities with considerably different economic development opportunities and strategies.

Employment on Other (Non-Vacant) Land

ECONorthwest compiled information from the comparison cities on assumptions used in each city’s EOA for employment that doesn’t require vacant commercial or industrial land. (This corresponds to step 6 in the EOA summary matrix.) The 2013 McMinnville EOA used an overall assumption for employment on non-vacant land of 17%. Exhibit 2 summarizes assumptions used in other Oregon comparison cities.

Exhibit 2. Employment on other land assumptions for comparison cities

City	Emp. on Other Land	Rationale/Approach	Date
Ashland	20%	Empirical analysis of capacity on redevelopable lands.	2007
Newberg	5% (retail only)	Empirical analysis. (See Figure 40 on pg. 85 of 2013 McMinnville EOA)	2006
Redmond	10%	Reasonable judgement. (pg. 5-29).	2005
Grants Pass	10%	Reasonable judgement based on comparison areas. (pg. 8-46)	2007
Albany	0%	Redevelopment was accounted for in the BLI, so they did not account for it again in the forecast. (pg. 11)	2005
Corvallis	Industrial: 11% Retail: 12% Office: 29%	Reasonable judgement based on available buildable land. (pg. 4-56)	2016
Bend		Note: Bend used a site-based approach for estimating land need. We do not recommend this approach.	2016

DLCD’s Goal 9 workbook presented guidelines of 85-90% growth on vacant land, based on 10-15% refill and redevelopment cited as a rule of thumb.

The effect of applying refill and redevelopment rates to existing developed land is to implicitly increase the employment density on those lands. Employment density is discussed further in the next section, but must be evaluated together with assumptions about refill and redevelopment. As discussed in the next section, the observed density of employment in commercial and industrial plan designations is currently about 10 employees/net acre in industrial plan designations (down slightly from the 2013 EOA) and 23 employees/net acre in commercial plan designations (up slightly from the 2013 EOA). Exhibits 3A-3C show the effective densities resulting from applying 17%, 10%, and 5% of new employment to developed commercial and industrial sites.

For industrial employment, this ranges from absorbing between 96 to 325 additional employees from present through 2041, and increasing to absorb between 191 to 650 additional employees from present through 2067 on *currently* developed properties. This would increase the employment density for these sites from 10 employees/acre to between 11 to 12 employees/acre.

For commercial development, this ranges from absorbing between 295 to 1,003 additional employees from present through 2041, and increasing to absorb between 619 to 2,103 additional employees from present through 2067 on *currently* developed properties. This would increase the employment density for these sites from 23 employees/acre to between 25 to 29 employees per acre.

Exhibit 3A. Effective Employment Densities with 17% Refill/Redevelopment Assumption on Current Developed Commercial and Industrial Sites

Plan Designation	Covered Employment by Plan Des.	Total Emp. Calc. by Plan Des.	Net Unconstrained Developed Acres in Plan Designation	Effective Employment per Net Acre on Current Developed, Non-Vacant Sites							
				Current Calc Emp Density	17% of Add'l Emp to 2041	Tot Emp Exist Sites by Plan Des. In 2041	Emp. Density Exist Sites with 17% of emp to 2041	17% of Add'l Emp to 2067	Tot Emp Exist Sites by Plan Des. In 2067	Emp. Density Exist Sites with 17% of emp to 2067	
Industrial	3,422	4,485	428	10	325	4,810	11	650	5,135	12	
Commercial	6,245	8,184	357	23	1,003	9,187	26	2,103	10,287	29	

Exhibit 3B. Effective Employment Densities with 10% Refill/Redevelopment Assumption on Current Developed Commercial and Industrial Sites

Plan Designation	Covered Employment by Plan Des.	Total Emp. Calc. by Plan Des.	Net Unconstrained Developed Acres in Plan Designation	Effective Employment per Net Acre on Current Developed, Non-Vacant Sites							
				Current Calc Emp Density	10% of Add'l Emp to 2041	Tot Emp Exist Sites by Plan Des. In 2041	Emp. Density Exist Sites with 10% of emp to 2041	10% of Add'l Emp to 2067	Tot Emp Exist Sites by Plan Des. In 2067	Emp. Density Exist Sites with 10% of emp to 2067	
Industrial	3,422	4,485	428	10	191	4,676	11	383	4,868	11	
Commercial	6,245	8,184	357	23	590	8,774	25	1,237	9,421	26	

Exhibit 3C. Effective Employment Densities with 5% Refill/Redevelopment Assumption on Current Developed Commercial and Industrial Sites

Plan Designation	Covered Employment by Plan Des.	Total Emp. Calc. by Plan Des.	Net Unconstrained Developed Acres in Plan Designation	Effective Employment per Net Acre on Current Developed, Non-Vacant Sites							
				Current Calc Emp Density	5% of Add'l Emp to 2041	Tot Emp Exist Sites by Plan Des. In 2041	Emp. Density Exist Sites with 5% of emp to 2041	5% of Add'l Emp to 2067	Tot Emp Exist Sites by Plan Des. In 2067	Emp. Density Exist Sites with 5% of emp to 2067	
Industrial	3,422	4,485	428	10	96	4,581	11	191	4,676	11	
Commercial	6,245	8,184	357	23	295	8,479	24	619	8,803	25	

Both the industrial and commercial employment densities have remained nearly the same over time: from the 2001/03 EOA, the empirical calculations in the 2013 EOA, and the empirical calculations in the current analysis. Industrial densities have decreased slightly from about 11 employees/acre to about 10 employees/acre. Commercial densities have increased slightly from about 22 employees/acre to about 23 employees/acre.

The 2001/03 EOA used variable assumptions for refill/redevelopment, with 17% for industrial, 15% for commercial, and 13% for institutional, while the 2013 EOA increased these all to 17%.

Average employment densities don't appear to have increased consistent with those rates. Actual changes compared to assumptions about refill/redevelopment of the existing developed sites may be the result of:

- Refill/redevelopment has not occurred, or has occurred at lower rates than assumed in McMinnville's prior EOAs
- Employment densities of existing businesses may have declined, through reduction of employees or through expansion of facilities without commensurate increases in employment densities
- Increases in employment density in some cases may have been offset by reductions in employment density in other cases

Potential reasons may include:

- Increases in automation, where operations occupy the same space, but with fewer employees
- More new businesses/new land use of types with the same or lower employment densities than previous business' employment densities
 - Potential increases in area devoted to storage, cold storage, warehousing, and distribution, some of which may increase together with surrounding agricultural uses.
 - Potential increases in area devoted to indoor grow operations, potentially further increasing from the growth of industrial hemp production.¹

The dynamics of new job creation should also be considered in evaluating refill and redevelopment.

- How strongly is job growth correlated with the size or age of a business? How much job growth is created through newer start-ups vs. long-term growth of more established businesses? How many smaller entrepreneurial businesses intend to grow to be larger businesses vs. remain smaller?
- While there may be capacity to add employees within established space for existing businesses, new businesses may need their own facilities that can't be located within the facilities of other businesses. Some existing businesses may retain partially vacant sites in the event they need to expand. Some businesses will require ownership of their land and facilities rather than leasing space on existing developed sites.

An assumption of 5% industrial refill/redevelopment would result in an increase in employment density from about 10 emp/ac to about 11 emp/ac on existing developed sites. This is generally consistent with McMinnville's historic trends.

¹ <https://www.forbes.com/sites/andrebourque/2019/01/31/how-hemp-is-moving-oregon-marijuana-to-an-indoor-grow-crop/#10ff80b960ed>

The empirical calculated density for commercial sites in the 2013 EOA was 22 emp/acre, but an aspirational policy of 26 emp/acre was adopted. Any of the three scenarios calculated above (5%, 10%, or 17%) for refill/redevelopment on *currently* developed sites would result in an increase in density on these sites that would exceed currently observed densities, ranging from 24 to 26 emp/acre by 2041. Carrying over the 17% assumption from the 2013 EOA would mean an assumed employment density of 29 emp/acre on these sites by 2067, compared to the current 23 emp/acre, and exceeding even the aspirational overall assumption of 26 emp/acre used in the 2013 EOA. An assumption of 5% commercial refill/redevelopment would result in an increase in employment density from 23 emp/ac to 25 emp/ac on these sites in 2067.

Recommended approach and assumptions

This update could simply carry forward the 17% refill/redevelopment assumption from the 2013 EOA for all categories, but the analysis of empirical data, calculations of effective density, and comparisons with other cities and the DLCDC Goal 9 Guidebook suggest that assumption is high, and that McMinnville hasn't achieved this historically. Further, even if that level of refill/redevelopment had been achieved historically, carrying over an assumption for each planning period would have a compounding effect of assuming unlimited, successively higher capacity of the same existing developed sites to absorb more employment each time. This would push the employment density for those developed lands up each planning cycle, where infill and redevelopment would have already theoretically occurred and increased in each previous planning cycle.

A reasonable assumption would be 5% refill/redevelopment for both commercial and industrial employment, which is what we would recommend. This would result in an increase in employment density on currently developed sites, still exceeding the empirical employment densities from the 2013 EOA.

The assumed 17% refill/redevelopment rate from the 2013 EOA would be an aspirational assumption that exceeds the empirical densities and exceeds the aspirational density from the 2013 EOA. It is an estimate that we don't anticipate will be achieved, and is higher than most comparisons. The 2001/03 EOA refill/redevelopment assumption of 17% for industrial and 15% for commercial is another aspirational assumption that hasn't been observed historically.

The tables below show the result of the 5%, 10%, and 17% refill/redevelopment assumptions for comparison for the 2021-2041 period.

The government land use type is excluded from the remaining employment forecast calculations, as we account for government employment in calculations for other land needs.

Exhibit 4a. Estimate of new employment that will require vacant land, McMinnville UGB, 2021 to 2041 (17% Assumption)

Land Use Type	New Employment Growth	Emp. on Other Land	New Emp. on Vacant Land
Industrial	1,667	283	1,384
Retail Commercial	383	65	318
Office & Commercial Services	3,346	569	2,777
Tourism Services	1,269	216	1,053
Total	6,665	1,133	5,532

Exhibit 4b. Estimate of new employment that will require vacant land, McMinnville UGB, 2021 to 2041 (10% Assumption)

Land Use Type	New Employment Growth	Emp. on Other Land	New Emp. on Vacant Land
Industrial	1,667	167	1,500
Retail Commercial	383	38	345
Office & Commercial Services	3,346	335	3,011
Tourism Services	1,269	127	1,142
Total	6,665	667	5,998

Exhibit 4c. Estimate of new employment that will require vacant land, McMinnville UGB, 2021 to 2041 (5% Assumption)

Land Use Type	New Employment Growth	Emp. on Other Land	New Emp. on Vacant Land
Industrial	1,667	83	1,584
Retail Commercial	383	19	364
Office & Commercial Services	3,346	167	3,179
Tourism Services	1,269	63	1,206
Total	6,665	332	6,333

Employment Density

ECONorthwest completed an empirical analysis of the overall employment density in commercial and industrial areas, as well as in sample areas for the following land use types included in the employment forecast—industrial, office commercial, and retail commercial.² The 2013 McMinnville EOA used the following assumptions for employment density:

- **Industrial:** 11 employees per acre
- **Commercial:** 26 employees per acre

The 2013 EOA included an empirical analysis of employment density. The 11 employee/acre industrial density was the empirical calculated density. The empirical commercial employment density was 22 employees per acre. The 26 employee/acre density was an aspirational, policy-based assumption.

In the PAC materials provided for the meeting on September 5, 2019, we completed a sensitivity analysis for employment density based on the 2013 EOA assumptions. The analysis shows the effect of a 10% increase and 10% decrease of the 2013 employment density assumptions and the range of resulting needed acreage. The PAC requested further research based on existing employment density in McMinnville. The results of that analysis are provided in this section.

Overall employment density for existing employment in McMinnville

The analysis of overall employment density for commercial and industrial areas included lots identified as “developed” in the buildable lands inventory (BLI) and summarized the employment per acre on these sites by plan designation (commercial or industrial land only). Land in wetlands was removed from the acreage calculation to better account for land used for employment. We calculated employment density, expressed here as total employees per acre, by dividing the number of employees on developed sites in commercial and industrial plan designations by the acreage (less wetlands) of those developed sites. The results of this calculation were:

- **Industrial:** 10 employees per acre
- **Commercial:** 23 employees per acre

Exhibit 5 shows the results of applying these employment density assumptions for the remaining land use types.

² The other land use types—tourism services and government—were excluded from the sample area analysis. The PAC will be discussing site characteristics. The sites needed for tourism services are typically similar to the needs for retail commercial. Thus, it is reasonable to assume the same employment density for both tourism services and retail commercial. Government employment will not require vacant commercial and industrial land, so we did not analyze employment density for this land use type.

Exhibit 5a. Estimate of future land demand for new employment (plan designation approach), McMinnville UGB, 2021 to 2041, after 17% deduction

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,467	10	147	156
Retail Commercial	337	23	15	18
Office & Commercial Services	2,945	23	128	156
Tourism Services	1,117	23	49	59
Total	5,866		338	389

Exhibit 5b. Estimate of future land demand for new employment (plan designation approach), McMinnville UGB, 2021 to 2041, after 10% deduction

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,500	10	150	160
Retail Commercial	345	23	15	18
Office & Commercial Services	3,011	23	131	160
Tourism Services	1,142	23	50	61
Total	5,998		346	398

Exhibit 5c. Estimate of future land demand for new employment (plan designation approach), McMinnville UGB, 2021 to 2041, after 5% deduction

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,584	10	158	169
Retail Commercial	364	23	16	19
Office & Commercial Services	3,179	23	138	169
Tourism Services	1,206	23	52	64
Total	6,333		365	420

While this approach provides a reasonable indication of employment densities in McMinnville, the mix of types of employment on sites may affect the overall result (i.e., not all employment in industrial areas is classified as industrial employment). However, these results align with comparable areas and previous guidelines for calculating employment density, and are therefore reasonable assumptions for the purposes of the EOA.

Sample area employment density for existing employment in McMinnville

ECONorthwest also analyzed sample areas representative of employment in McMinnville by land use type. City staff assisted in choosing these areas for further analysis based on local knowledge as well as requirements for data confidentiality. Again, we calculated the employment density by dividing the number of total employees in each sample area by the total acreage of the sample area site. The results by land use type were:

- **Industrial:** 11 employees per acre
- **Office commercial:** 29 employees per acre
- **Retail commercial:** 19 employees per acre

Similar to the first approach to calculate overall employment density, a sample area approach also has limitations. Sample areas, by definition, do not provide information on employment density across McMinnville. However, these areas were chosen based on a representation of typical employment areas in McMinnville. Limitations in data availability, reporting, and confidentiality also present limitations in results.

The results of both approaches align with results from other studies in comparable cities, as well as the guidelines in DLCD's *Industrial and Other Employment Lands Analysis—Basic Guidebook*, which states:

“Typical employment densities per net acre range from 8 - 12 jobs for industrial; 14 - 20 jobs for commercial; and 6 - 10 jobs for institutional/other jobs.”

The next section provides background information on employment density assumptions used in cities that are comparable to McMinnville.

Exhibit 6 shows the results of applying these employment density assumptions for the remaining land use types.

Exhibit 6a. Estimate of future land demand for new employment (sample area approach), McMinnville UGB, 2021 to 2041, after 17% deduction

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,384	11	126	134
Retail Commercial	318	19	17	20
Office & Commercial Services	2,777	29	96	117
Tourism Services	1,053	19	55	68
Total	5,532		294	339

Exhibit 6b. Estimate of future land demand for new employment (sample area approach), McMinnville UGB, 2021 to 2041, after 10% deduction

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,500	11	136	145
Retail Commercial	345	19	18	22
Office & Commercial Services	3,011	29	104	127
Tourism Services	1,142	19	60	73
Total	5,998		319	367

Exhibit 6c. Estimate of future land demand for new employment (sample area approach), McMinnville UGB, 2021 to 2041, after 5% deduction

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,584	11	144	153
Retail Commercial	364	19	19	23
Office & Commercial Services	3,179	29	110	134
Tourism Services	1,206	19	63	77
Total	6,333		336	388

Employment density comparison

City of McMinnville staff provided ECONorthwest with a list of cities typically used for comparison purposes. The cities and their population are listed in Exhibit 7.

Exhibit 7. Cities used for comparison to the City of McMinnville by population and county

City	Population (2018 PSU Estimate)	County
Ashland	20,815	Jackson
Newberg	23,795	Yamhill
Redmond	29,190	Deschutes
Grants Pass	37,285	Josephine
Albany	53,145	Linn & Benton
Corvallis	59,280	Benton
Bend	89,505	Deschutes

Each city listed above has completed an EOA between 2005 and 2016. Methodologies for each EOA varied, and information related to employment density assumptions was not consistently reported. The assumptions document in each EOA are listed in Exhibit 8, along with a description of the rationale or approach used for arriving at the employment density numbers, if available. These approaches generally fell into two categories, either (1) a reasonable judgement based on comparable cities or (2) an empirical analysis of existing employment density or other metric.

Exhibit 8. Employment densities for comparison cities

City	Employment Density (employees per acre)			Rationale/Approach	Date
	Industrial	Commercial	Retail		
Ashland	12	17	--	Reasonable judgement/comparison (pg. C-6)	2007
Newberg	11	21	21	Empirical analysis (pg. 84 McMinnville 2013 EOA)	2010
Redmond	5 (low) – 12 (high)	12 (low) – 20 (high)	--	Empirical analysis/comparison (pg. 5-29)	2005
Grants Pass	10	17	17	Reasonable judgement/comparison (pg.8-47)	
Albany	12	--	20	Reasonable judgement/comparison (pg 11)	2007
Corvallis	10	35	25	Empirical analysis (pg 4-60)	2016
Bend	--	--	--	<i>Note: Bend did not use an EPA approach for the 2016 EOA.</i>	2016

Recommended assumptions and approach

The results of the empirical analysis are within reasonable ranges for employment densities. Exhibit 9 shows the recommended approach of 11 employees per acre for industrial and 23 employees per acre for all other land use types. It would also be possible to use the commercial density as a total control for the commercial subcategories and allocate a proportion of the total acreage to each subcategory based on the share from the sampled employment densities if preferred, but we believe this method is reasonable.

Exhibit 9. Estimate of future land demand for new employment (recommended approach), McMinnville UGB, 2021 to 2041, after 5% refill/redevelopment deduction

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	1,584	11	144	153
Retail Commercial	364	23	16	19
Office & Commercial Services	3,179	23	138	169
Tourism Services	1,206	23	52	64
Total	6,333		351	405

These calculations do not include the government land needs, which are calculated separately.

During discussion of site characteristics, a portion of the commercial uses will be split out and assigned to neighborhood-serving commercial and services to be located in neighborhood areas.

Figure 40. Comparative Employment Density & Redevelopment Factors

Reference	Employment Density (Jobs per Acre)	% of Job Growth on Vacant Employment Land
2001 McMinnville EOA	11 industrial 22 commercial 35 institutional	83% industrial 85% commercial 87% institutional (based on factors including 1-5% requires no non-res built space or land, 5-7% on existing developed land, and 5% vacancy rate)
DLCD Goal 9 Guidebook (2005)	8-12 industrial 14-20 commercial 6-10 institutional & other (demand for net acres; also noted is that each acre can accommodate 10-15 jobs for general commercial and office-park industrial, 20 for offices in non-metro downtowns & suburban settings)	85-90% job growth on vacant land (based on 10-15% use of vacant or redeveloped buildings cited as general rule of thumb)
Salem-Keizer Metro Area Regional EOA 2012-2032 (May 2011)	Forecast densities @: 20 light industrial (above 12-15 current) 36 general office (reflecting current average with range from 27 in retail areas to 73 in Salem central business area) Retail/personal service uses forecast not by jobs per acre (but @ 0.30 FAR)	95% industrial 83% general office (based on assumption that 5% of industrial and 17% of office new employment will locate in existing space or sites not requiring new land; EOA also notes that "there is no study that quantifies how much employment is commonly accommodated in existing built space over a 20-year period in a city.")
Albany EOA Update (2007)	12 industrial 20 commercial retail/services 10 government	100% job growth on vacant land (was at 90% with 2000 EOA @ 10% refill rate but adjusted to 0% rate as the updated 2007 BU already accounted for infill and redevelopment on supply side of analysis)
Newberg EOA (2010)	11 industrial (including 10% increase in density as efficiency measure) 21 commercial retail & office (overall average with office calculated @ 40% FAR & avg 201 sf/job; retail estimated @ 14.8 net buildable acres per 1,000 new households)	See density for industrial Office appears to assume 100% development on vacant land Retail assumes 95% use of vacant land (with 5% assumed for infill & redevelopment)
City of Beaverton Final Draft EOA (2010)	18 general industrial 10 warehouse 23 flex/business park 58 office 30 retail 38 institutional (@ Metro method of jobs/bldg sf & FAR for densities)	94.2% industrial 92.7% commercial (calculated for excess vacancy above 6% target normalized rate with excess figures at 5.8% industrial, 7.3% commercial)
Metro Urban Growth Report (2009)	6 general industrial & warehouse 23 flex/business park 46 office 27 retail 27 institutional (Calculated using jobs/bldg sf & FAR for densities; @ low end of spectrum for outer ring suburbs)	80-90% general industrial, warehouse & flex/business park (10-20% refill) 70% office (30% refill) 40-70% retail (or 30-60% refill with most (generally @ lower end of refill rates) 60-65% institutional (or 35-40% refill) (Range for outer ring suburbs, 2015-30 time period)

Sources: From documents prepared by ECONorthwest, Johnson-Gardner and E. D. Hovee & Company, LLC.



City of McMinnville
Planning Department
 231 NE Fifth Street
 McMinnville, OR 97128
 (503) 434-7311

www.mcminnvilleoregon.gov

MEMORANDUM

DATE: October 10, 2019
TO: Economic Opportunities Analysis PAC and Public Lands Work Group
FROM: Tom Schauer, Senior Planner
SUBJECT: Public & Institutional Lands - Preliminary

Certain land uses don't lend themselves to forecasting land needs by use of an employment forecast and employment density assumptions. At a previous meeting, information was presented about public and institutional organizations and lands. Data was presented about calculations using a ratio of acreage per 1,000 population that can be used to forecast site needs. However, this method isn't always applicable to each of these entities. Following the September 5, 2019 PAC Meeting #2, staff held meetings with representatives of public and institutional organizations to discuss land needs and methods. This memo summarizes the results of the meetings and summarizes some information discussed at the last PAC meeting. For some organizations, there is still some data collection and analysis needed based on the methodologies discussed during the meetings. The other estimates in this memo are preliminary and for review, discussion, and verification.

City of McMinnville

Data Forthcoming

- **General, Misc. City Departments: (Administration, Office, Police, Public Works, Fleet, Library, Recreation Buildings, etc.)**
 - Currently, there is no formally adopted plan outlining space needs and plans for existing and future building/facility needs for the planning period.
 - Generally, there was a sense that a ratio of acreage per 1,000 population could over-estimate the City's future land needs. Given existing facilities and site arrangements, there are opportunities to consolidate facilities, redevelop/expand onto existing city sites, use land more efficiently, grow into more recent expansions that retain capacity, etc.
 - With a forecast population of about 48,000 in 2014 and 63,000 in 2067, it is not expected that the City would grow to a size that would necessitate substantial branch facilities or satellite locations during the planning period (such as a library branch etc.)
 - Existing data from cities of approximately 48,000 population and 63,000 population corresponding to the future year populations for McMinnville might help inform McMinnville's land needs. For example, as a comparison, analysis of current acres per population for cities of those sizes might help inform McMinnville's future needs.
Forthcoming.

- Use of an employment forecast growth rate for the office portion of the City's land need might also provide a useful comparison to help inform future land needs.
- **Fire:**
 - The Fire Department anticipates transition from single downtown station to three satellite stations at approximately 1.5 acres each: (1) Baker Creek/Hill Road area, (2) Airport area, (3) Northeast area. The estimated need would be about **4.5 acres for three substations**. There could be opportunities to co-locate police substations at sites. There is potential that they could be co-located on sites with other uses. The NE station may be within the current UGB or may be further to the northeast. There is potential for the current station to be re-used for other municipal or other uses.
- **Police:**
 - **No specific plans for new facilities.** Their needs can be accounted for as part of the overall City need using the same methods.
- **Airport:**
 - **No additional land needs identified.**
- **Sewer:**
 - **Treatment: No additional land needs anticipated.** The City owns 5 tax lots with approximately 70 acres east of the UGB where the sewer treatment plant is sited. No additional land need is anticipated. There is capacity to expand the treatment plan on the existing site. If there is a UGB expansion to east which includes this area, these properties won't be available for buildable land for other uses.
 - **Collection System: No significant additional land demand is assumed outside of the public right-of-way, so no calculation has been added or assumed for de minimus need.** Minimal needs for future pump stations may be needed for new development. Site needs for small pump stations are similar to or smaller than a residential lot. The lands needs for these facilities are relatively small and no additional acres are proposed. Depending on direction of growth, there could be needs for larger pumping facilities.
- **Parks:**
 - The Comprehensive Plan includes the following policies:
 - **159.00.** The City of McMinnville's Parks, Recreation, and Open Space Master Plan shall serve to identify future needs of the community, available resources, funding alternatives, and priority projects
 - **163.05.** The City of McMinnville shall locate future community and neighborhood parks above the boundary of the 100-year floodplain
 - **170.05.** For purposes of projecting future park and open space needs, the standards as contained in the adopted McMinnville Parks, Recreation, and Open Space Master Plan shall be used
 - The Master Plan level of service (LOS) standard is 14 acres/1,000 persons.

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- The 2017 UGB population was 34,293.
 - The City has approximately 273 acres of developed park land and 76 acres of undeveloped park land, totaling about 349 acres (**See attached**).
 - The 2017 need was approximately 480 acres; there's a deficit of approximately 207 acres of developed park land.
 - Need for 665 total acres by 2041 (an additional need of 185 ac, or total of 392 ac with the current deficit)
 - Need for 879 total acres by 2067 (an additional need of 400 ac, or total of 660 ac with the current deficit)
 - Absent joint use agreements with other entities for public use of facilities consistent with the needs identified in the Park Master Plan, park sites and recreational facilities that aren't city-owned aren't assumed to meet the LOS for developed park needs. If there are separate standards for open space, that may be evaluated.
- **Other (stormwater):** While no specific need was identified, there was a sense that stormwater detention and water quality standards would likely increase the amount of land that will need to be dedicated for on-site stormwater management (detention and treatment) as best practices seek to manage stormwater close to "where the rain hits the ground" to reduce peaking of down stream flows and conveyance of sediment and/or contaminants in runoff. These sites may be privately or publicly owned and maintained, but should be accounted for.
 - **Other (transit related):** There was a sense that, as the community grows and the transit system expands and matures, it expected that there will be a more robust transit system with some additional land needs.

McMinnville Water & Light (MWL):

Estimated need of 21-24 acres, plus additional location/development specific needs

- General: It is estimated that in addition to sites already owned by MWL, they will need approximately 21 additional acres for power and water, and may have additional needs that are dependent on specific growth characteristics and developments. Some users require an on-site substation that requires a site and land. If growth occurs to the west further upslope into the west hills, that might include the 3-acre reservoir site needed to serve water pressure Zone 2, and could necessitate an additional reservoir/site if growth continues far enough upslope to result in a Zone 3 service area.
- The additional 21-acre need includes 16 acres for a treatment plant and pumping facilities which could co-locate with a power substation in the easterly portion of the UGB; an additional 2 acres in the easterly UGB area for power, and an additional 3 acres in the westerly UGB for additional storage for fire flow.

Yamhill County

Data forthcoming

- Currently, there is no formally adopted plan outlining space needs and plans for existing and future building/facility needs for the planning period.

Page 4

- The acreage per 1,000 population estimate is a reasonable method, first deducting the fairgrounds property before calculating the ratios.
- Current county-owned sites don't allow for much incremental on-site expansion, so additional capacity would likely require redevelopment or expansion onto additional land.
- Transit may have a need for expanded bus parking/storage area that doesn't require new structures
- Locational analysis: The County Parks Master Plan identifies potential lands for parks at key locations in proximity to McMinnville near confluence areas shown on vision map in the Master Plan)

Chemeketa Community College

No new land needs. Chemeketa Community College sold the property they previously owned, the former campus site, on Hill Road. Their McMinnville campus on Norton Lane houses their facilities as well as commercial and office tenants. For planning purposes, Chemeketa doesn't anticipate new land needs beyond their current ownership, and doesn't anticipate displacement of tenants.

Linfield College

No new land needs. Linfield College doesn't anticipate new land needs beyond current their ownership during the planning period. They recently sold a portion of the property to MV Advancements. For planning purposes, the City should not assume non-college use or sale of further property during the planning period.

McMinnville School District

Data forthcoming. ECONorthwest prepared a school needs forecasting model that staff shared with the Superintendent. They have more detailed data they will provide regarding student enrollment forecasting, school size, and site needs by school type to estimate their site and land needs for the planning period. That information is forthcoming.

MCMINNVILLE PARKS SYSTEM

COMMUNITY PARKS		ACRES
City Park		16.79
	R4420AD 09800	15.51
	R4420AD 05101	0.56
	R4420AD 06900	0.13
	R4420AD 07000	0.13
	R4420AD 07100	0.07
	R4420AD 07200	0.08
	R4420AD 07300	0.11
	R4420AD 07400	0.19
Joe Dancer Park		107.62
	R4422 02300	79.52
	R4421 00400*	23.90
	R4422 WATER*	4.20
Discovery Meadows Park		20.97
	R4429 00300	17.07
	R4429BB 02600	3.90
Kiwanis Marine Park		4.63
	R4421 00800	1.30
	R4421DB 04200	2.79
	E4421DB ROADS*	0.54
Riverside Dog Park		3.80
	R4421 00100*	
Wortman Park		21.66
	R4416AD00100	
COMMUNITY PARKS TOTAL		175.47

*Notes partial taxlot

MINI-PARKS/PLAYLOTS		ACRES
Bend-o-River		0.33
	R4422CD 00128	
Chegwyn Farms Park		3.94
	R4409CD 00100*	
Greenbriar		0.23
	R4417BC 00100	
Heather Hollow		3.22
	R4429BC 00100	
Jay Pearson Park		2.94
	R4418 00202*	
Kingwood		0.58
	R4422DD06000	
North Evans		0.34
	R4416BC03300	
Taylor		0.31
	R4420DC04900	
Thompson		2.28
	R4428BA04300	
Village Mill		0.49
	R4428BA00111	0.22
	R4428BA00105	0.27
West Hills Park		7.77
	R452400803	
MINI-PARKS/PLAYLOTS TOTAL		22.43

*Notes partial taxlot

TOTAL DEVELOPED PARK LANDS	272.81
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OPEN SPACE/UNDEVELOPED		ACRES
Angella		2.21
	R4428BD02100	
Ashwood/Derby		0.29
	R4420DB02401	
Barber Property		11.76
	R442901201	
Bennett		0.19
	R4416AA05800	
Brookview		0.72
	R4420BA00500	
Carlson		1.53
	R4420DB00300	
Creekside Cozine		3.69
	R4430DD00200	
Creekside #3 Cozine		15.31
	R4430DC03500	
Crestwood		2.08
	R4420BA00300	1.10
	R4420BA00301	0.60
	R4420BA ROADS*	0.38
Davis St. Fill		1.57
	R4421CC00900	0.91
	R4421CC02601	0.66

*Notes partial taxlot

TOTAL UNDEVELOPED PARK LANDS	75.76
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TOTAL PARK LANDS	348.57
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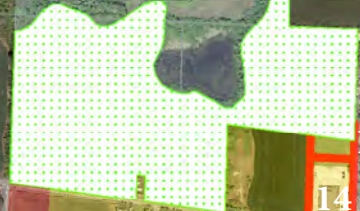
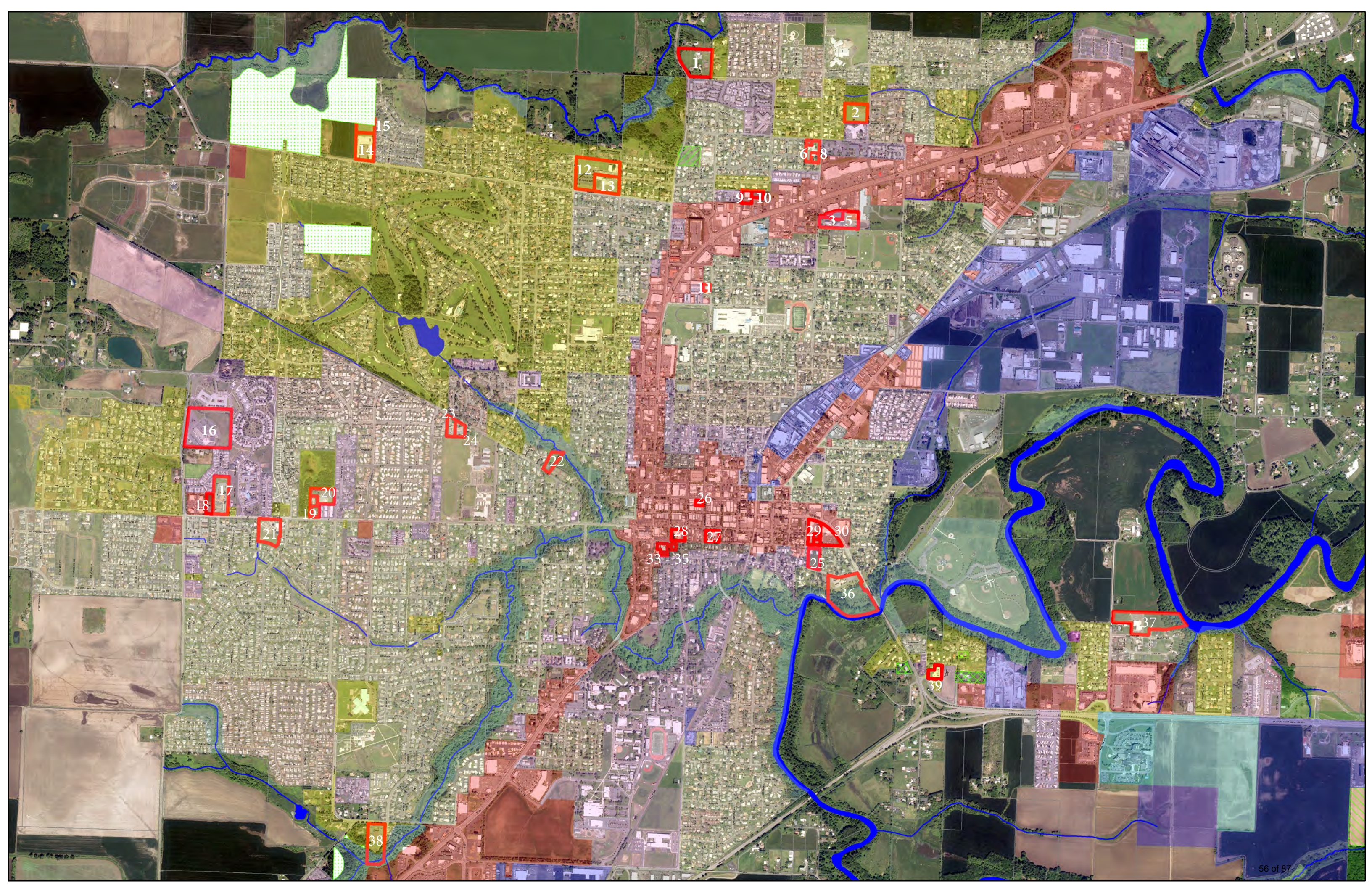
LINEAR/TRAIL PARKS		ACRES
Airport Park		18.82
	R442600203*	2.74
	R4426 ROADS*	0.62
	R442600500*	1.28
	R442600201*	14.18
Ash Meadows		1.29
	R4420CC00239	
BPA Pathway		2.84
	R4419AD02100	0.98
	R4419AC00200	0.08
	R4419AC00101	0.30
	R441901200*	0.32
	R4419AA11700	0.35
	R4419AA11800	0.45
	R4418DC04100	0.36
BPA II Pathway		4.23
	R4418DC00100	0.83
	R4418DC04400	0.14
	R4418DC07100	0.32
	R4418DC06600	0.32
	R4418DB12200	0.66
	R4418DB12000	1.04
	R441800202*	0.63
	R4418AD10800	0.29
Goucher St. Pathway		1.95
	R4420CC ROADS*	1.01
	R4420CC NONTL	0.02
	R4420CB ROADS*	0.92
James Addition		1.54
	R4420CC00124	1.27
	R4419DD00390	0.27
Jandina		2.25
	R4419DD02790	
Jandina III		2.78
	R4419DA13200	1.99
	R4419DA13300	0.79
Roma Sitton		1.69
	R4418AD10900	
Tice Rotary		33.82
	R441700101	32.82
	R441700100	1.00
Westvale		3.70
	R4419DB02400	
LINEAR/TRAIL PARKS TOTAL		74.91

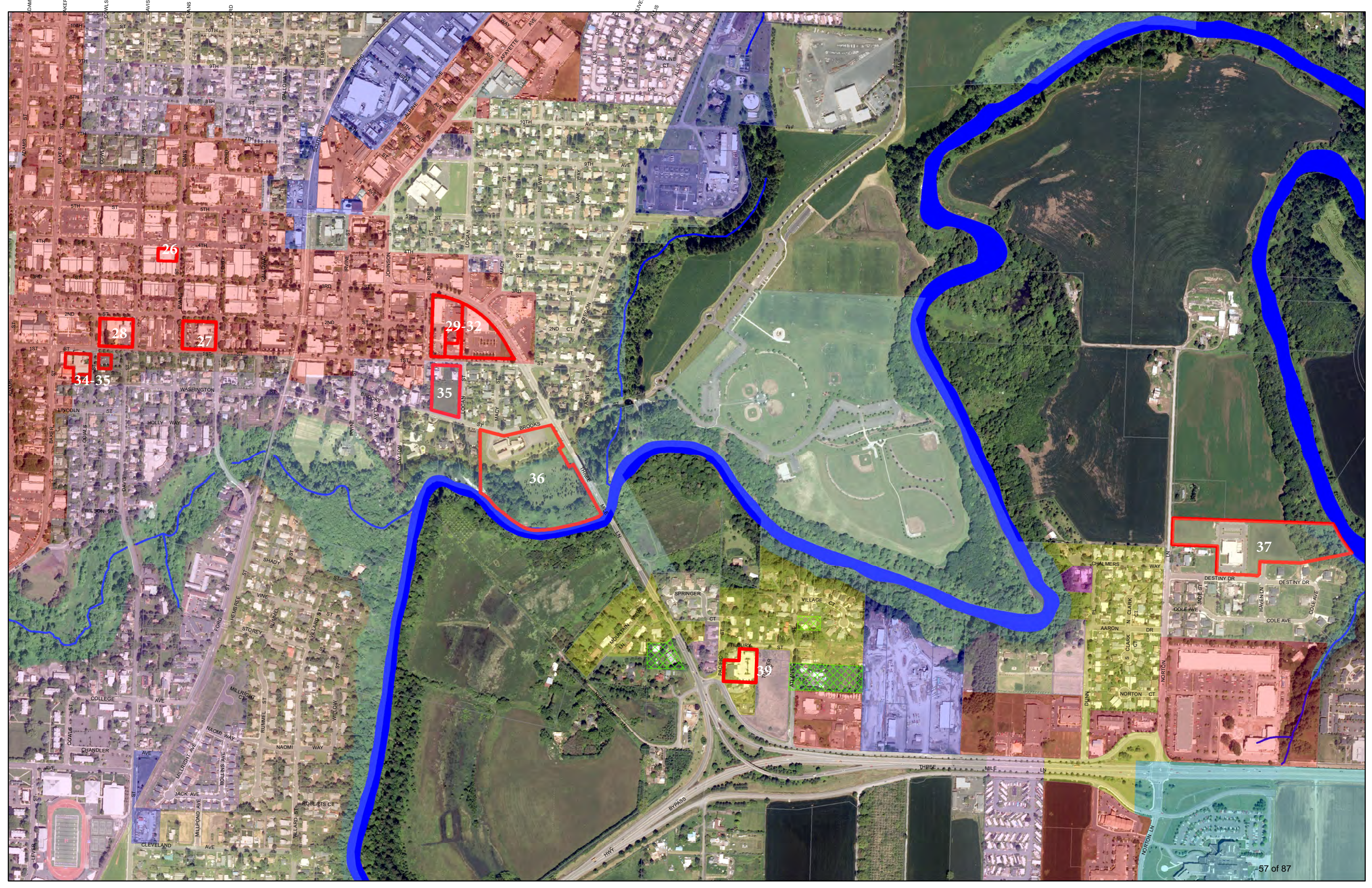
OPEN SPACE/UNDEVELOPED		ACRES
Elmwood		3.07
	R4420DB00200	1.79
	R4420DA04300	1.28
Fir Ridge		0.69
	R4420AC02600	
Irvine St.		6.68
	R4421CA03200	4.00
	R4421CA03901	0.66
	R4421CA03401	1.63
	R4421CA ROADS*	0.39
Jay Pearson-East		1.16
	R4418 00202*	
Meadowridge		0.69
	R4420BA00409	
Quarry		11.54
	R4419AD00700	
Tall Oaks		12.58
	R442903200	9.60
	R4429BA14190	1.55
	R442900108	1.43

Church Database and Church Owned Property, May , 2017

No.	Tax Lot	Site Address	Owner	Attn:	Mailing Address	City State	Zip	Zone	Lot Size
1	R4409 01900	385 NE BURNETT RD	UNITED METHODIST	UNITED METHODIST CHURCH OF MCMINNVILLE	544 NE 2ND ST	MCMINNVILLE OR	97128		252713.75
2	R4416AB04100	2831 NE NEWBY ST	ADVENTURE CHRISTIAN	ADVENTURE CHRISTIAN CHURCH	2831 NE NEWBY ST	MCMINNVILLE OR	97128	R-1	127970.40
3	R4416AC00900	2206 NE MCDONALD LN	ST JOHN	ST JOHN LUTHERAN CHURCH	2142 NE MCDONALD LN	MCMINNVILLE OR	97128	R-4	10351.67
4	R4416AC01000	2206 NE MCDONALD LN	ST JOHN	ST JOHN LUTHERAN CHURCH	2244 NE MCDONALD LN	MCMINNVILLE OR	97128	R-4	28677.93
5	R4416AC01100	2142 NE MCDONALD LN	ST JOHN	ST JOHN LUTHERAN CHURCH	2142 NE MCDONALD LN	MCMINNVILLE OR	97128	R-4	148381.05
6	R4416BA02900	2631 NE MCDONALD LN	VALLEY BAPTIST	VALLEY BAPTIST CHURCH	2631 NE MCDONALD LN	MCMINNVILLE OR	97128	R-2	59104.97
7	R4416BA02901	1004 NE 27TH ST	VALLEY BAPTIST	VALLEY BAPTIST CHURCH OF MCMINNVILLE	2631 NE MCDONALD LN	MCMINNVILLE OR	97128	R-2	8009.11
8	R4416BA03000	2603 NE MCDONALD LN	VALLEY BAPTIST	VALLEY BAPTIST CHURCH	2631 NE MCDONALD LN	MCMINNVILLE OR	97128	R-2	21928.99
9	R4416BC02001		COAST HILLS	COAST HILLS COMMUNITY CHURCH	655 NE HIGHWAY 99W	MCMINNVILLE OR	97128	C-3 PD	23709.74
10	R4416BC02101	655 NE HIGHWAY 99W	COAST HILLS	COAST HILLS COMMUNITY CHURCH	655 NE HIGHWAY 99W	MCMINNVILLE OR	97128	C-3 PD	40060.83
11	R4416CB05200	1801 NE EVANS ST	VALLEY CHURCH	VALLEY CHURCH OF CHRIST INC	PO BOX 1210	MCMINNVILLE OR	97128	R-2	14453.39
12	R4417AD04700	325 NW BAKER CREEK RD	FIRST CONSERVATIVE	FIRST CONSERVATIVE BAPTIST CHURCH	325 NW BAKER CREEK RD	MCMINNVILLE OR	97128	R-1	297342.98
13	R4417AD04701	325 NW BAKER CREEK RD	BETHEL BAPTIST	REISTER CARL	325 NW BAKER CREEK RD	MCMINNVILLE OR	97128	R-1	131009.30
14	R4418 00102	1645 NW BAKER CREEK RD	CHURCH OF	LATTER DAY SAINTS	50 E NORTH TEMPLE ST	SALT LAKE CITY UT	84150	R-1	153968.43
15	R4418 00103		CHURCH OF	LATTER DAY SAINTS	50 E NORTH TEMPLE ST	SALT LAKE UT	84150	R-1/EF80	86166.47
16	R4419 01302	700 NW HILL RD	FIRST CHURCH	FIRST CHURCH OF THE NAZARENE MCMINNVILLE	700 NW HILL RD	MCMINNVILLE OR	97128	R-4 PD	526983.44
17	R4419AC00400	2155 NW 2ND ST	MCMINNVILLE COVENANT	MCMINNVILLE COVENANT CHURCH	2155 NW 2ND ST	MCMINNVILLE OR	97128	R-2	173250.33
18	R4419AC00501		MCMINNVILLE COVENANT	MCMINNVILLE COVENANT CHURCH	2155 NW 2ND ST	MCMINNVILLE OR	97128	C-3 PD	44512.57
19	R4419AD00800		CALVARY CHAPEL	CALVARY CHAPEL OF MCMINNVILLE	1825 NW 2ND ST	MCMINNVILLE OR	97128	R-2 PD	122080.36
20	R4419AD00900	1825 NW 2ND ST	CALVARY CHAPEL	CALVARY CHAPEL OF MCMINNVILLE	1825 NW 2ND ST	MCMINNVILLE OR	97128	R-2 PD	27122.79
21	R4419DA14900	1950 SW 2ND ST	SALVATION ARMY	SALVATION ARMY	PO BOX 8798	PORTLAND OR	97208	R-2 PD	159479.84
22	R4420AC02700	720 NW WALLACE RD	NORTHWEST YEARLY	FRIENDS CHURCH	200 N MERIDIAN ST	NEWBERG OR	97132	R-2	60044.25
23	R4420BA10200	1145 NW WALLACE RD	UNITED PENTECOSTAL	UNITED PENTECOSTAL CHURCH	PO BOX 374	MCMINNVILLE OR	97128	R-2	47996.72
24	R4420BA10300	1145 NW WALLACE RD	UNITED PENTECOSTAL	UNITED PENTECOSTAL CHURCH	PO BOX 15	MCMINNVILLE OR	97128	R-2	43757.87
25	R4421AC03500	1145 NE 1ST ST	ARCHDIOCESE OF	ST JAMES PARRISH	2838 E BURNSIDE ST	PORTLAND OR	97214	C-3	93509.39
26	R4421BC05300	333 NE EVANS ST	CREEKSIDE COMMUNITY	CREEKSIDE COMMUNITY CHURCH	PO BOX 1598	MCMINNVILLE OR	97128	C-3	12173.07
27	R4421BC11500	544 NE 2ND ST	MCMINNVILLE MINISTRIES	MCMINNVILLE MINISTRIES INC	544 NE 2ND ST	MCMINNVILLE OR	97128	C-3	48020.52

No.	Tax Lot	Site Address	Owner	Attn:	Mailing Address	City State	Zip	Zone	Lot Size
28	R4421BC12900	390 NE 2ND ST	FIRST PRESBYTERIAN	FIRST PRESBYTERIAN CHURCH OF MCMINNVILLE	390 E 2ND ST	MCMINNVILLE OR	97128	C-3	48017.69
29	R4421BD07200	200 NE KIRBY ST	ST JAMES	ST JAMES CATHOLIC CHURCH MCMINNVILLE OR	1145 NE 1ST ST	MCMINNVILLE OR	97128	C-3	68370.94
30	R4421BD07300	200 NE KIRBY ST	ST JAMES	ST JAMES CATHOLIC CHURCH MCMINNVILLE OR	1145 NE 1ST ST	MCMINNVILLE OR	97128	C-3	9005.69
31	R4421BD07400	200 NE KIRBY ST	ST JAMES	ST JAMES CATHOLIC CHURCH MCMINNVILLE OR	1145 NE 1ST ST	MCMINNVILLE OR	97128	C-3	14005.35
32	R4421CA00100	1110 SE 1ST ST	ST JAMES	ST JAMES CATHOLIC CHURCH MCMINNVILLE OR	1145 NE 1ST ST	MCMINNVILLE OR	97128	R-4	70228.18
33	R4421CB03200	304 SE 1ST ST	FIRST BAPTIST	MCMINNVILLE	125 S COWLS ST	MCMINNVILLE OR	97128	O-R	9008.28
34	R4421CB03700	125 SE COWLS ST	FIRST BAPTIST	FIRST BAPTIST CHURCH OF MCMINNVILLE		MCMINNVILLE OR	97128	O-R	26031.13
35	R4421CB03900	135 SE COWLS ST	FIRST BAPTIST	FIRST BAPTIST CHURCH OF MCMINNVILLE	125 S COWLS ST	MCMINNVILLE OR	97128	O-R	4000.11
36	R4421DB04100	1300 SE BROOKS ST	FIRST CHRISTIAN	FIRST CHRISTIAN CHURCH OF MCMINNVILLE	1300 SE BROOKS ST	MCMINNVILLE OR	97128	R-2/FP	456397.69
37	R4422 03400	2705 NE DESTINY DR	NEW HORIZONS	NEW HORIZONS CHURCH	2705 NE DESTINY DR	MCMINNVILLE OR	97128	R-2 PD	343810.13
38	R4429 01301	1500 SW OLD SHERIDAN RD	OREGON CONFERENCE ADVENTIST CHURCHES	ATTN MCMINNVILLE SDA CHURCH	19800 OATFIELD RD	GLADSTONE OR	97027	R-1	207570.34
39	R4421DD00701	160 NE PACIFIC ST	WEST CONGREGATION	JEHOVAHS WITNESS MCMINNVILLE OREGON	160 NE PACIFIC ST	MCMINNVILLE OR	97128	R-1	47139.40





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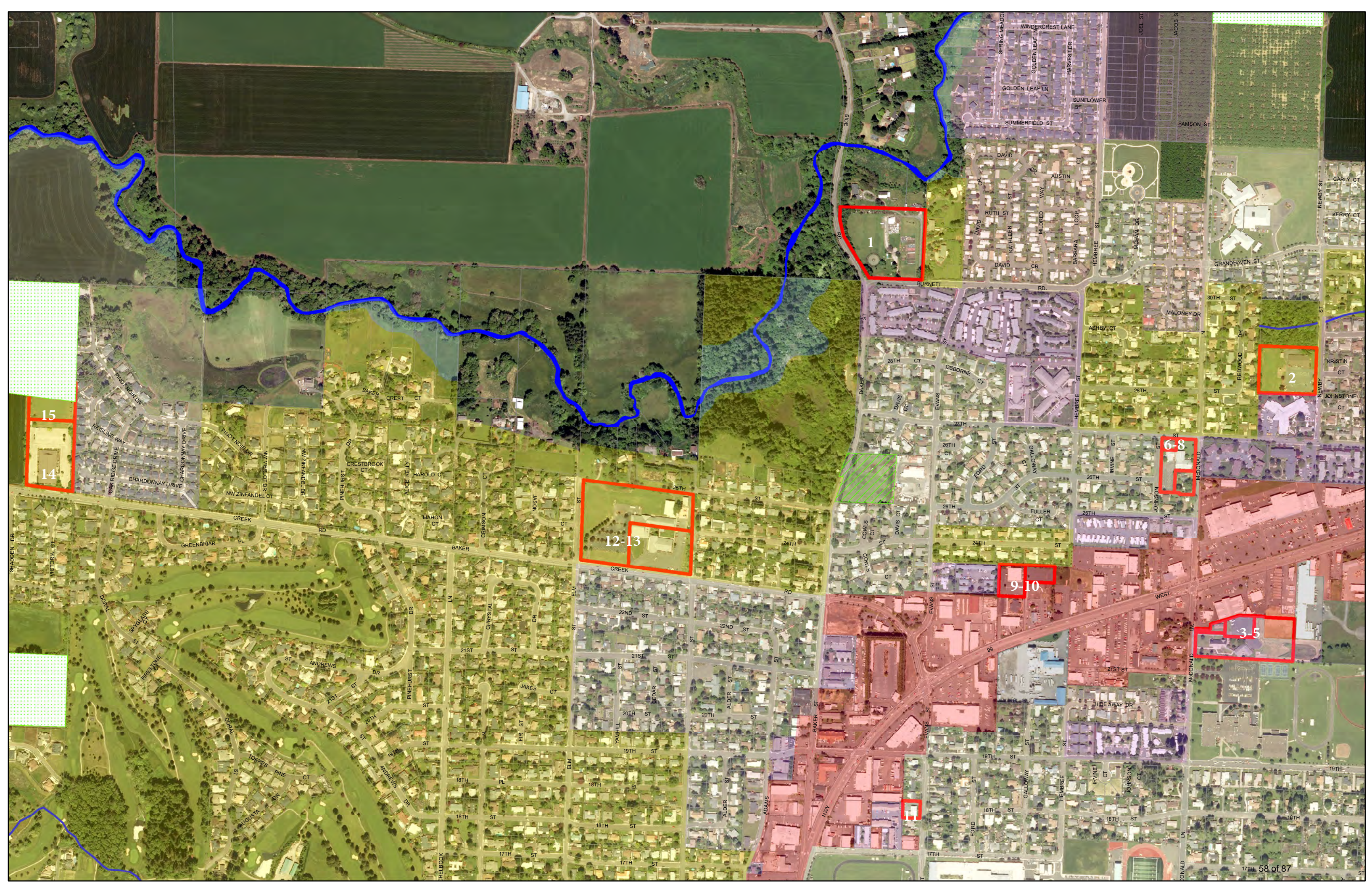
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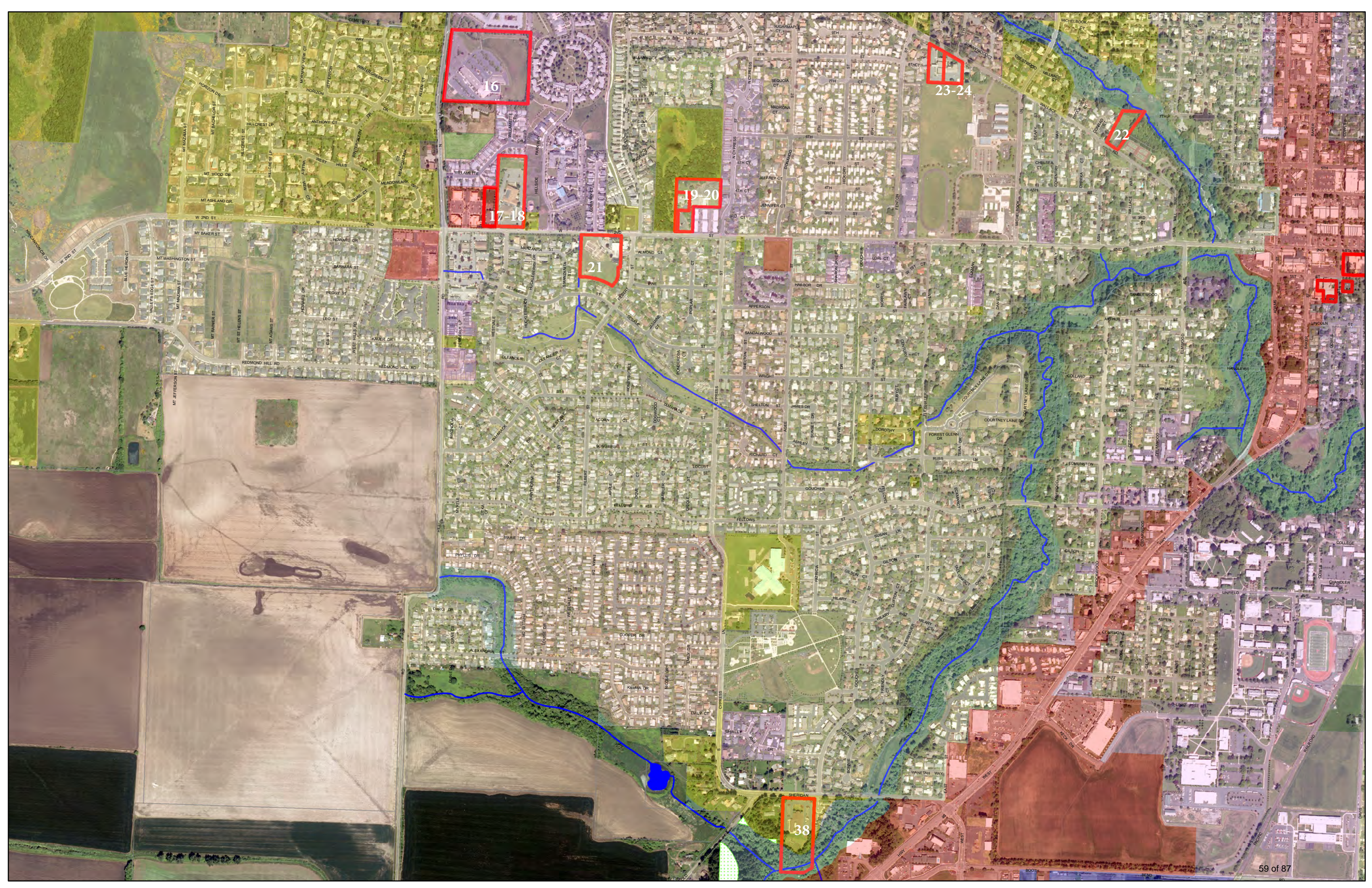
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DATE: September 15, 2023
TO: Heather Richards
FROM: Beth Goodman and Bob Parker
SUBJECT: Information in Response to 1000 Friends of Yamhill County's Letter

ECONorthwest developed a Housing Needs Analysis (HNA) and Economic Opportunities Analysis (EOA) for the City of McMinnville. 1000 Friends of Oregon and Friends of Yamhill County (FRIENDS) wrote a letter to the McMinnville Planning Commission raising questions, concerns, and issues they have with the HNA and EOA reports. This memorandum responds to each of FRIENDS comments, providing information about the data used in the analysis, the basis for the analysis, and information about how other cities in Oregon handle similar issues.

The City is proposing to adopt the HNA and EOA, then evaluate land use efficiency measures to increase capacity for development (and reduce needed UGB expansion) within the existing UGB, develop a Housing Production Strategy to address need for affordable housing, and develop UGB expansion analysis to accommodate land need that cannot be fit within the existing UGB. The City has applied to the the Department of Land Conservation and Development (DLCD) to implement this adoption process.

I. General Comments

The letter from FRIENDS raises the following key issues in the general comments:

- **Minimum lot sizes.** FRIENDS says that the minimum lot sizes in McMinnville are larger than those in other cities in the Willamette Valley. In our opinion, if the City wants to change minimum lot sizes, this would be best addressed through evaluation of land use efficiency measures. The City expects to evaluate land use efficiency measures in 2024. The HNA presents an estimate of land need that does not account for land use efficiency measures. If land use efficiency measures reduce the land needed for housing in a potential UGB expansion, that will be reflected in analysis that comes after the HNA is adopted.
- **Density estimate.** FRIENDS says that the average density in the HNA (5.46 dwelling units per acre) is less than that used in the McMinnville Growth Management and Urbanization Plan (MGMUP), which resulted in the 2020 UGB expansion. This issue is addressed later in this memorandum, as well as in the City attorney's memorandum.
- **Demand for park land.** FRIENDS' comments about park land is addressed later in this memorandum, as well as in City staff's memorandum about the comments.
- **Population forecast.** FRIENDS' comments about the population forecast is addressed later in this memorandum, as well as in the City attorney's memorandum.

II. Housing Needs Analysis

1. Capacity of Lands designated Urban Holding and projection of future park needs

FRIENDS say that the HNA and public/semi-public land analysis assumes too much land for parks, schools, and institutional uses and that the assumption about park land need is based on an inadequate factual basis. They say that the City should not rely on the McMinnville Growth Management and Urbanization Plan to determine how much land brought into the UGB will be used for housing uses and how much for residential uses through 2041 (and beyond).

In our experience, cities must use adopted plans and policies to justify assumptions about park land. The City adopted the McMinnville Growth Management and Urbanization Plan (MGMUP), which provided details about how land brought into the UGB will be used, such as to address parks and other public/semi-public land needs, as well as for neighborhood commercial and residential uses, such as land for the City's new R-5 zone.

The park land need is based on the City's adopted "Parks Recreation, and Open Space Master Plan," which was adopted in 1999. Whenever we work with cities to estimate future park land needs, we do so based on the adopted parks plan. This is the approach we have taken on several prior UGB expansions and it is our understanding that it is the legally required approach.

The HNA, EOA, and Urbanization summary incorporates these assumptions. Doing otherwise would require justification to ignore adopted City policies. We do not have justification for alternative assumptions.

2. Residential Density

FRIENDS says that the average density in the HNA (5.46 dwelling units per acre) is less than that used in the McMinnville Growth Management and Urbanization Plan (MGMUP), which resulted in the 2020 UGB expansion.

The density estimate in the HNA (5.46 dwelling units per acre) is based on an analysis of historical achieved densities over the 2000 to July 2018 period, using McMinnville's building permit data. This analysis is shown in Exhibit 22 of the 2023 HNA report. The historical density analysis forms the basis for the estimate of future housing capacity of buildable land, which is shown in Exhibit 98 in the 2023 HNA report. This analysis and estimate of future capacity is consistent with the requirements of ORS 197.296(5)(a)(A).

In addition McMinnville updated its zoning code in 2022 to allow middle housing types as required by House Bill 2001 (2019). ORS 197.296(6)(b) limits a city to increasing the future density expectations to 3% over the historical densities without "quantifiable validation" for a larger assumption about increases in density. McMinnville assumed a 3% increase over

historical densities (in Exhibit 22¹) to account for complying with complying with HB 2001 (2019).

This method of estimating future density is consistent with requirements of Oregon law (ORS 197.296) and does not account for potential land use efficiency measures. If McMinnville needs to expand its UGB, that expansion would account for new land use efficiency measures and the future density would likely be above 5.46 dwelling units per acre. This is the same approach we use for other cities that, like McMinnville, are subject to the requirements of ORS 197.296.

3. Housing Needs for All City Residents

FRIENDS says that the HNA addresses housing needs of “new” residents but does not address unmet housing needs of existing residents.

Addressing unmet housing needs of existing residents is a complex topic. One way to understand the unmet housing needs of existing residents is through housing affordability. Residents who cannot afford their existing housing or people experiencing homelessness have unmet housing needs. The 2023 HNA provides information about housing costs in Exhibit 63 through 67 and about housing affordability in Exhibit 68 through Exhibit 77. The HNA also provides information about people experiencing homelessness in Yamhill County from the Point-in-Time counts in Exhibit 57 and students experiencing homelessness in Exhibit 58.

People who live in McMinnville, except for people experiencing homelessness, have an existing place to live, even if it is unaffordable. An HNA does not assume that new housing is needed for every household that cannot afford their current housing. An HNA is expected to present information to understand the extent of affordability challenges.

Cities are expected to identify policies to address unmet housing needs of existing residents in their Housing Production Strategy (HPS), which is a newer State requirement. An HPS includes policies to: (1) support development of housing that is more affordable, especially for low-income households, (2) preserve existing affordable housing, (3) address homelessness, and (4) meet other (related) State requirements. Policies in an HPS may include: zoning-related strategies to reduce housing costs (such as lowering minimum lot sizes), financial strategies to support development of affordable housing and preservation of existing affordable housing, partnerships to support development and preservation of affordable housing, and many other approaches.

McMinnville expects to develop its HPS in 2024. We recommend McMinnville use the HPS as the way to address these unmet housing needs to the best of the City’s ability.

¹ Throughout this memorandum, where we refer to a specific exhibit, it is from either the 2023 HNA report or the 2023 EOA report, unless earlier versions of the HNA or EOA reports are specifically referenced.

4. Capacity of C-3 Lands to Provide High Density Housing

FRIENDS comments that the HNA did not assume that new housing would develop in the C-3 zone.

This assumption is based on discussions with the Project Advisory Committee (PAC) during development of the HNA in 2018 and 2019. The issue is that McMinnville has a deficit of land in the C-3 for commercial uses. Assuming more housing development in C-3 could increase that deficit further.

This assumption is a policy decision. The City could direct ECONorthwest to revise the HNA to assume that some housing would develop in the C-3 zone. A reasonable assumption *might* be that 10% of new housing would develop in the C-3 zone, consistent with historical development trends in McMinnville between 2000 and 2018 (see Exhibit 22 in the HNA).

To do this work would take 1 days and \$1,750. Note: If the City directs ECONorthwest to make these and other changes, the costs will not be additive of the costs quoted here because there would be efficiencies of making multiple changes.

5. Group Quarters

FRIENDS comments that the HNA did not assume that some population would locate in group quarters, which includes dormitories, congregate living facilities like nursing homes, and jails.

The HNA documents assumptions and information about group quarters. The HNA provides information that about 5% of McMinnville's population lived in group quarters. It notes that population in group quarters in McMinnville declined over the last decade.

City of McMinnville staff and the Project Advisory Committee considered three options² to address the population in group quarters. Staff recommended—and the majority of the Project Advisory Committee agreed—that for the purpose of this analysis, we assume that group quarters will be met through the same land needs as the net new population without allocating housing to group quarters separately (option 3).

Option 3 assigns all new net population growth to housing units. This method assumes the population in group quarters at Linfield and the jail will remain relatively constant. The

² **Option 1:** Use the “share method,” then assign one person per group quarter, and assign group quarters to land need at the same density as multifamily development.

Option 2a: Use the “share method,” then assign an analogous household size, and then apply that to the population to calculate land needs. Two Project Advisory Committee members requested this method instead of Option 1.

Option 2b: Use the “share method,” then assign a direct group quarters population per acre estimate. This method directly assigns population density for group quarters rather than rely on use of an interim assignment step analogous to household size.

Option 3: Do not use the “share method.” Instead, use assumptions and methods based on McMinnville-specific group quarters data and PSU's official population forecast for McMinnville.

population in other group quarters represents less than 1% of McMinnville’s current population.

The needed housing mix (Exhibit 85 in the HNA report) reflects an expectation of development of a larger percentage of housing in multifamily housing than the historic development patterns (which were dominated by single-family detached housing). The land needs and densities for multifamily housing and group quarters are assumed to be equivalent. Without differentiating between population in multifamily housing and group quarters, the identified land needs would meet the same needs, whether the population is in housing or in group quarters.

There is no State requirement that the City account for land for group quarters in the forecast of new housing need.

6. Right-of-Way

FRIENDS say that the HNA does not provide substantial evidence about the assumption of land for rights-of-way.

As part of development of the HNA, ECONorthwest did an empirical analysis of existing rights-of-way in areas with existing residential development in McMinnville. The purpose of this analysis was to determine how much land is in rights-of-way (also referred to as an “average net-to-gross” percentages) for existing development, as the basis for estimating land need for future rights-of-way.

In developing the 2019 HNA, ECONorthwest sampled at least one developed area within each zone, for a total of 18 sample areas within McMinnville.³ The results of that sample are shown in **Exhibit 1**. This shows that rights-of-way accounted for between 17% and 30% of developed land in McMinnville in these sample areas.

Exhibit 1. Average ROW for sample areas, McMinnville UGB, 2019

Zone/ Plan Designation	Number of sampled areas	Average net to gross
R-1 Single Family Residential	4	24%
R-2 Single Family Residential	5	26%
R-3 Two Family Residential	4	29%
R-4 Multiple-Family Residential	3	23%
O-R Office/ Residential	1	17%
C-3 General Commercial	1	30%
<i>Overall sampled average</i>		<i>25%</i>

³ The reason for not evaluating the amount of land in rights-of-way for all developed areas in McMinnville is that getting a good estimate of land in rights-of-way requires cleaning the data to remove large undeveloped areas, parks, account for larger rights-of-ways in particularly hilly areas, and address other idiosyncratic issues that are present in every community.

The assumptions about land in rights-of-way are used in Exhibit 92 of the HNA, to adjust density assumptions to account for rights-of-way).

FRIENDS made a public records data request for the data that is the basis for the information in **Exhibit 1**, including a map of the areas sampled and the tax lots included in each sample area. In a search of our archives from the 2019 project, we found that we had not saved the GIS data about the areas sampled. As a result, we repeated the analysis. The new analysis is documented in the memorandum “McMinnville HNA: Percentage of Land in Rights-of-Way Assumption” (September 14, 2023).

Exhibit 2 presents the analysis developed by ECONorthwest in response to FRIENDS request. The underlying data (GIS data from the 2019 BLI, which considered parcels that were developed as of the 2019 BLI database) is the same as the data used for the analysis in **Exhibit 1**. The specific areas sampled in **Exhibit 1** and **Exhibit 2** are almost certainly different.

The analysis in **Exhibit 2** includes about 65% of developed land within city limits (for the zones shown in **Exhibit 2**). The results of this analysis are largely similar to the results of the analysis in **Exhibit 1**. The overall average percent of land in rights-of-way in **Exhibit 2**, consistent with the analysis in **Exhibit 1**. The areas with substantial difference are commercial, O-R and C-3. The analysis in **Exhibit 1** included fewer sample areas (and likely less developed land) than the analysis in **Exhibit 2**.

Exhibit 2. Average ROW for selected areas, McMinnville UGB, 2023

Zone/ Plan Designation	Number of sampled areas	Average net to gross
R-1 Single Family Residential	4	24%
R-2 Single Family Residential	6	24%
R-3 Two Family Residential	7	29%
R-4 Multiple-Family Residential	4	27%
O-R Office/ Residential	5	24%
C-3 General Commercial	5	23%
<i>Overall sampled average</i>		<i>25%</i>

We think the City is justified in continuing to use the assumptions in **Exhibit 1** for the residential zones based on the substantial evidence presented in the memorandum McMinnville HNA: Percentage of Land in Rights-of-Way Assumption” (September 14, 2023).

Using the assumptions in **Exhibit 2** for the residential zones would not make a substantial difference in development capacity. The City could direct ECONorthwest to update the HNA and use the assumptions in **Exhibit 2**.

If the City directs ECONorthwest to allocate housing to the C-3 zone (in response to comment 4 above), we recommend using the assumption about rights-of-way in **Exhibit 2**.

To do this work would take 1 days and \$1,750. . Note: If the City directs ECONorthwest to make these and other changes, the costs will not be additive of the costs quoted here because there would be efficiencies of making multiple changes.

7. HNA Safe Harbors

FRIENDS says that safe harbors must be based on the most current data published by the Census Bureau and that the HNA does not use the most current data published by the Census.

A safe harbor is an assumption that a city can use in a housing needs analysis, which the State has said will satisfy the requirements of Goal 14. OAR 660-024 defines a safe harbor as “an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way, or necessarily the preferred way, to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division.”

The safe harbors used in the HNA were around household size and vacancy rates, used in the analysis in Exhibit 78. In both cases, the data used in the HNA was from 2013–2017 American Community Survey (ACS), which was released in December 2018. That was the most current Census Bureau data when the study was developed and completed (June 2019). The next year ACS data (for 2018) was not released until December 2019.

Due to work sessions with the Yamhill County Commissioners and the City Council in August, 2019 and February, 2020, the City notice intention to adopt the HNA in May 2020. FRIENDS suggest using 2021 ACS data, which was released in December 2022, which was released 2.5 years after the HNA was noticed.

The issue of aging data is very common in HNAs (or EOAs) where it takes time for a study to be adopted. If a city updated data every time newer data replaced it, cities would be perpetually updating their HNA (or EOA) and unable to adopt them if there was any substantial delay in the adoption process.

Since the best sources of widely available data for these assumptions is ACS data, the City could strike the language about a safe harbor and rely on the ACS data as the basis for the assumptions.

To do this work would take 1 hour and \$220. Note: If the City directs ECONorthwest to make these and other changes, the costs will not be additive of the costs quoted here because there would be efficiencies of making multiple changes.

III. Economic Opportunities Analysis

1. Refill, Redevelopment and employment on non-employment land

FRIENDS states “The EOA fails to adequately account for employment that will occur on non-employment land (primarily residential land), and uses very low refill and redevelopment rates.”

The Goal 9 administrative rules (OAR 660-009) do not explicitly require EOA’s address refill (which is typically defined as a combination of infill and redevelopment). OAR 660-009-0015(3) envisions that cities will address redevelopment potential through the buildable lands inventory:

“Inventory of Industrial and Other Employment Lands. Comprehensive plans for all areas within urban growth boundaries must include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use.”

The rule uses the following definitions of *vacant* and *developed* lands:

“Developed Land” means non-vacant land that is likely to be redeveloped during the planning period. (OAR 660-009-0005(1)

(14) “Vacant Land” means a lot or parcel:

- (a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or
- (b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.

DLCD’s Goal 9 Guidebook⁴ briefly touches on an alternative approach, which is to deduct a percentage of employment that can be accommodated in vacant buildings and/or underutilized sites.

“Growth that can be accommodated in vacant buildings and/or underutilized sites. As there is little empirical data on the share of employment growth that can be accommodated in vacant or redeveloped buildings, a general rule-of-thumb is 10% to 15%.”

Research conducted by the University of Oregon’s Community Service Center (now the Institute for Policy Research & Engagement) for the Division 38 rulemaking process validates the statement in the Goal 9 guidebook “there is little empirical data on the share of employment growth that can be accommodated in vacant or redeveloped buildings.” In a survey of municipal planners, the CSC found that “most cities surveyed

⁴ https://www.oregon.gov/lcd/Publications/goal9guidebook_2005.pdf

(62%) indicated that they cities surveyed did not monitor redevelopment. Those that did tended to be smaller cities; no cities over 25,000 reported that they systematically monitor redevelopment activity.”⁵

The implication is that cities have little data upon which to base assumptions about infill and redevelopment. In McMinnville’s case, the City analyzed what data were available and presented that data to the Project Advisory Committee for review, comment, and ultimately a recommendation.

The 2023 EOA states (pg. viii):

- “The City assumed 5% of new employment would be accommodated on sites that don’t require new vacant land, through infill, redevelopment, and locations that don’t require new employment land.”

Considerable evidence exists in the record for how the city got to that assumption. Staff included a detailed analysis in the October 10, 2019 PAC meeting packet (pages 13-17 of 29).⁶ The gist of the analysis was summarized as follows:

“The effect of applying refill and redevelopment rates to existing developed land is to implicitly increase the employment density on those lands.” (page 13 of 29)

The packet includes analysis of how various refill/redevelopment assumptions impact overall employment densities (Exhibits 3A through 3C). The analysis then concludes:

“Both the industrial and commercial employment densities have remained nearly the same over time: from the 2001/03 EOA, the empirical calculations in the 2013 EOA, and the empirical calculations in the current (2020 EOA) analysis. Industrial densities have decreased slightly from about 11 employees/acre to about 10 employees/acre. Commercial densities have increased slightly from about 22 employees/acre to about 23 employees/acre.” (page 14 of 29)

The narrative goes on to state that data show that employment densities “don’t appear to have increased consistent with those rates,” providing additional commentary on the potential reasons (page 14 of 29) and ultimately concluding:

“An assumption of 5% industrial refill/redevelopment would result in an increase in employment density from about 10 employees/acre to about 11 employees/acre on existing developed sites. This is generally consistent with McMinnville’s historic trends.”

⁵ *Analysis of Mixed-Use Development and Redevelopment in Oregon Cities, A Report to the HB 2254 Rules Advisory Committee*, University of Oregon Community Service Center, September 2015, page iii.

https://www.oregon.gov/lcd/UP/Documents/UO_Report_MixedUse_Redevelopment_UGB_2015.pdf

⁶ https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/us_eoa_pac_3_10-2019_agenda_and_packet.pdf

The packet goes on to make the following recommendation to the PAC:

“A reasonable assumption would be 5% refill/redevelopment for both commercial and industrial employment, which is what we would recommend. This would result in an increase in employment density on currently developed sites, still exceeding the empirical employment densities from the 2013 EOA.”

The PAC had considerable discussion about the refill/redevelopment assumption and ultimately recommended the 5% assumption. The results of that recommendation are included in the draft of the EOA which was distributed to the PAC for discussion at the January 21, 2020 PAC meeting. The EOA includes the following narrative about the assumption:

Some employment growth in McMinnville will not require vacant (or partially vacant) employment land over the planning period. This includes redevelopment of areas with existing employment, where redevelopment increases the intensity of employment uses (i.e., more employees are accommodated on the same amount of land). The 2013 EOA assumed that 17% of employment for each land use type would not require vacant commercial or industrial land.¹⁰⁰ **Based on the information presented in Appendix B, the PAC determined that a reasonable assumption would be 5% refill/redevelopment for both commercial and industrial employment.**

Thus, the city included substantial evidence in the record supporting the 5% refill/redevelopment assumption and that evidence was thoroughly vetted through the PAC which endorsed the assumption.

2. Other Needed Employment Sites

FRIENDS says that the Other Needed Employment Sites (see Exhibit 58 of the 2023 EOA) are low-job-density uses, some of which would be publicly owned and occur on public lands. FRIENDS also says that an EOA is not an appropriate tool for designating land need for specific, individual uses.

The land needs in this section include a total of 49 acres for: a community center and recreation facility, outdoor stage/amphitheater, arts and culture focused event center, Evergreen Aviation and Space Museum expansion, Wings and Waves expansion, conference center, food hub and public market, and makerspace/innovation hub.

Some of these uses may well be low-job-density uses. But many types of businesses have relatively low-job-densities. For example, warehouse and transportation businesses typically have three or fewer employees per acre. Self-storage businesses frequently have fewer than one employee per acre. There is no requirement in Goal 9 or OAR 660-009 that tells the City what employment density it must plan for, especially not on individual sites.

Any of these uses could be privately run and some may be public uses. There are instances of the following uses being privately owned (FRIENDS asserts these would be public uses): conference centers, arts and cultural centers, or public markets. There are privately-owned arts and cultural centers, conference centers, food hubs/public market, and outdoor stages in communities across Oregon (see pages 93 to 96 of the EOA). While community centers and may be more likely to be publicly owned, land for these uses is not otherwise accounted for in McMinnville's existing planning documents.

There is no guidance in Goal 9 or OAR 660-009 that discusses or prohibits planning for land needs that are out of the ordinary for economic and employment uses. Most of these uses have clear connections with tourism and economic development and the remaining uses provide services for people living in McMinnville.

FRIENDS makes additional assertions about how items such as how the Evergreen sites, conference center, food hub and public market, and makerspace should be accommodated. Our assessment is that these are City policy choices. The City can direct ECONorthwest to modify the land needs identified in Exhibit 58, if so desired by decision makers.

To do this work would take 1 days and \$1,750. Note: If the City directs ECONorthwest to make these and other changes, the costs will not be additive of the costs quoted here because there would be efficiencies of making multiple changes.

3. Retail Leakage

FRIENDS says that the retail leakage analysis is additive on top of the methodology used for the employment forecast, which uses safe harbor assumptions about employment growing at the rate of population growth.

The EOA does include both a forecast of employment growth based on the population forecast, as well as an additional analysis of land needed to address retail leakage. The forecast of new employment growth is intended to meet the needs of the community for retail services (and other employment growth), as well as meet the City's economic development objectives. The retail leakage analysis addresses existing deficits in retail businesses in McMinnville. These deficits were documented in the report *McMinnville Three Mile Lane Area Plan: Market Analysis*, Leland Consulting Group, April 2019.

The EOA identifies need for an additional 12 acres of land to accommodate retail growth that is intended to address existing deficits of retail businesses in McMinnville (Exhibit 57 in the EOA).

ECONorthwest defers to the City attorney for legal interpretations of Goal 9 for whether the City is allowed to include both a safe harbor employment forecast and a retail leakage analysis in the forecast of future employment land needs.

To remove this analysis would take 1 days and \$1,750.

IV. Buildable Lands Inventories (BLI)

1. Removal of vacant and partially vacant land based on ownership

FRIENDS says that the BLI excluded vacant and partially vacant land owned by tax-exempt organizations, beyond land that is publicly owned. They acknowledge that land that is publicly owned can be excluded from the residential BLI.

The BLI does exclude tax-exempt land owned by non-public organizations. In the HNA's BLI, this accounts for about 2 vacant unconstrained acres of land and about 24 partially vacant unconstrained land. In the EOA's BLI, this accounts for about 2 vacant unconstrained acres of land and about 2 partially vacant unconstrained land. Nearly all of this land is owned by churches.

This does not include land owned by Linfield College, which is about 57 acres, because the College has consistently told the City that its plans are to use the land it owns for future expansions and has no plans to sell land. This is documented in Appendix E of the Economic Opportunity Analysis.

The City could direct ECONorthwest to revise the BLI in the HNA and/or EOA to include vacant and partially vacant unconstrained land owned by non-public tax-exempt organization in the inventory of land that is buildable.

To do this work would take 2 days and \$2,950. Note: If the City directs ECONorthwest to make these and other changes, the costs will not be additive of the costs quoted here because there would be efficiencies of making multiple changes.

2. The Buildable Lands Inventory in the EOA fails to meet legal standards

FRIENDS asserts that the BLI in the EOA is inadequate because it does not include an inventory of lands that includes a description of the “site characteristics, development constraints, or infrastructure needs” of both vacant and developed land.

The BLI results and methodology are summarized in the EOA report but the BLI itself is a database in ArcGIS that includes all land within the McMinnville UGB that is designated for commercial or industrial use. The BLI database includes information about each commercial or industrial tax lot within the UGB, regardless of development status (e.g., developed or vacant land), that includes the location, tax lot boundaries, size, constraints (e.g., floodplain or steep slopes), shape of parcel, and other characteristics. The BLI can be used with other GIS data to describe the proximity of each parcel as it relates to public infrastructure, such as roads or water/sewer pipes.

The BLI presented in the McMinnville EOA is consistent with the dozens of BLIs that ECONorthwest has produced for cities across Oregon, which have been adopted and acknowledged by the State. BLIs typically include limited detailed information about characteristics of vacant sites such as size of site (Exhibit 46 in the EOA). For key sites, EOAs may include discussion of infrastructure deficiencies but often do not include site-specific information.

Including information that FRIENDS asserts is missing in the EOA report about each commercial and industrial site, 983 tax lots in McMinnville, would be onerous and not provide actionable information to decision makers. If there are questions about specific parcels in the BLI, the best way to answer the questions is by accessing the BLI in GIS, which allows for addition and consideration of other information the City may have but was not included in the BLI (e.g., distance from water or sewer infrastructure).

3. Population Forecast

FRIENDS asserts that the City is required to use the most recent official population forecast, which was released on 6/30/2020.

The HNA and EOA use the official population forecast that was released on 6/30/2017. This was the official forecast that the City was required to use when developing the HNA and EOA. The City noticed its intention to adopt the HNA and EOA in May 2020, before the 6/30/2020 population forecast was released.

Completing and adopting an HNA and EOA often takes years (and sometimes many years). The official population forecast is generally issued once every four years but was issued at a three year interval in this instance (which is not common or standard practice).

The practice in Oregon has been that a city can notice the State the intention to adopt an HNA or EOA when the report is complete (or substantially complete). Once the city notices the intention to adopt the report, the city is not expected to update the document to use a new population forecast. If cities did not have some way to “lock in” the key assumptions, especially population forecasts, then cities would be constantly revising the HNA and EOA analysis. The results of an HNA or EOA can change substantially with changes in key assumptions, like the population forecasts, which can require additional public outreach, policy analysis, and discussions with decision makers.

In addition, McMinnville will be required to revisit its residential land needs and develop a new HNA in 2031. This requirement means that the City will be evaluating residential land need on a consistent basis.

The City can direct ECONorthwest to revise the HNA or EOA based on the newer population forecast. A new population forecast will be issued on 6/30/2024.

To do this work would also entail updating all of the other data sources, and take 3 to 4 months and \$150,000 for a new HNA and EOA. Note: If the City directs ECONorthwest to update the documents to this level, the costs and time would be inclusive of all of the other items that the City would like to revise as well in terms of approach and safe harbors utilized.

4. Record Completeness

FRIENDS noted that the EOA did not included Appendix D and E. The EOA in the Planning Commission packet for the September 7, 2023 meeting included Appendix D and E.

Memorandum from ECONorthwest

DATE: September 14, 2023
TO: Heather Richards
FROM: Beth Goodman
SUBJECT: McMinnville HNA: Percentage of Land in Rights-of-Way Assumption

The City of McMinnville worked with ECONorthwest to develop the McMinnville Housing Needs Analysis (HNA) report in 2019 and to update it in 2023. McMinnville noticed a hearing for the HNA report with the McMinnville Planning Commission on September 7, 2023 for the purposes of adopting the HNA into the City's Comprehensive Plan.

1000 Friends of Yamhill County (FOYC) made a public records request to the City for information about assumptions in the HNA about land needed for future in rights-of-way. The HNA used the assumptions about land needed for rights-of-way in Exhibit 92 of the HNA, which allows for converting future housing density assumptions from net acres to gross acres.

This memorandum presents information about the assumptions of percent of land in rights-of-way.

Methodology and Assumptions used in the 2019 HNA

ECONorthwest calculated the percentage of land in rights-of-way (ROW) in zones that allow residential use. Using Geographic Information Systems (GIS) software, we selected sample areas that represented developed residential areas by zone in the City of McMinnville. Developed residential areas were defined using the results of the buildable lands inventory. We defined multiple sample areas for each residential zone, which provided an average of net area of ROW. Since the City has few areas with developed residential use in the O-R and C-3 zones, we sampled fewer areas for this analysis.

The net to gross conversion was calculated as follows:

Land in ROW/All land in the Sample Area

Where:

Land in the Sample Area = Total sample area acreage

Land in ROW = Acreage in tax lots – Gross acres

In other words, Land in ROW is defined as the total area in ROW within the sample areas. The percentage resulting from this calculation is the average net-to-gross ratio.

Exhibit 1. Average ROW for sample areas, McMinnville UGB, 2019

Zone/ Plan Designation	Number of sampled areas	Average net to gross
R-1 Single Family Residential	4	24%
R-2 Single Family Residential	5	26%
R-3 Two Family Residential	4	29%
R-4 Multiple-Family Residential	3	23%
O-R Office/ Residential	1	17%
C-3 General Commercial	1	30%
<i>Overall sampled average</i>		<i>25%</i>

FOYC requested information beyond that provided in Exhibit 1, including a maps of the subareas selected and the specific tax lots in the subareas selected.

In a search of our archives from the 2019 project, we found that we had not saved the GIS data about the areas sampled. As a result, we repeated the analysis (presented in the next section) for land in ROW, following the methodology described above. As the basis for this analysis, we used the GIS data from the 2019 BLI, only including parcels that were developed as of the 2019 BLI database, to provide a directly comparable analysis of ROW with that presented in in Exhibit 1.

Analysis of Land in ROW

Given that we were unable to produce the specific information about the analysis of land in ROW from the 2019 HNA, we developed a new analysis of the same information, presented in Exhibit 2. The underlying data (GIS data from the 2019 BLI, which considered parcels that were developed as of the 2019 BLI database) is comparable to the analysis in Exhibit 1. The specific areas sampled in Exhibit 1 and Exhibit 2 are likely different.

The analysis in Exhibit 2 includes about 65% of developed land within city limits (for the zones shown in Exhibit 2).

Exhibit 2. Average ROW for selected areas, McMinnville UGB, 2023

Zone/ Plan Designation	Number of sampled areas	Average net to gross
R-1 Single Family Residential	4	24%
R-2 Single Family Residential	6	24%
R-3 Two Family Residential	7	29%
R-4 Multiple-Family Residential	4	27%
O-R Office/ Residential	5	24%
C-3 General Commercial	5	23%
<i>Overall sampled average</i>		<i>25%</i>

Exhibit 3 compares the results from the analysis developed in 2019 (Exhibit 1) and the analysis completed in 2023 (Exhibit 2). The comparison shows that the results of the ROW analysis in 2019 and 2023 were similar in most zones. The zones with the largest differences were:

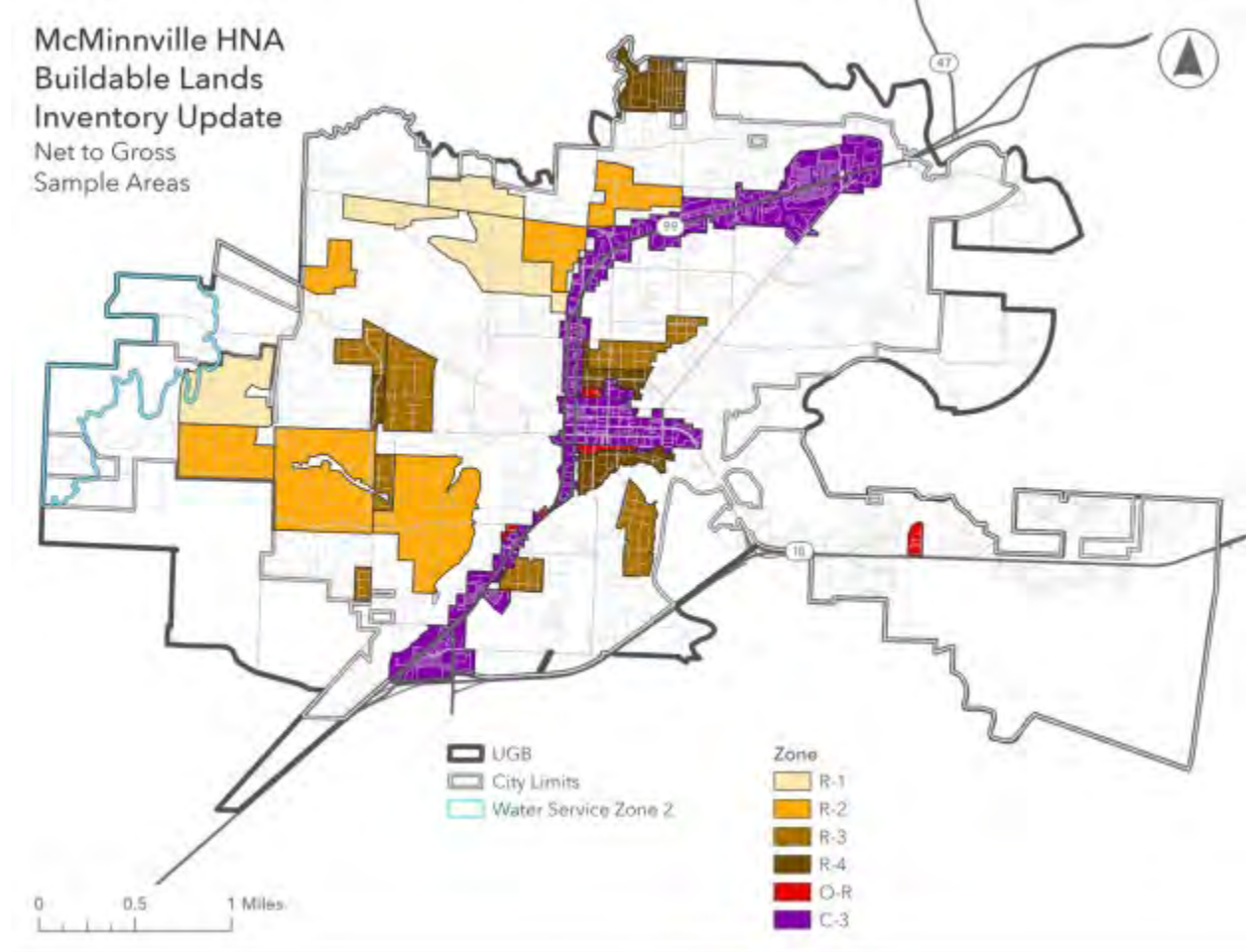
- **R-4.** The 2023 analysis included four sample areas, compared to the 2019 analysis, which had three sample areas. The 2023 analysis suggests that there is more land in ROW in R-4 than assumed in the HNA.
- **O-R.** The 2023 analysis examined five areas in the O-R zone, compared to one area in the 2019 analysis. It found that the land in ROW in the O-R zone is likely higher than the assumption used in the HNA. McMinnville only has 34 acres zoned O-R. The HNA did not allocate any housing to the O-R zone, the percent of land in ROW in this zone does not affect the estimate of capacity of housing in McMinnville.
- **C-3.** The 2023 analysis examined five areas in the C-3 zone, compared to one area in the 2019 analysis. It found that the land in ROW in the C-3 zone is likely lower than the assumption used in the HNA. The HNA did not allocate any housing to the C-3 zone, the percent of land in ROW in this zone does not affect the estimate of capacity of housing in McMinnville.

Exhibit 3. Comparison of percent of land in ROW between the 2019 analysis and the analysis completed in 2023, McMinnville UGB

Zone/ Plan Designation	2019 Average Net to Gross	2023 Analysis of Average Net to Gross*	Difference Between the 2019 and 2023 Analysis
R-1 Single Family Residential	24%	24%	-0.1%
R-2 Single Family Residential	26%	24%	-1.6%
R-3 Two Family Residential	29%	29%	-0.3%
R-4 Multiple-Family Residential	23%	27%	3.8%
O-R Office/ Residential	17%	24%	7.8%
C-3 General Commercial	30%	23%	-7.2%
<i>Overall sampled average</i>	25%	25%	-0.9%

Exhibit 4 shows the areas sampled to estimate the percentage of land in ROW in the 2023 analysis (Exhibit 2).

Exhibit 4. Areas sampled to estimate percentage of land in ROW by zone in 2023, McMinnville UGB





MEMORANDUM

TO: McMinnville Planning Commission

FROM: William Kabeiseman
Interim Land Use Attorney

DATE: September 18, 2023

RE: **Adoption of Housing Needs Analysis and Economic Opportunity Analysis – Analysis of Comments from Friends of Yamhill County and 1000 Friends of Oregon**

INTRODUCTION

The City is in the process of adopting a Housing Needs Analysis (“HNA”) and Economic Opportunity Analysis (“EOA”) as a first step in reviewing its land needs and whether the City’s current Urban Growth Boundary (“UGB”) is sufficient, or whether additional lands will be needed. The Friends of Yamhill County and 1000 Friends of Oregon (the “Friends”) have submitted a letter dated August 30, 2023, that identifies multiple concerns with the documents prepared by ECONorthwest with the assistance of City staff and based on the decisions of the City’s Project Advisory Committee (“PAC”). This memorandum is intended to provide the legal background for the decision before the Planning Commission and address the concerns raised by the Friends.

DISCUSSION

A. Background.

As explained in the staff report for this item, the City is considering the adoption of a new HNA and EOA for the planning periods of 2021-2041 and 2041-2067. The work on this project began in 2018/19 and was updated in 2021 to reflect the City’s adoption of the McMinnville Growth Management and Urbanization Plan (the “MGMUP”) in 2020. These new documents are required to be adopted pursuant to DLCD’s implementation of HB 2003 (2019) and must be adopted by the end of the year.

Historically, when a city evaluates whether its UGB has sufficient capacity to accommodate projected growth, no part of the decision becomes final (including new

HNAs or EOAs) until the City makes its final decision, including potential expansions to the UGB. However, the 2017 legislature passed SB 418 (codified at ORS 197.626(3)), which now allows DLCDC to review and approve the components parts of such an evaluation sequentially. In other words, under SB 418, DLCDC may now review each component part of that evaluation in steps, rather than waiting for the whole decision and, potentially identifying an error in the underlying document, such as an HNA or EOA that could unravel the entire determination. The city has applied to DLCDC to allow such a sequential process and hopes to be approved shortly.

B. Issues Raised by the Friends – Housing Needs Analysis.

1. Capacity of Lands Designated Urban Holding and Projection of Future Park Needs.

The first issue identified by the Friends is that the HNA assumes that too much land will be parks schools and institutions, and cites what it calls the “expired” parks plan. As the Friends point out, the City’s most recent parks plan, the “Parks Recreation, and Open Space Master Plan,” was adopted in 1999 and specifically notes that “[t]he Master Plan describes how the City will strive to provide parks and recreation opportunities to residents for the next 20 years.”

Based on that statement, the Friends assert that it “cannot be relied upon to justify land needs through either 2041 or 2067.” However, the Friends provide no legal support for that position. LUBA has reviewed so-called “expired” plans in only a few situations, most pertinently in series of cases from the city of Tangent. *Lengkeek v. City of Talent*, 50 Or LUBA 367 (2005), 52 Or LUBA 509 (2006), and 54 Or LUBA 160 (2007) (“*Lengkeek I*,” “*Lengkeek II*,” and “*Lengkeek III*.” In that series of cases, the City’s buildable land inventory projected lands through 2005, and the city “extrapolated” from those trends to find additional need. LUBA rejected that approach, concluding that it could not rely on the extrapolated BLI because it had not been incorporated into the city’s comprehensive plan. In particular, LUBA relied on a recent Court of Appeals case, *1000 Friends of Oregon v. City of Dundee*, 203 Or App 207, 216 (2005), in which the Court of Appeals held as follows:

“The comprehensive plan is the fundamental document that governs land use planning. Citizens must be able to rely on the fact that the acknowledged comprehensive plan and information integrated in that plan will serve as the basis for land use decisions, rather than running the risk of being ‘sandbagged’ by government's reliance on new data that is inconsistent with the information on which the comprehensive plan was based.”

This situation is not similar; McMinnville is not relying on extrapolations from an outdated plan. Instead, McMinnville is relying on the explicit policies that have been incorporated into the City’s Comprehensive Plan. In particular, Policy 159.00 explicitly incorporates the Parks, Recreation, and Open Space Master Plan “to identify future needs of the community” and, more importantly, Policy 170.05 explicitly addresses the projection of future park needs:

“For purposes of projecting future park and open space needs, the standards as contained in the adopted McMinnville Parks, Recreation, and Open Space Master Plan shall be used.”

In this case, the City can properly rely on the policies set forth in that plan to identify the “future” parks needs of the city.

The Friends go on to explain that OAR 660-024-00040(10) provides a “safe harbor” for City if it uses 25% of the land needs for streets and roads, parks and school facilities together. The Friends are correct that the administrative rules provide for safe harbors, including the one for streets, roads, parks, and school facilities, but the City is not required to use the safe harbor and may use a different estimate, so long as it is supported by the policies found in the City’s Comprehensive Plan. The Planning Commission should consider whether it wishes to direct staff to follow the safe harbor, or the recommendation from the Policy Advisory Committee (the “PAC”) embodied in the draft documents before the Planning Commission.

2. Residential Density.

The next issue raised by the Friends involves the residential density anticipated by the HNA as opposed to the residential density used in the City’s 2020 UGB expansion. In particular, the Friends note that the draft HNA before the Planning Commission assumes a lower density than the targeted density identified in the MGMUP for the area added to the UGB. However, ORS 197.296(5)(a) requires the City to use actual development that occurred in the City when it develops its estimates in the HNA:

“(5) (a) . . . [T]he determination of housing capacity pursuant to subsection (3)(a) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last review under subsection (2)(a)(B) of this section. The data shall include:

“(A)The number, density and average mix of housing types of urban residential development that have actually occurred.”

The density used in the HNA is taken directly from the historic development that has “actually occurred” in the city and, accordingly, the City was required to use it. The Planning Commission does not have authority to ignore the density of development that actually occurred in the City.

3. Housing Needs for All City Residents.

The Friends next fault the draft HNA for looking only to “new” residents and not addressing the needs of existing homeless City residents. The difficulty with the Friends position is twofold. First, the regulatory framework for the preparation of the HNA is to determine whether the City has sufficient capacity to accommodate the housing needs of the entire population based on the City’s projected population, which does not distinguish between those residents who are housed and those that are homeless. The issue identified by the Friends here is better addressed in the City’s forthcoming Housing Production Strategy (“HPS”), which is an additional requirement that will follow once the HNA is adopted (OAR 660-008-0050). The HPS specifically requires the development of a “housing shortage analysis” that will address this concern. This is an important issue for

the City to address, but the proper method to consider it is as part of the HPS, not the HNA.

4. Capacity of C-3 Land to Provide High-Density Housing.

In this issue, the Friends note that the HNA “assumed no residential capacity on current C-3 areas after 2023,” yet C-3 specifically allows for the development of apartments and other residential development. The Friends are correct that the C-3 zone allows for some level of residential development and the HNA will be revised to anticipate additional residential development on C-3 zoned land. However, this will almost certainly have a knock-on effect on the City’s EOA and identification of commercial land needs. To the extent C-3 land is anticipated to provide residential uses, it will likely result in an additional deficit of commercially zoned land. The Planning Commission should consider the revised HNA that projects some residential development on C-3 zoned land.

5. Group Quarters.

Here, the Friends argue that an earlier version of the HNA separately addressed “group quarter” residences; in particular college dorms at Linfield and nursing or assisted living facilities. However, the Friends never identify any particular legal requirement to address group quarters separately from other forms of housing. The HNA adequately addresses the required types of residential need without separating out group quarters. The Planning Commission should consider whether it wants to separately address group quarters as an additional housing type as suggested by the Friends, or follow the recommendation of the PAC.

6. Right-of-Way.

Next, the Friends identify that the HNA does not contain evidence to support allocating 25% of residential land to streets and roads, especially in light of the safe harbor numbers identified above. The Friends are correct that the City’s record does not contain that evidence, but the City’s consultant, EcoNorthwest, is working on that documentation and

will introduce it into the record. The Planning Commission should review the evidence provided by ECONorthwest to determine whether it supports the allocation of 25% of residential land for right-of-way.

7. HNA Safe Harbors.

In this section of their letter, the Friends note that the City relied on the “safe harbor” provision to calculate household size and vacancy rates, but asserts that, in doing so, the City is required to use the “most current data,” and that more current data is available and must be used. This assertion goes to one of the most challenging aspects of creating supporting documents such as the HNA and EOA.

As noted previously, the City began work on this project in 2018 based on the best data available at that time. Prior to beginning the public hearing process, the City undertook an extensive public outreach program that took some time and, in addition, revised the material to accommodate the substantial update to the City’s Comprehensive Plan in 2020. All of this work was further affected by the pandemic and other challenges over the past few years. The end result is that the City is working with documents that were developed some time ago.

Ideally, the City would be able to begin and complete analyses such as the HNA and EOA before new estimates and information became available, but that’s not realistically possible, nor what the law requires. The City submitted its Post-Acknowledgment Plan Amendment notice to DLCD in May of 2020, prior to the release of the new information identified by the Friends. To the extent the City was required to use the newly released information, it would require a complete re-structuring of the HNA and is not required. The Planning Commission should consider whether it would like to revise the HNA entirely to integrate the revised household size and vacancy rate numbers from 2021, including the additional cost and delay from doing so, or moving forward with the information as currently included with the HNA.

C. Issues Raised by the Friends – Economic Opportunity Analysis.

1. Refill, Redevelopment, and Employment on Non-Employment Land.

Turning to the EOA, the Friends first concern is that the EOA “fails to adequately account for employment that will occur on non-employment land;” essentially, the Friends are arguing that, regardless of the number of increased jobs, some of those jobs will occur on either existing employment lands (refill or redevelopment) or will occur on non-employment land (e.g., working from home means jobs will be accommodated on residential land and, therefore, the City need not bring in more employment and). The Friends point to the guidance from DLCD, which suggests that 10-15% of new jobs will be accommodated on existing employment land, and that does not include new jobs on residential land. According to the Friends, this means the expected 5% of new jobs to be accommodated in these fashions is too late, and that the number should be significantly higher.

There is no dispute that some level of jobs will be accommodated through refill, redevelopment and other non-employment land, so there is not a legal question about whether the City can do this, but just how much. The calculations to justify the use of a 5% number can be found in Appendix B to the EOA; the Planning Commission should review the material in Appendix B and the assertions in the Friends letter to determine whether the 5% number is adequately justified.

2. Other Needed Employment Sites.

The EOA contains an estimate of demand for commercial and industrial land; in that estimate, the EOA notes that the City’s adopted Economic Development Strategic Plan identifies several specific sites that are not necessarily captured in the buildable land inventory, such as a community center, an outdoor stage/amphitheater, event center, etc. . . . The EOA concludes that, because the characteristics of these uses are not adequately reflected in the average employment density calculations, the City should increase the land needs to accommodate those uses. The Friends acknowledge that some of these uses do present some “unique features not typically included in commercial land,” but still recommend that the City delete these “other sites” and the additional 49 acres of land needs that result.

It does not appear that LUBA, DLCD or the Court of Appeals have addressed this specific issue and that it is an open issue of whether the City can use this approach. The Planning Commission should consider whether it wants to pursue this approach for additional “other” needed employment sites.

3. Retail Leakage.

As identified in the EOA, the City has identified a significant amount of retail leakage and the PAC has recommended that the EOA include measures to address that concern. However, as Friends have noted, the inclusion of additional employees to address that retail leakage would take the City out of the safe harbor provisions. The concept of retail leakage has not been subject to review by LCDC, LUBA or the Court of Appeals and it is possible that those review bodies would agree with the Friends. The Planning Commission should consider whether retail leakage is significant enough that it should be addressed with additional employment forecast, or whether the EOA should simply rely on the safe harbor provided by the administrative rules.

D. Issues Raised by the Friends – Buildable Lands Inventories.

1. Removal of Vacant and Partially Vacant Land Based on Ownership.

The Friends argue that the City improperly removed 20-49 acres of vacant, commercially zoned, land from the Buildable Lands Inventory; in particular, the Friends object to the removal of land owned by Linfield College and several churches.

Regarding the land owned by Linfield, the Friends argue that “to assume no accommodation of housing or employment on this vacant land” is not supportable. However, the Record contains a letter from Linfield that explicitly states that “Linfield College doesn’t anticipate new land needs beyond their current ownership during the planning period. . . **The City should not assume non-college use or sale of further property during the planning period.**” (Emphasis added). In short, Linfield has made its intentions clear that the land in question will not be sold or used for non-college purposes, so the exclusion of the land from the BLI is appropriate.

Regarding the churches, the City’s Community Development Director has had conversations with churches throughout the City and those churches that have indicated a

similar stance to Linfield have also been removed from the BLI. The City’s consultant is obtaining an estimate of the amount of land that is in church ownership that is vacant or partially vacant. The Planning Commission should consider whether the expressed intention of the church leadership is sufficient to remove the land from the BLI and provide further direction to staff.

2. The Buildable Lands Inventory in the EOA Fails to Meet Legal Standards.

In this section, the Friends argue that the EOA is inadequate because it does not include an inventory of lands that includes a description of the “site characteristics, development constraints, or infrastructure needs” of both vacant and developed land. It appears that the Friends believe that the Buildable Lands Inventory (“BLI”) found in Appendix A to the EOA is inadequate. As summarized in the EOA, the BLI generated a “land base” of property in the City, classified land by development status, identified constraints, and verified the BLI results. The BLI, as well as the summary contained in the EOA did what is required by the administrative rule. Unless the Friends are arguing for a radical change in the way in which BLIs are undertaken under DLCD’s rules, it appears that the Friends’ argument in this section is mistaken.

3. Population Forecast.

In this section of their letter, the Friends make an argument that the City is using the wrong population forecast in their EOA. As discussed at length above in the section regarding safe harbors, the serial nature of a project such as this one, which requires significant analysis, public engagement, and a lengthy hearing process; not to mention the unfortunate timing of this particular edition, it is almost inevitable that revised forecasts will be released before the entire process can be completed. City staff believes that it is legally able to rely on the work that began in 2018 as this process moves forward. As with the HNA, the Planning Commission should consider whether it would like to revise the EOA entirely to integrate the revised population forecast, including the additional cost and delay from doing so, or moving forward with the information as currently included with the EOA.

4. Record Completeness.

Finally, the Friends identify that certain appendices were missing from the record provided to the Planning Commission City staff will provide the identified appendices for the Planning Commission and public review.

CONCLUSION

Both the Friends of Yamhill County and 1000 Friends of Oregon have been long-time participants in almost all planning issues in the City of McMinnville and have many valuable insights and considerations to offer. As noted above, several of the issues that they raise will require changes to the HNA and EOA. Moreover, some of their arguments may be taken to suggest that the City follow a different policy perspective than was identified in the Staff report and recommended by the Project Advisory Committee. However, not all of their assertions are legally or factually supported. Staff will amend the HNA and EOA as required, and the Planning Commission may take the policy arguments into consideration in making its final decision and otherwise may disregard the arguments that are without factual or legal support.

Mark Davis
652 SE Washington Street
McMinnville, OR 97128

September 7, 2023

McMinnville Planning Commission
231 NE Fifth Street
McMinnville, OR 97128

RE: G 3-20 Park Land Need, Part 2

Dear Chair Winfield and Planning Commission Members:

There is an additional factor in the calculation of park land need that I did not address in my previous testimony that further reduces the need for park land. The 2020 UGB expansion was based on a 2023 population of 44,055¹. The current HNA/EOA population projection for 2041 is 47,498. The difference is 3,443 residents for whom we need park land.

At 14 acres/thousand population we would need to add 48 acres (14 x 3.443). Figure 3 in Appendix E of the EOA (page 342 of your packet) puts that total at 138 acres. Using that document's assumptions (which I don't agree with as noted in my earlier testimony), park land need is overstated by 90 acres for the period ending in 2041.

This is caused by two assumptions in the park land calculation by the City that were incorporated into the findings for the 2020 UGB approval: an LCDC order to include 60 acres of existing park land at Joe Dancer Park² and a 34% reduction of buildable land used for greenspaces/greenways³. Nothing in the current record says these two items are no longer valid.

If instead of using 14 acres/thousand of buildable land you used the Comprehensive Plan policy of 8 acres/thousand there would be no need for additional buildable land for parks in either the period ending in 2041 or in 2067. Thank you for reviewing this last minute submission.

Sincerely,

//S//

Mark Davis

¹https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/19961/mgmup_findings_document_-_final.8.2020_0.pdf, pg 47

² Op cit, pg 50

³https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/19961/appendix_g_-_framework_plan_final_12.8.2020.pdf pg G-9

Mark Davis
652 SE Washington Street
McMinnville, OR 97128

September 5, 2023

McMinnville Planning Commission
231 NE Fifth Street
McMinnville, OR 97128

RE: G 3-20 Park Land Need

Dear Chair Winfield and Planning Commission Members:

Appendix E (Public and Institutional Land Need) in the Economic Opportunities Analysis (EOA) overstates the need for land for public parks. It is based on a Parks, Recreation and Open Space Master Plan adopted in 1999 (attached). When the draft of this Appendix was first released for comment in 2019, as a member of the project advisory committee reviewing the draft I provided the attached memo which details the concerns I have about the accuracy and use of the Master Plan information. Please read it.

In summary, the Park Master Plan has expired and it was never seriously implemented. Even if one ignores those two facts (which I do not believe you justifiably can), the assertion that we need 14 acres per thousand population of *buildable land* for parks through 2067 is still incorrect. The Comprehensive Plan policy 163.05 states *community* and *neighborhood* parks shall be located on land outside the 100-year floodplain (i.e., on *buildable land*). Those plan policies do not apply to other park types. The EOA erroneously applies the 14 acres standard to all park types and then multiplies that by the expected population to come up with a needed park land total that is all on buildable land.

Table 2 of the Master Plan on page 11 shows how the 14 acres standard is broken out into three categories: 2 acres/1000 Neighborhood Parks, 6 acres/1000 Community Parks and 6 acres/1000 Greenspace/Greenways/Natural Areas. In the definition of the last category the Plan states on page 9: "The primary greenway in the City's inventory is Cozine Creek Greenway which is made up of 11 separate greenway areas totaling 45.45 acres." Given the Planning Commission's recent work on hazardous land areas in the City I don't think I need to tell you that this land is definitely not buildable. The formal definition of "Greenspace/Greenway" in Table 1 of the Plan reads: "A greenspace or greenway is an area of natural quality that protects valuable natural resources and provides wildlife habitat."

Thus, to follow the recommendations of the 1999 Park Master Plan recommended standards, the EOA needs to designate 8 acres per thousand population of buildable land and 6 acres per

thousand of unbuildable land (e.g., flood plains, greenways, steep slopes, wetlands, and areas not buildable due to identified hazards). This in fact represents pretty closely the parks that have been historically built in the City—about half of them are on unbuildable land. You may recall that your most recent subdivision approval of Baker Creek North included a large park parcel that was located entirely on unbuildable land. Developers are eager and willing to donate such land to the City for parks because they cannot build houses on them.

The HNA and EOA land calculations only concern themselves with buildable land because that is the only land that can be used for housing, commercial and industrial construction. When this sequential UGB process actually gets to the point of identifying land to include in the UGB, it concerns itself with getting the correct amount of buildable land to meet the identified need. Unbuildable land is also included with these parcels and these lands provide amenities that include those listed in the “Greenway/Greenspace” definition. When land was brought into the UGB in 2021, it included 200 acres of unbuildable land¹ that would be ideal for the greenspace needs of the city.

Therefore, the parkland in Appendix E needs to be recalculated to reflect the parks plan standard of 8 acres of buildable land per 1000 population. The city is basing its analysis on a 2041 population of 47,498 and a 2067 population of 62,803. Thus, the 2041 need for buildable park land is 380 acres (8 x 47,498/1000) and the 2067 park requirement is 502 acres (8 X 62,803/1000).

The next step in calculating the buildable park land need is to list the current inventory of community and neighborhood parks. I have attached the City’s listing of parks that ties to the Appendix E total of 349 acres.² While that listing does not clearly identify both the Community and Neighborhood Parks, I have attached a listing of the parks that most closely meet the definition of those types of parks. Per this list we have about 196 acres of these parks presently in the City.

The final step is including the 254 acres³ of buildable land brought into the UGB for parks in 2021. That means the City has 450 acres of buildable land already in the UGB already used or planned for the construction of Community and Neighborhood parks (196 + 254 = 450). The city has an additional 76 acres of undeveloped parkland, at least some of which is also buildable.

Therefore, the City has a surplus of at least 70 acres of buildable land (450 acres-380 acres =70 acres) needed for parks in 2041 and a need for an additional 52 acres (502-450) of buildable land for parks through 2067 by strictly following Comprehensive Plan policy 170.05: “For

¹https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/19961/ord_no_5098_signed.pdf

²https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/g_3-20_-_eoa_-_final_mcminnville_eoa_june_2020_with_draft_header.pdf

³https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/19961/appendix_g_-_framework_plan_final_12.8.2020.pdf

purposes of projecting future park and open space needs, the standards as contained in the adopted McMinnville Parks, Recreation, and Open Space Master Plan shall be used.”

Personally, I remain convinced that a plan that expired 4 years ago and was never fully implemented is invalid for projecting future park needs. We should base future park needs based on past performance in obtaining the land for parks and providing the funding to construct the park facilities. But if you are going to insist on obeying the outdated standards, then the land need must be calculated at 8 acres/thousand of population listed in the plan, not the 14 acres/ thousand standard that includes unbuildable land.

I would also point out the Facilities Inventory on page 9 of the Parks Master Plan includes school facilities. Their acreage is included in Appendix A where the Plan lists all the facilities covered by the Plan. On the Action Plan Tables 9 through 12 each one includes at least one suggestion for Joint Use Opportunities with schools in the City. The Management Plan in Table 16 declares both establishing and expanding joint use agreements are a Priority 1 in implementing the 1999 Parks Master Plan.

Clearly the Master Plan was written with the intention of sharing park facilities with the schools, not building separate facilities to duplicate what the public already has access to. Note also that the date the Plan references for its end date is 2017 (see Table 2). While it is disappointing that more wasn't done to implement this Plan, that failure is not legal justification for adding even more land to a future UGB expansion.

Thank you for carefully reviewing the information that I have provided.

Sincerely,

//S//

Mark Davis

Attachments:

1999 City of McMinnville Parks, Recreation, and Open Space Master Plan
Memo from Mark Davis on Park Land Needs dated 10/28/19
List of 349 acres of parks in the City
List of Community and Neighborhood Parks



City of
McMinnville

Parks, Recreation, and
Open Space Master Plan



Prepared By

MIG, Inc.

199 E. 5th Avenue, #33

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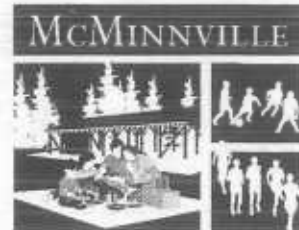
(541) 683-3193

In Association with

Don Ganer & Associates

June 1999

CITY OF McMINNVILLE



PARKS, RECREATION AND OPEN SPACE MASTER PLAN

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In Association with:

Don Ganer & Associates

May 1999

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APPENDIX

Appendix A: Facility Inventory

Table A-1: Park System Resources

Table A-2: Greenspace/Greenways/Natural Areas

Table A-3: School Facilities

Part I
Community Needs



- Sites that need redesign or development;
- General lack of access for people with disabilities as required by federal law;
- The need to establish maintenance and design standards;
- Safety issues, such as designs that may encourage vandalism or safety hazards; and
- The need to address management of natural habitats.

Recreation Programs and Services

The McMinnville Parks and Recreation Department plays a major role in meeting the recreation program needs of the community. About 90% of residents' report that they or a member of their family participated in recreation programs offered by the City of McMinnville during the last year. The Parks and Recreation Department provides 125 classes and programs for McMinnville residents, serving approximately 21,000 participants in 1998.

A major task of the Master Plan was to identify the services most valued by residents and to develop a plan to deliver these services. The benefits of parks and recreation most valued by McMinnville residents, which can be addressed through recreation programs, include:

- Providing positive activities for youth;
- Building a sense of community;
- Preserving the environment;
- Contributing to strong families; and
- Helping residents achieve an active, healthy lifestyle.

Programs that are the highest priority for expansion include: the summer concert series, special interest classes for children and adults, and youth sports. Wildlife and nature education, outdoor programs, and programs in the creative and performing arts should be developed and offered to all ages.

Youth of all ages should have the highest priority when planning recreation programs, according to McMinnville residents. Adult programs are in demand, but should be highly self-supporting. Services to disabled residents, seniors, and ethnic minority populations should continue to be improved.

McMinnville recreation programs have become more dependent on user fees. Other funding sources should be developed. Partnerships with McMinnville Public Schools and Linfield College as well as business sponsorships are highly supported by residents.

In general, the City should improve its marketing of recreation programs. Regular program evaluation to measure for customer satisfaction is also recommended.

Management and Operations

The Parks and Recreation Department currently has 10 full-time employees and 90 part-time recreation staff. The Director of Parks and Recreation oversees park acquisition and planning as well as five recreation service areas.

Overall, the Parks and Recreation Department is doing an excellent job of meeting community needs. Some areas for future improvement include:

- Adding a volunteer coordinator and professional landscape architect to the staff;
- Increasing community involvement in park planning and recreation program evaluation;

*City recreation
programs served
21,000 residents in
1998.*

- Organizing citizen park patrols to enhance public safety ; and
- Establishing park maintenance standards and developing a maintenance management plan for each site.

Park maintenance staff are now part of Public Works Department. Maintenance staffing levels have not increased to address the continued expansion and development of park lands and increased park use. Each full time employee (FTE) is currently responsible for 60% more park land acreage than in 1980. Because of this increase in workload, some McMinnville parks are beginning to show the effects of reduced maintenance. If McMinnville's existing park facilities are to be maintained to the level of cities of comparable size in Oregon, an additional two full-time employees are needed, for a total of seven full-time park maintenance staff.

COMMUNITY INVOLVEMENT

To encourage citizen involvement in the development of the Master Plan, residents were provided with opportunities to express ideas and obtain information. These opportunities included: a community survey, community workshops, and stakeholder interviews. Residents were asked questions about:

- The benefits they receive from parks and recreation opportunities;
- Facility, operation, and recreation services improvements they feel are needed;
- Future planning priorities;
- How to fund improvements; and
- Their vision for the City of McMinnville's future parks and recreation system.

Over 500 residents participated in the Master Plan development process. Residents said that the greatest issue facing the McMinnville community is increasing urban growth and its impacts on livability. Meeting the needs of youth was considered the most pressing community need. Residents saw the most important benefits of parks and recreation services were providing positive activities for youth, building a sense of community, and preserving the natural environment for future enjoyment.

Through their participation in the development of the Master Plan, community members helped shape a vision for the future of the parks and recreation system.

Residents value positive youth activities.

PART II THE PLAN

VISION FOR THE FUTURE

To address key issues facing the Parks and Recreation Department, a guiding vision is needed. The vision for McMinnville's future parks and recreation system, which emerged from the Master Plan community involvement process, is stated below:

Parks, recreation programs and facilities, and open space are essential elements in enhancing the quality of life in McMinnville. They foster healthy, active lifestyles, strengthen a sense of community, prevent crime, protect the environment, and contribute to a healthy economy. The Parks and Recreation Department will provide an interconnected parks and recreation system that:

- Provides diverse opportunities for active, passive, and unprogrammed recreation to all residents;
- Contributes to overall community livability and pride;

- Balances the impacts of growth and increasing density with sufficient facilities;
- Fosters stewardship of natural resources, such as floodplains and waterways;
- Provides equitable distribution of parks and recreation opportunities throughout the City;
- Reduces auto-dependency and enhances recreation opportunities by connecting recreation resources, community destinations, and neighborhoods with trails and greenways;
- Provides positive activities for youth;
- Promotes strong families;
- Helps residents achieve an active, healthy lifestyle;
- Builds and maintains partnerships with area schools and others to provide programs and facilities;
- Provides safe and well-maintained parks and recreation facilities;
- Provides for effective and economically sound management of public resources; and
- Informs residents about their recreation opportunities, and involves them in decision-making.

This vision formed the basis for Master Plan recommendations.

RECOMMENDATIONS

Master Plan recommendations for implementing the vision for McMinnville's park and recreation system address park facilities, recreation services, maintenance, and management. Recommendations include the following:

Park Facilities

To maintain McMinnville's existing level of community livability and balance anticipated growth, existing parks should be renovated and new parks should be developed. These recreation resources should be equitably distributed throughout the community to provide access to all residents.

- Renovate City Park to serve as the heart of Downtown and the cornerstone of McMinnville's park and recreation system;
- Acquire and develop 103.5 acres of community parks and at least 76 acres of neighborhood parks to meet future needs and ensure geographic accessibility for all residents;
- Renovate existing community parks to increase recreational opportunities and improve safety;
- Protect natural areas by acquiring greenways along creeks and the Yamhill River.
- Provide trails through natural areas;
- Pursue joint use agreements with the School District, Linfield College and other partners to share the cost of facility development and maintenance; and
- Provide an interconnected pedestrian and bicycle system that links McMinnville's parks, open spaces, neighborhoods, work places and schools.

Recreation Services

Additional programs are needed to accommodate future community growth and meet the needs and interests of residents. Programs for youth are residents' highest priority. Recreation programs must remain affordable to all residents.

Recreation resources should be equitably distributed.

- Develop programs for preschool children;
- Expand youth programming;
- Develop wildlife and nature education programs, outdoor programs, and programs in the creative and performing arts;
- Improve outreach to seniors, disabled residents and ethnic minority populations;
- Expand special interest classes for youth and adults;
- Provide programs for families; and
- Evaluate programs and service delivery on an ongoing basis to ensure that they are achieving planned outcomes.

Maintenance

As the parks, recreation and open space system expands, maintenance responsibilities increase. Already parks are beginning to show the effect of inadequate maintenance budgets. As new park facilities are developed, funding for maintenance must also be increased.

- Incorporate maintenance standards recommended by the National Recreation and Park Association;
- Establish a maintenance management plan for each park and recreation facility;
- Hire personnel with knowledge of park management and experience in park maintenance for future Public Works Superintendent/department leadership openings;
- Involve volunteers in park development and maintenance;
- Evaluate staffing levels and cost/benefits of contract labor; and
- Hire additional utility workers.

Adequate funding is needed to implement the plan.

Management

The Parks and Recreation Department will be faced with managing more park land and additional recreation programs as the population of McMinnville increases. To effectively manage these community resources, more tools should be developed to guide the design and management of park facilities; public information, community involvement, and public safety efforts should be expanded; joint use agreements should be developed; and on-going staff training program should be implemented.

- Develop new standards, guidelines and policies for facility development and management;
- Develop community involvement policies to encourage and manage volunteerism;
- Establish guidelines for developing joint use agreements and partnerships;
- Develop staff training programs to increase staff effectiveness; and
- Improve dissemination of information about park facilities and recreation programs.

Additional recommendations are presented in Chapter 6.

TEN-YEAR FUNDING PLAN

To successfully implement the Master Plan recommendations and expand parks and recreation facilities and services, an adequate budget is needed. The Park Facility Funding Plan addresses acquisition, development, and renovation of parks, greenways and natural areas. The funding plan addresses fiscal years 1999-2000 through 2008-2009.

Projects not completed within the first ten years are budgeted for completion by the year 2019.

Capital facilities included in the Master Plan total \$50.4M. A variety of financing methods and multiple funding sources are needed to purchase park and open space and construct new ballfields, playgrounds and other recreation facilities. The two most likely funding sources are General Obligations (G.O.) bonds and System Development Charges (SDC's).

The City Parks Department has estimated that approximately \$13M in park improvements may be funded with G.O. bonds during the next 20 years. This is approximately 24% of the projects identified in the Master Plan. G.O. bonds must be approved by voters.

The City collects parks and recreation SDC's for all new residential development. The City Council has adopted a schedule to increase the parks and recreation SDC rates. With these increases, \$2.76 million in SDC revenues may be available for parks by 2005. SDC's are expected to fund about 20% improvements identified in the Master Plan.

About \$10 million for park improvements is expected to come from grants, donations and business partnerships. The remaining \$18.25 million could be funded from other sources such as special assessments and user fees.

Master Plan recommendations for parks and recreation facilities are based upon standards recommended by the National Recreation and Park Association and Oregon communities of similar size and customized the McMinnville's needs. As the Master Plan is implemented, projects, priorities and timing may change based on evolving community needs, funding and program demand.



CHAPTER I: INTRODUCTION

Located in the western portion of Oregon's Willamette Valley along the Yamhill River, the City of McMinnville is changing at a significant pace. For example, the population of the City was only just over 14,000 in 1980. Today McMinnville's population is over 24,000, and it is one of the fastest growing cities in Yamhill County.

In response to these changes, McMinnville residents have made it their goal to retain and enhance their City's livability, recreational opportunities, sense of community, and natural environment. McMinnville residents look to their City's Parks and Recreation Department to provide quality parks, open spaces, and recreation services that will meet these needs today and well into the future.

PURPOSE OF THE MASTER PLAN

To assist in maintaining McMinnville's livability, the Parks and Recreation Department has set out to create the City's first Parks, Recreation and Open Space Master Plan. The Master Plan describes how the City will strive to provide parks and recreation opportunities to residents for the next 20 years. It includes a financing model that demonstrates how park acquisition and development could be financed if resources are available. This planning process offered the City a unique opportunity to evaluate the parks, recreation and open space system, and to author a vision for the community that recognizes anticipated changes and truly reflects the needs of residents.

To accomplish this task, community members of all ages and those serving on the Master Plan Advisory Committee have contributed to this Master Plan.

The Master Plan describes a vision for parks, recreation services, trails and open space facilities.

MASTER PLAN OBJECTIVES

During a series of initial meetings, Parks and Recreation Department staff, Advisory Committee Members, community members, and staff from other City departments were asked to identify key issues that should be addressed in the Parks, Recreation and Open Space Master Plan. The objectives that helped guide the Master Plan development process include the following:

- Maintain and enhance community livability;
- Contribute to stronger families;
- Build community pride by showcasing parks and facilities;
- Maintain accessible, diverse facilities and programs that serve all ages and abilities;
- Promote opportunities for unprogrammed recreation;
- Increase social opportunities;
- Ensure access to recreation through efficient and affordable programs;
- Provide adequate open space;
- Balance the effects of increasing growth with the need to maintain community livability;
- Ensure positive activities for children and youth; and
- Encourage community-building opportunities, such as volunteer efforts and local partnerships with schools and businesses.

The Master Plan was developed with significant input from the community.

The Master Plan describes residents' vision for the future of the City's parks, recreation services, trails and open space facilities.



CHAPTER 2: TRENDS AND FACTS

McMinnville is a special place that is well loved by its residents and defined by a commitment to maintain a livable environment. This chapter provides an overview of the community and the changes that are expected in McMinnville's population. This information is important when forecasting future park and recreation needs.

COMMUNITY PROFILE

McMinnville has a current population of approximately 24,000 people. It is the largest city in Yamhill County and the fifteenth largest city in Oregon. Adjacent to the Oregon Coast Range foothills and surrounded by rolling farmlands, it is less than an hour drive south from Metropolitan Portland, Oregon's largest urban area. McMinnville is noted as a gateway to the Oregon Coast via Highway 99W that bisects the town.

The City covers about 11 square miles within its Urban Growth Boundary (UGB). Within this area, McMinnville owns approximately 270 acres of park land. Inside the UGB, McMinnville's topography is generally flat. The dominant natural features are three waterways: Baker Creek, Cozine Creek and the South Fork of the Yamhill River. Baker and Cozine Creeks flow west to east out of the adjacent Coast Range foothills and eventually join the Yamhill River just east of downtown McMinnville. The South Fork of the Yamhill River flows northward as it meanders through the City before it meets the main channel of the Yamhill and, ultimately, the Willamette River to the northeast.

Culturally, McMinnville is a diverse community that blends the interests of its ever-changing population with its historic, small town charm. Residents and visitors to McMinnville celebrate their diversity through gatherings such as: the annual Turkey Rama Celebration, the Yamhill County Fair, the annual Mayor's Charity Ball, and the International Pinot Noir Festival.

Downtown McMinnville is noted for its large historic district, which is comprised of 52 buildings of architectural and historic significance. The brick and stucco buildings date from the 1880's to the 1930's. Within minutes, residents can stroll through the downtown core

Parks and recreation contribute to McMinnville's charm and character.

from their favorite shop or restaurant to a nearby park or enjoy the sights and sounds of nature at a park along the Yamhill River just east of downtown.

Today, McMinnville's economic base is primarily services, manufacturing, retail, and education, but still clearly reflects its agrarian heritage. Linfield College continues to be a major employer and focal point of the community. Increasingly, the community is incorporating high technology and tourism into its economic base.

Tourism will continue to play a growing role in the City of McMinnville and Yamhill County. In 1995, 77% of tourists to Yamhill County came during the summer and fall. Of all visitors, 49% engaged in an outdoor activity, such as hiking, viewing wildlife, or picnicking, and 42% visited parks or other natural attractions (*Davidson and Peterson Associates, Inc.*, 1995). Tourists had an estimated economic impact of \$37,510,000 in Yamhill County in 1994 (*Davidson and Peterson Associates, Inc.*, 1991-1995). Tourism increases the use of park facilities and provides opportunities for marketing of recreation programs.

McMinnville is also the hub of Oregon's largest concentration of wineries, the Yamhill County wine growing area. The annual International Pinot Noir festival attracts wine enthusiasts from around the world, and has spotlighted this region as one of the up and coming wine-growing areas of the United States. Nearly 25% of all Oregon vineyards are located in Yamhill County. From 1985 to 1997, the number of wineries in the county increased from 43 to 113 with a gross income of \$88 million.

The Parks and Recreation Department has a central role to play in shaping the changing character of the City. The high level of community support for the Parks and Recreation Department demonstrates that the Department reflects community values. With continued support, resources will be protected and enhanced for the enjoyment of future generations. Recreation opportunities will continue to build community and help residents achieve an active, healthy lifestyle as McMinnville grows and changes.

DEMOGRAPHIC PROFILE

Urban growth in McMinnville is a relatively recent phenomenon. As recently as 1960, McMinnville's population was just over 7,600 people. Each decade since the 1940's has seen steady, double-digit growth. In the period from 1970 to 1996, the City grew from 10,125 to 22,880, an increase of 44%. By the year 2017, McMinnville's population is expected to grow to 38,000, an increase of almost 50%.

To determine future community needs, anticipated changes in the City population were studied. This study, based on 1997 data when McMinnville's population was 22,880, revealed the following important facts and trends:

- McMinnville residents are more likely to own their homes than rent. Total housing units have grown from 2,989 in 1970 to 6,778 in 1990, and this trend is likely to continue. Due to constraints placed on the availability of land by the Urban Growth Boundary (UGB), population and housing densities will likely grow, increasing the need for parks and recreation opportunities (US Census of Population and Housing, 1990).
- In addition to traditional nuclear families, the Parks and Recreation Department will need to address the needs of diverse residents, such as:
 - People living in nursing and foster care homes;
 - Single parents;
 - Persons living alone; and
 - Persons with disabilities.

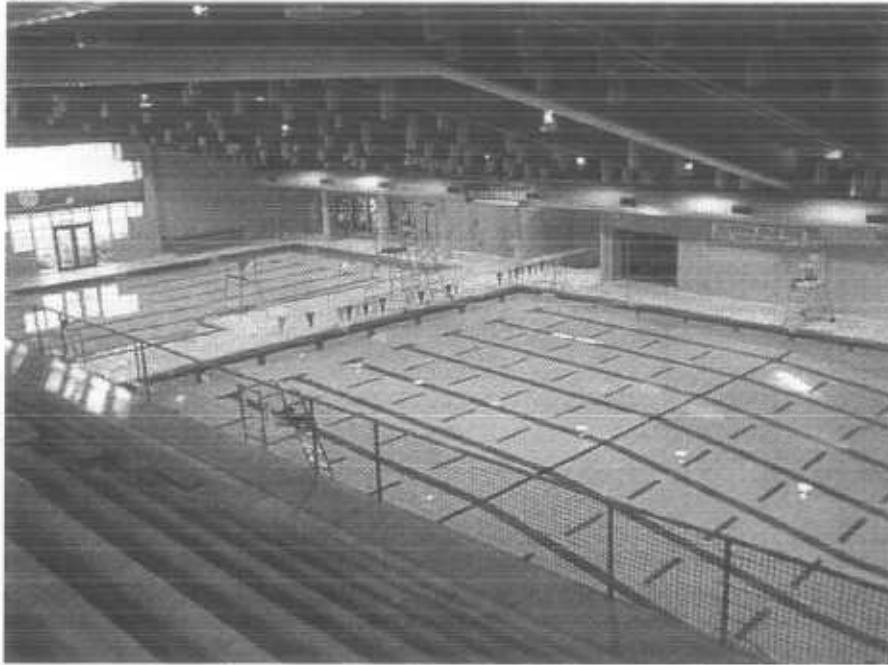
*By 2017,
McMinnville's
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- Both per capita and median incomes in McMinnville are lower than the state average. In fact, 45.35% of McMinnville residents are of low to moderate income (US Census of Population and Housing, 1990). This increases the need for accessible, affordable recreation.
- The labor market and industry employment has shifted away from natural resource based employment and toward white collar jobs, such as those in trade, government and services (including high technology). From 1979 to 1996, these three sectors have increased 48.5%, 43.7%, and 107.0% respectively in the Mid-Willamette Valley (Regional Economic Profile, Region 3, Oregon Employment Department, 1998).
- The median age of McMinnville residents continues to increase. With the aging of the baby boomers, the 65 and older age group is one of the fastest growing age groups in McMinnville and throughout the U.S.
- The cultural and ethnic make-up of McMinnville will become more diverse within the next 30 years, with continued growth among the Asian, Hispanic and Native American populations.

As the City's population becomes more diverse, parks and recreation services will need to grow and change.

SUMMARY

As the City's population grows and becomes more diverse, parks and recreation services will need to grow and change to meet the needs of the community. A unique and extraordinary diversity of natural features is here for all McMinnville residents to enjoy. These natural and cultural features, combined with the City's small town appeal, form the important foundation of community character, a key factor in attracting and retaining residents and businesses.



CHAPTER 3: RESOURCE ASSESSMENT

To determine future needs, it is important to understand the current parks and recreation system. An evaluation of the current system was completed, including:

- Parks and Recreation Facilities;
- Recreation Programs and Services; and
- Management and Maintenance.

PARKS AND RECREATION FACILITIES

As of December 1997, the City of McMinnville had 162 acres of parklands and 112 acres of greenspace. This includes 7 mini-parks/playlots, 4 community parks, 2 linear parks, 1 special use park, 3 public buildings, 1 greenway, and 6 greenspaces. Local schools provide the community with 195 acres of public open space; residents have access to facilities at 5 elementary schools with a sixth soon to open, 2 middle schools, 1 high school, 4 other school district sites, and at Linfield College. Table 1 describes park facilities that are addressed in the Master Plan.

To determine future needs for park and recreation facilities, a resource inventory and analysis was conducted. The study includes the following:

- *Facilities Inventory:* An inventory of existing and proposed parks and recreation facilities;
- *Facility Standards and Needs Assessment:* An evaluation of current parks and recreation facilities standards and of future facility needs; and
- *Evaluation of Existing Facilities:* An evaluation of the condition of existing City parks.

For complete results of this study, see the *City of McMinnville Park System Resource and Analysis Report* (MIG, Inc., 1998).

To determine future needs, a resource inventory was conducted.

Table 1
PARK SYSTEM DEFINITIONS

Type of Facility	Definition	Benefits	Size Criteria	Includes	Does Not Include	Site Selection Criteria	Maintenance Level and Standard
Mini-Park/Playlot	Mini-parks, when placed, or playlots provide recreation opportunities for residents in areas not adequately served by neighborhood parks, such as low-density or high-density developments.	Provides for the day-to-day recreational needs of residents; provides space for community events; maintains light density; development and construction with minimal disruption.	2500 square feet or 1 acre	Very active or passive use facilities; areas of low intensity activities, such as children's play areas, art areas, multi-purpose paved areas, public art, small-scale sports facilities, seating, drink areas, community gardens, multipurpose performance areas, and landscaping.	High intensity sports facilities, restaurants or off-street parking.	Mini-park sites are generally level, and those that are not have physical characteristics that are appropriate for its intended use, such as well-drained soils and desirable topography. The park should be accessible by sidewalks and/or intersecting trails, and have access to low traffic streets.	Maintenance standards will vary depending on design features. Mini-parks in high-density areas should utilize NPMA Maintenance Mode I. It requires very frequent maintenance. In low-density residential areas, mini-parks should utilize NPMA Maintenance Mode II - moderate level standards.
Neighborhood Park	Neighborhood parks are the foundation of the park and recreation system, providing accessible recreation and social opportunities to nearby residents. While designed to meet neighborhood recreation needs, neighborhood parks may serve as neighborhood parks.	Provides access to basic recreation activities for the nearby residents of the neighborhood; contributes to neighborhood identity.	1 to 13 acres	Neighborhood parks should include both passive and active recreation opportunities, such as children's play areas, formal sports areas, picnic facilities, public art, open turf areas, landscaping, community gardens and pathways. Security lighting may be provided if needed.	Neighborhood parks generally do not include sports tournaments, off-street parking, or permanent structures. Activities that result in excessive noise, parking problems and congestion should not be provided.	Neighborhood parks should be located within a 10-minute walk of residences without creating a major road for any pedestrian and bicycle routes. Neighborhood parks are generally level, and thus with natural landscape appeal are preferred. Locating neighborhood parks near other park system components, such as greenways, increases link and desirability. Neighborhood parks should be located adjacent to schools and fire stations whenever possible.	Neighborhood parks should utilize NPMA Maintenance Mode II - moderate maintenance to maintain the appearance and functional use of facilities and to support public safety.
Community Park	Community parks provide a variety of active and passive recreational opportunities for all age groups. These parks are generally larger than neighborhood parks, and provide a wide range of recreational opportunities for all ages. Community parks often include dedicated facilities for organized group activity as well as facilities for individual and family activities.	Provides a variety of accessible recreation opportunities for all ages; provides environmental education opportunities; provides alternative opportunities, services and recreation needs of facilities and provides opportunities for community social activities.	Greater than 12 to 13 acres	In addition to basic amenities provided in neighborhood parks, community parks may include sports facilities for team sports, group picnic areas, skateparks and related facilities, natural areas, botanical gardens, amphitheaters, tennis courts, swimming pools, interpretive facilities and community centers. Higher quality children's play areas may be provided to create a family play destination.	Facilities that do not meet recreation needs.	The site should have physical characteristics appropriate for the intended use, such as level terrain, good soil, positive drainage, varying topography, and a variety of vegetation. A suitable access to the park should be provided. Land within the flood plain should generally be avoided, except if facilities are to be located above the 100-year flood elevation.	Community parks should utilize NPMA Maintenance Mode II - high level maintenance - in developed portions to maintain the appearance and functional use of facilities, and to support public safety. In natural areas, NPMA Maintenance Mode IV - moderately low maintenance should be utilized.
Linear Park	Linear parks may be developed along built or natural corridors to provide opportunities for both active and passive recreation. Linear parks may also include active and passive recreation facilities in natural neighborhood parks, especially in areas not adequately served by traditional neighborhood parks. Linear parks are designed to support community destinations.	Provides natural recreation; provides environmental education opportunities; provides opportunities for trail-oriented recreation and provides access to built recreation opportunities for nearby residents of all ages or nearby residents of all ages or nearby residents of all ages, with the exception of active, health, fitness, nature amenities.	Of adequate size to provide natural resources and amenities	Linear parks can include paved or non-paved trails to accommodate jogging, biking, walking, skateboarding, dog walking, horseback riding, cycling or rollerblading. Active and passive recreation facilities may include walkways, sports facilities, such as basketball courts, children's play equipment, off-leash dog areas, walking paths, art, picnic tables, lighting, community gardens and landscaping.	Recreation facilities needed for large groups, permanent structures, and off-street parking are generally not provided.	Although natural corridors such as creeks and rivers are preferred, opportunities to create built corridors should be explored. Corridors are considered during development or redevelopment, such as corridors created in residential subdivisions, residential subdivisions, abandoned railroad beds, roadway rights-of-way, boulevards, utility right-of-ways and shorelines. The minimum corridor width should accommodate a multi-use trail plus buffer (stating between 40 feet).	Linear parks should utilize NPMA Maintenance Mode II - high level maintenance - in developed portions to maintain the appearance and functional use of facilities, and to support public safety. In natural areas, NPMA Maintenance Mode IV - moderately low maintenance should be utilized.
Special Use Park	A special use park is a facility for a specialized or single recreational activity, including fitness and fitness trails, and recreation facilities.	Meets the recreational needs of the community; promotes health, fitness, and cultural recreation; provides high educational opportunities and provides opportunities for community-wide social events.	Site should be suitable for its use.	Recreation, art facilities, public gardens, museum centers and amphitheaters. Recreation facilities may be located in park facilities, especially in community parks. Some single purpose parks may be developed, such as community centers, senior centers, theaters, golf courses, sports facilities, and aquatic parks. In addition, compatible support facilities, such as seating, interpretive signage, picnic and drink tables should be provided to increase function, use and enjoyment.	Facilities that do not meet recreation needs.	The physical site should be appropriate for the intended use. The site should be accessible by arterial and collector streets, served by public transportation and the Citywide trail system. Central location is preferred. Depending on the facility type and adjacent uses, locating special use facilities in parks or adjacent to other public facilities may be preferable for increased safety and security.	Special use parks should utilize NPMA Maintenance Mode I - high level maintenance in developed portions to maintain the appearance and functional use of facilities, and to support public safety. In natural areas, NPMA Maintenance Mode IV - moderately low maintenance should be utilized.
Greenpace / Greenway	A greenpace or greenway is an area of natural or semi-natural open space that provides opportunities for nature and outdoor recreation, such as viewing and enjoying nature and participating in trail activities.	Provides valuable natural resources; promotes wildlife conservation; promotes environmental health of the community and provides opportunities for outdoor recreation, environmental education, and trail-oriented recreation.	Size should be adequate to provide the resources.	Developed facilities that support outdoor recreation and trail-oriented recreation may be provided, such as trails, picnic areas, benches, interpretive signs, and seating. Landscaping, trail-head amenities, such as small scale picnic tables, portable restrooms, bike racks and trash enclosures, may be included.	Facilities that do not directly support outdoor recreation and trail-oriented recreation should not be included, such as recreational plans, tennis, and other recreation facilities.	The quality of the resources is the most important consideration for this selection. In addition, sites that provide medium to high potential for environmental education, recreation or having educational, and outdoor or trail-oriented recreation are preferred. This requires considerability in parks or approximately 100 feet.	NPMA Maintenance Mode IV - moderately low maintenance - should be utilized to support the natural character of the area, to maintain functional use of facilities, and to support public safety.
Trails and Connectors	A public access route for recreational and trail-oriented recreation activities, including sidewalks, bikeways, multi-use trails and paths.	Provides opportunities for trail-oriented recreation; reduces air quality; provides connectivity and connects community facilities with neighborhoods.	Width of the trail and right-of-way depends on its intended use and location.	A variety of path-use types are needed to accommodate recreation, such as walking, jogging, dogwalking, rollerblading, skateboarding, and wheelchair paths. Trails should not be designed as a part of the Citywide transportation system. Walkways can provide trail-like facilities for hiking and cycling. Each type of trail should be designed to safely accommodate users, and meet responsible design standards.	Active recreation facilities and facilities that do not directly support outdoor recreation and trail-oriented recreation should not be included, such as recreational plans, tennis, and other recreation facilities.	Multi-use trails should be coordinated with the City's Transportation Master Plan to ensure pedestrian and bicycle system compatibility. The trail system should provide access to people with disabilities and accommodate diverse recreational needs. Trail development is guided by site opportunities and constraints, such as pedestrian access, slope, natural resources, views, and utilities.	Standardized trails would utilize NPMA Maintenance Mode I - moderate level maintenance - in developed portions to maintain the appearance and functional use of facilities, and to support public safety. For walkways and multi-use trails, NPMA Maintenance Mode IV - moderately low maintenance - should be utilized to support the natural character of the area, to maintain functional use of facilities, and to support public safety.

Reference: San Francisco Department of Public Works and Trail Association (DPWA), 1981.

FACILITIES INVENTORY

The facilities inventory includes the following:

- *Parks System Resources:* These are developed or partially developed mini-parks/playlots, community parks, linear parks, special use parks and recreation centers provided by the Parks and Recreation Department.
- *Greenspace/Greenways/Natural Areas:* The primary greenway in the City's inventory is Cozine Creek Greenway which is made up of 11 separate greenway areas totaling 45.45 acres. The Parks and Recreation Department also provide 6 designated greenspace areas totaling 66.59 acres.
- *School Facilities:* The McMinnville School District and Linfield College provide a significant number of recreation facilities. These facilities are included in the inventory.

The inventory of parks and recreation facilities is provided in Appendix A.

FACILITY STANDARDS AND NEEDS ASSESSMENT

The availability of park and recreation facilities and their ability to meet the recreational needs of the community is usually measured by facility standards. These standards are expressed quantitatively by the number of facilities needed to serve a certain number of residents (e.g., 5-8 acres of community parks per 1000 population, 1 baseball field for every 5000 population, etc.).

In 1990, the City of McMinnville provided 14 acres of park land for every 1000 residents. To determine future facility needs, the amount of park acreage and number of recreation facilities provided in McMinnville was compared to standards recommended by the National Recreation and Park Association (NRPA). These standards were further refined to address regional recreation needs by comparing them with standards for comparable communities in Oregon, and by evaluating the geographic distribution of parks throughout the community. Based on this evaluation and the results of the community involvement process, recommendations for Master Plan park and recreation facility standards were proposed. These standards were used to calculate anticipated community needs for the year 2017.

Tables 2 and 3 summarize recommended facility standards for each type of park and recreation facility for the years 1997-2017. Based on these recommended standards and the existing level of service, the anticipated community need is presented. It should be noted that the existing level of service for recreation facilities includes school facilities, many of which are in substandard condition and may not adequately meet community needs (Table 3). Projected community needs are based on an estimated population of 38,000 by the year 2017.

For park lands, no standards are proposed for mini-parks, linear parks, special use parks, or specific miles of trails. The following is recommended:

Mini Parks

- The small size of mini-parks limits their recreational value. These park types are not highly used by McMinnville residents and are more costly to maintain than larger sites.

Community needs are based on a projected population of 38,000 in 2017.

- It is recommended that additional mini-parks be added to the system only in locations where residents do not have access to larger parks within a ½ mile radius of residences, such as in Central McMinnville or in older neighborhoods.
- Mini-parks can also be provided to enhance the character of high density areas, such as in downtown McMinnville.

Linear Parks

- Linear parks should be provided along built or natural corridors to connect neighborhoods and to provide opportunities for trail-oriented and nature-oriented recreation.

Special Use Parks

- Special use parks are facilities intended for specialized or single recreational activities, including historic and cultural recreation. These should be developed only when additional special use facilities are needed.

Trails

- Since a large percentage of McMinnville residents would like additional trail facilities, it is recommended that trail opportunities in McMinnville be maximized while preserving natural resources.

*More trails are
desired by
residents.*

Table 2
PARK STANDARDS AND ANTICIPATED NEED

Facility	Existing Standards	Recommended Standards	Anticipated Need 2017 pop 38,000
Mini-Parks/Playlots	0.10 - 0.30 acres/1000	ns	
Neighborhood Parks	2.00 acres/1000	2.0 acres/1000	76
Community Parks	5.00 - 8.00 acres/1000	6.0 acres/1000	104
Linear Parks	ns	ns	
Special Use Parks	ns	ns	
Greenspace/Greenways/ Natural Areas	ns	6.0 acres/1000	116
Trails and Connectors	ns	1 system	
Total	7.1-10.3 acres/1000	14.0 acres/1000	295.54 acres

Existing standards are unofficial standards contained in the City's Urban Growth Boundary Study and have not been approved by City Council or Planning Commission.

Recommended Standards are based upon a combination of existing, local, and NRPA standards provided for comparison, and expressed community need.

Anticipated Need - 2017 indicates additional facilities needed by 2017 in addition to existing facilities. These needs will be impacted by community trends over time.

Table 3
RECREATION FACILITY STANDARDS AND ANTICIPATED NEED

Facility	Existing Standards	Recommended Standards	Anticipated Need 2017 pop 38,000
Baseball Fields	ns	1/1500	16
Basketball Courts	ns	1/2000	5
Botanical/Community Gardens	ns	ns	1
Community Centers	ns	1/25000	0
Dog Parks	ns	ns	2
Fishing Area		ns	1
Football Fields	ns	1/20,000	0
Group Picnic Areas	ns	1/1500	21
Outdoor Concert Area	ns	ns	1
Outdoor Volleyball Court	ns	ns	2
Play Equipment	ns	1/1200	13
Rollerblade Facility		ns	1
Running Tracks	ns	1/20,000	0
Senior Center	ns	1/25000	0
Skateboard Facility		ns	1
Soccer Fields	ns	1/2000	5
Softball Fields	ns	1/3000	6
Swimming Facilities	ns	1/25000	0
Tennis Courts	ns	1/2000	0

Existing standards: ns (no standard) no current standard is being applied locally.

Recommended Standards: A combination of existing local (other municipal jurisdictions in Oregon) and National Recreation and Parks Association standards provided for comparison. Described on a "facility per thousand population" basis.

Anticipated Need - 2017: Indicates additional facilities needed in McMinnville by 2017 (in addition to existing facilities) based on Recommended Standards. These needs and how they are addressed will be impacted by community trends, citizen priorities, and other influences (program demand, funding, facility distribution, timing of park acquisitions, etc.) throughout the twenty year planning period. McMinnville should strive to achieve the highest levels of service which accommodate community interest and support. In doing so, these levels may or may not meet or exceed recommended standards as indicated.

EVALUATION OF EXISTING FACILITIES

Parks and Recreation Department staff and the MIG consultants conducted a site and facility evaluation in December 1996. The purpose of this task was to evaluate the current condition of park facilities. McMinnville's parks include a variety of facilities that support recreational use. Thirteen types of facilities were rated. These included:

- Buildings/Restrooms/Structures
- Sports Fields and Facilities
- Play Equipment
- Safety Surfacing (for play equipment)
- Site Furnishings
- Exterior Lighting
- Paths/Paving/Trails
- Signage
- Irrigation Systems
- Drainage Systems
- Vegetation
- Turf
- Parking

Facilities were rated on two aspects: physical condition and functional capacity.

Facilities were rated on two aspects: physical condition, and functional capacity. Physical condition was rated in terms of the need for maintenance or repair. The functional capacity of a facility was rated for ability to meet user demand and support recreational use. The following scoring system was used:

- | | |
|------------------------|---|
| <i>1 - Adequate</i> | Good condition, needing only routine maintenance
Fully usable and functional |
| <i>2 - Substandard</i> | Needs significant maintenance or repair
Usable but doesn't meet standards |
| <i>3 - Inadequate</i> | Major renovation or replacement required; hazardous
Facility doesn't exist or is far below standards |

Following is a general description of the findings. *Some substandard conditions have been corrected since the site evaluation.*

Overall Condition

Maintenance of McMinnville parks is good. The public perception of park maintenance as noted in the *Recreation Needs Assessment Survey* is that maintenance is good to excellent. In general, the newer parks appear to be better maintained, and efforts appear to be directed more toward the larger community parks than to smaller mini-parks. Many of the maintenance problems observed were related to design factors, such as ponding and poor turf growth on a flat site, or insufficient site size. Vegetation and turf appear well cared for except where irrigation is not provided, or where impacted by overhead tree canopy and leaf cover. Where vandalism occurs, it is promptly repaired. Few signs of vandalism or litter were evident.

Overall, maintenance of McMinnville parks is good.

Most residents want to keep mini-parks as open space.

Major problems found during the site evaluation included:

- Aging facilities that require replacement, such as restrooms, children's play areas, and site furnishings;
- Sites that need redesign or development, such as City Park and nearly all mini-parks;
- General lack of access for people with disabilities as required by ADA;
- The need for expanded design guidelines and standard construction details to guide future planning and design of recreation facilities and site amenities;
- The need to establish Department maintenance standards based on NRPA standards;
- Safety issues, such as designs that may encourage vandalism and crime, and safety hazards in children's play areas; and
- The need to address the enhancement and management of natural habitats, including creek beds.

Addressing these issues should be a high priority for the Parks and Recreation Department.

Mini Parks/Playlots

Mini-parks and playlots were in fair to good overall condition. However, key elements, such as play equipment, were often substandard. Most, because of their size and design, presented maintenance problems or raised other concerns. Most of the sites could benefit from additional trees and low maintenance landscaping.

Many of the sites are too small to adequately serve the neighborhood. Some of the mini-parks, such as Greenbriar, serve only as a landscaped open space or entry to a neighborhood. Others, such as Taylor or Kingwood, attempt to provide limited activities for small children or families. Because of these issues, the value of these sites to the community was raised during the *Recreation Needs Assessment Survey* and during the community workshops. The results indicate that most residents want to retain these sites as neighborhood open space, and feel that the neighborhood should take an active role in site maintenance. The city should work with each neighborhood to reach consensus about the benefit of these small parcels to the immediate community, and develop renewal and management plans based on neighborhood input.

Neighborhood Parks

Although sites such as Westvale or Kingwood are perhaps seen as neighborhood parks, no park in McMinnville fits the traditional definition of this facility type. None of the mini-parks or linear parks are adequately sized, or contain the range of facilities that would qualify it as a neighborhood park, such as picnic areas, children's play areas, and active play fields.

Community Parks

The four developed community parks illustrate the range of conditions that can be found in city parks:

- *Dancer Park:* Dancer Park is in good condition overall and provides McMinnville with a concentrated active sports complex. Recent flood damage has been repaired, and all sports fields are well maintained. Dancer Park hosts the most intense activity of the system. It also has abundant potential for further development, which could include permanent restrooms, trails, river access and

interpretive stations, active sports such as roller hockey, dirt bike trails, basketball and volleyball, group picnic, etc. However, special consideration must be given to Dancer's vulnerability to flood damage. Parking and vehicular access improvements are needed to accommodate park users. A second vehicular access point is needed immediately and can be created by extending Marsh Lane.

- *Kiwanis Park:* Immediately adjacent to Dancer is Kiwanis Park. Although its size is more in keeping with a neighborhood park, its location limits its ability to adequately serve a neighborhood. It is included in the community park category because its special feature, a boat launch, serves the entire city. Paths, restrooms, and play equipment require upgrading, and the turf is impacted by tree cover. Although it has a separate identity, consideration should be given to managing the site as part of the much larger Dancer Park. Acquisition of parcels just to the west would help implement future greenway access to the center of town, increasing the value of both Kiwanis and Dancer Park. Parking should be improved.
- *Wortman Park:* Mature oak trees and a small creek makes Wortman one of the most pleasant parks in the system. However, the park, including permanent restrooms, needs renovation to meet ADA requirements; group picnic areas and disc (Frisbee) golf course need improvements; the play equipment and safety surfacing is inadequate; and the single softball field is substandard and much too small, impacting neighbors and other park users. In addition, lighting could be improved along pathways as well as in parking areas, and the irrigation and drainage needs attention. The Wortman Park master plan should be updated to include these and other improvements.
- *City Park:* This symbolic heart of the city is in fair condition, but the time has come to consider major renewal. While some facilities at City Park are in good condition and valuable natural resources exist within the park, redesign and/or renovation is needed for many elements, such as the group picnic area, tennis courts, irrigation and drainage systems, and vegetated hillsides. The creek and natural areas also need restoration. Because of its location at the heart of town, City Park has the potential for hosting community events. However, the park was not specifically designed for this purpose. Improvements could greatly enhance the site's ability to serve this need, and unify the disparate elements of the park. . A recent study indicates that redesigning City park pedestrian entries, particularly from the south into upper City park would relieve congestion and enhance the function and beauty of these areas. Innovative design could provide new spaces which support a variety of park uses and discourage small congested pockets which block pedestrian flow and movement. Historical significance should be incorporated into new designs. Any improvements should consider annual flooding. Renovation of City Park should be a high priority for the Parks and Recreation Department

*City Park is the
symbolic heart
of the City*

*McMinnville's
Westvale
Linear Park is a
popular facility.*

Linear Parks

The series of parcels that make up Westvale Linear Park are newly developed and in good condition. Portions have mature native vegetation that has been trimmed and cleaned up; other areas are recently planted. Jandina Path is in need of repair or replacement. Adding facilities, such as picnic areas, additional play equipment, and lighting, and providing for safe cycling may improve usability of the park. Flood management and habitat protection should be addressed.

The west side bike and pedestrian corridor that lies within an existing BPA easement is linear in design and is undeveloped. Its usefulness lies primarily in its value as a multi-purpose path corridor. A master plan (*McMinnville Westside Bicycle and Pedestrian Plan*, David Evans and Associates, Inc., 1995) has been developed for this site.

Greenways/Greenspace/Natural Areas

McMinnville has several greenways and open space areas, the condition of which must be evaluated on a slightly different basis than developed parcels. Some, such as the Tice parcel, are essentially unmanaged and undeveloped. These should be studied more carefully to determine whether their natural systems can be self-sustaining if left as is. Others, such as Cozine Creek and Airport Park, are managed in limited ways, such as mowing, removal of hazardous trees, minimum trail maintenance, and some stream control. These areas appear to meet the needs of the public, but management practices should be evaluated to determine whether they are appropriate. Maintenance standards should be developed to communicate appropriate practices to staff and the public.

Some smaller open space parcels, such as Angella Court, are remnant parcels donated to the Department in lieu of SDCs. Some of these may not be appropriate for inclusion in the greenspace system. All open space areas should be evaluated to determine an appropriate level of development and management, the value of potential development such as trails or interpretive stations, and overall benefit to the community.

Special Use Parks

Quarry Park is designated as a special use park. It requires cleanup and a plan to reevaluate appropriate development and management. Determining the best and most practical potential use of the park should occur through a community process in the near future. As Quarry Park has been surrounded by new neighborhood development in recent years, the current master plan, which designates the site for an amphitheater, may no longer be practical. The abandoned nature of the quarry gives it a de facto character of neglect, possibly encouraging vandalism, and park use by the public presents safety issues that should be addressed soon. Corrective measures should be given a high priority.

RECREATION PROGRAMS AND SERVICES

The City of McMinnville *Recreation Programs and Services Inventory and Assessment* (MIG, Inc., 1998) was conducted as part of the *Parks, Recreation and Open Space Master Plan* development process. Its conclusions are based on the results of:

- An inventory of available recreation programs;
- A survey of comparable cities in Oregon;
- Interviews with Parks and Recreation Division staff;
- The Master Plan public involvement process;

- Demographic trends; and
- Results of the *Recreation Needs Assessment Survey*.

The McMinnville Parks and Recreation Department plays a major role in meeting the recreation program needs of the community. According to the *Recreation Needs Assessment Survey*, about 90% of residents report that they or a member of their family participated in recreation programs offered by the City of McMinnville during the last year. The Parks and Recreation Department provides 125 classes and programs for McMinnville residents, serving approximately 21,000 participants each year. Table 4 illustrates the most popular recreation programs in McMinnville based on results of the *Recreation Needs Assessment Survey*. The Department increases recreation opportunities available to residents as a *direct program provider*, through *partnerships with other organizations*, by *providing facilities* used by others for recreation, and by *providing information and referral services* to residents about non-city sponsored activities available in McMinnville. The parks, Aquatic Center, Community Center and Senior Center are heavily used for community activities sponsored by civic, religious, business, educational and special interest groups, and offer facility rentals for special events hosted by residents and organizations.

The city's recreation programs are used by a high percentage of residents.

BENEFITS OF RECREATION PROGRAMS AND SERVICES

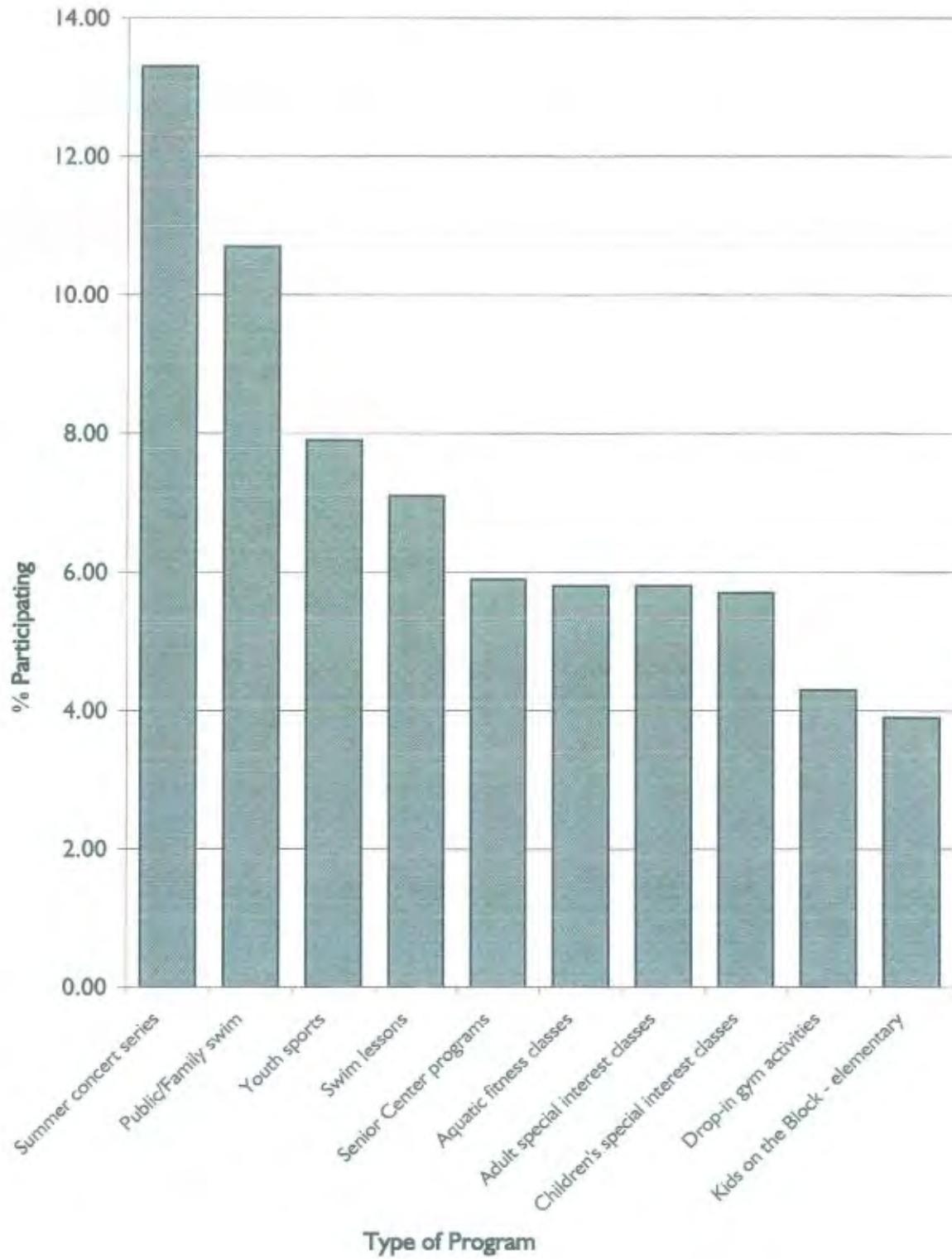
A major task of the Master Plan was to identify the services most valued by residents and to develop a plan to deliver these services. The benefits of parks and recreation most valued by McMinnville residents, which can be addressed through recreation programs, include:

- Providing positive activities for youth;
- Building a sense of community;
- Preserving the environment;
- Contributing to strong families; and
- Helping residents achieve an active, healthy lifestyle.

Many recreation programs provided by the City can produce these benefits.

Residents think the needs of youth should be high priority.

Table 4
MOST POPULAR RECREATION PROGRAMS



NEW RECREATION PROGRAMS RECOMMENDED

Tables 5 and 6 illustrate programs that should be expanded and new programs that should be offered to McMinnville residents. Based on the results of the *Recreation Needs Assessment Survey* and the master plan public involvement process, programs that are the highest priority for expansion include: the summer concert series, special interest classes for children and adults, and youth sports. Wildlife and nature education, outdoor programs, and programs in the creative and performing arts should be developed and offered to all ages.

Considering the number of program staff in the Department, the City should increase its program offerings. McMinnville residents depend on City sponsored programs because few private and non-profit program providers offer services to residents. While current staff is doing an excellent job within their areas of responsibility, the City should evaluate how improvements can be made through expanding skills, cross training and hiring practices. Currently, staff have program specific skills, but lack general recreation and therapeutic recreation skills. Staff productivity is somewhat limited by restrictive funding sources.

Youth of all ages should have the highest priority when planning recreation programs, according to McMinnville residents. Adult programs are in demand, but should be highly self-supporting. Services to disabled residents, seniors, and ethnic minority populations should continue to be improved.

Since Measures 47 and 50, McMinnville recreation programs have become more dependent on user fees. Other funding sources should be developed. Partnerships with McMinnville Public Schools and Linfield College, and business partnerships/sponsorships are highly supported by residents. Enterprise programs should also be considered. Pricing policies for user fees should be aligned with residents' program and age group priorities. For example, programs for youth should be more highly subsidized than programs for adults. Since 45% of residents have a low to moderate income, staff should evaluate pricing policies for affordability, and, when necessary, develop non-tax revenue sources to subsidize program fees.

In general, the City should improve its marketing of recreation programs. Improving the program guide, publicizing ongoing drop-in programs more widely, and making the program guide available via the Internet are recommended. An on-going system of program evaluation to measure for customer satisfaction and the achievement of measurable outcomes is recommended.

Table 5
RECREATION PROGRAMS FAVORED FOR EXPANSION

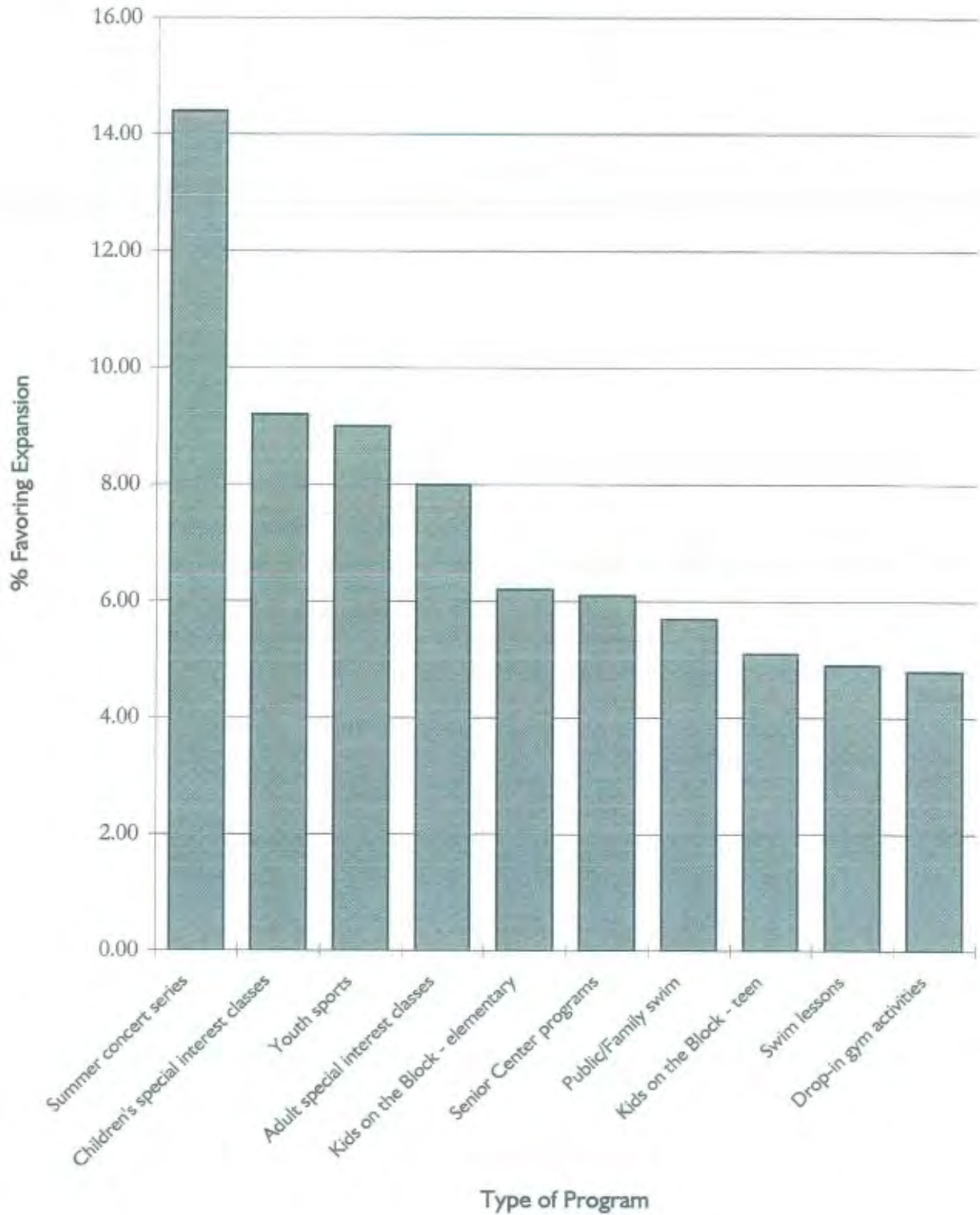
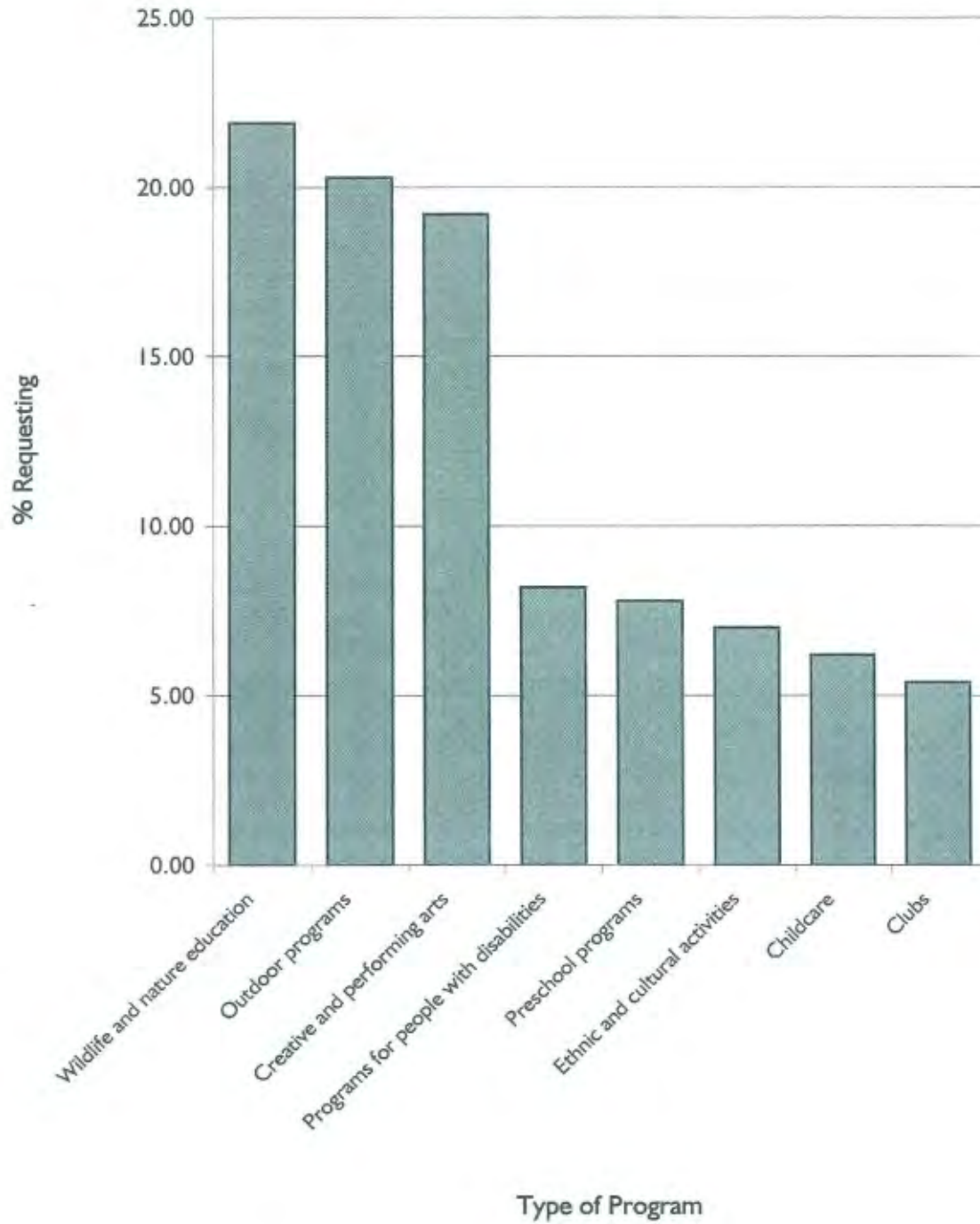


Table 6

NEW RECREATION PROGRAMS REQUESTED



MANAGEMENT AND OPERATIONS

CITY OF MCMINNVILLE

McMinnville has a Council/City Manager form of government. The six member City Council is the policy making body of the city. They appoint a City Manager to perform the administrative duties of the City. The Mayor presides over the City Council meetings, and represents the city at meetings and special events.

The Director of Parks and Recreation oversees park acquisition, planning, and recreation services.

PARKS AND RECREATION DEPARTMENT

Table 7 illustrates the organization of the Parks and Recreation Department. Ten staff are currently employed as full-time employees. The City also has 90 part-time recreation staff. As a result of Measure 47/50, the park maintenance staff were moved from the Parks and Recreation Department to Public Works.

The Director of Parks and Recreation oversees park acquisition and planning as well as the work of five recreation service areas, these include:

- Aquatics;
- Senior Center;
- Kids on the Block;
- Youth/Adult Sports; and
- Community Center.

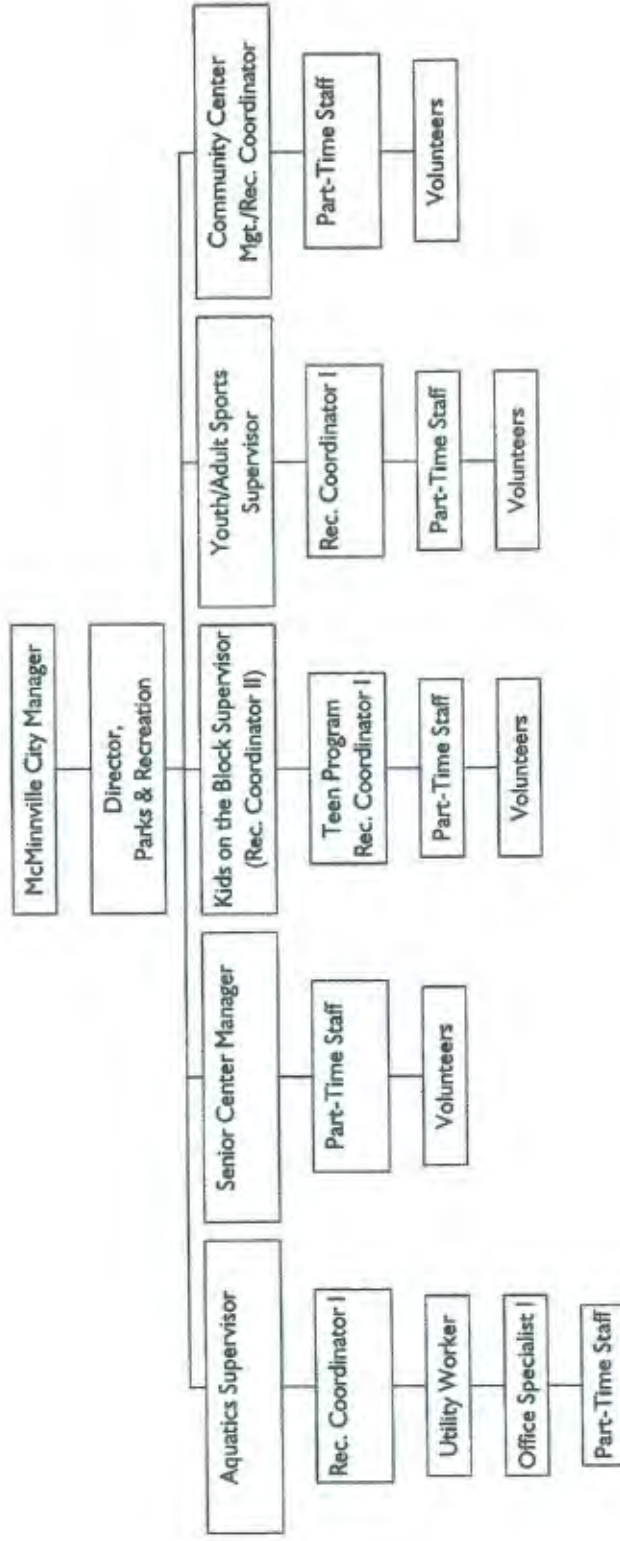
EVALUATION OF CURRENT OPERATIONS

Overall, the Parks and Recreation Department is doing an excellent job of meeting community needs. Some factors that limit the effectiveness of the Parks and Recreation Department include:

- *Volunteer Coordination:* McMinnville has an ample supply of community residents who are willing to volunteer their time to improve the community. Many have volunteered to construct the Recreation Station and to assist in recreation programs, such as youth sports and senior programs. Opportunities exist to expand community volunteerism through adopt-a-park programs, special maintenance tasks, etc. However, there is no one staff person in charge of developing a volunteer program.
- *Community Involvement:* Some community involvement has occurred in the past to involve residents in the planning and design of park facilities, such as the design of Recreation Station. However, there is often a large time lag between initial planning and construction. For example, the Wortman Park Master Plan, developed in 1993, has not yet been implemented. In some cases, community needs may change before construction occurs. An effort should be made to tie involvement more closely to development or to provide additional opportunities for involvement to reconfirm master plans prior to the development of construction documents. The Recreation Staff have also involved residents in evaluating recreation programs, but there is no formal, consistent procedure for program evaluation. These procedures should be formalized.
- *Landscape Enhancement:* There are a number of programs within the City that are related to parks and recreation, but have no assigned oversight. These include Tree City USA, the street tree program, and Arbor Day and other tree celebrations. Oversight has been shared among departments and is loosely

Increased coordination is needed to make best use of volunteers.

Table 7
 MCMINNVILLE PARKS AND RECREATION DEPARTMENT ORGANIZATIONAL CHART



defined. Formal oversight should be established. Because of their expertise, Park and Recreation should have a major role in these functions.

- *Staffing Restrictions:* As previously mentioned, Kids on the Block staff functions are restricted by contract agreement.
- *Park Design Function:* At present, some minimal park improvements are designed by the Director and planning staff. The professional assistance of a landscape architect would greatly enhance staff capabilities. This position could be located either in the Planning Department or Parks and Recreation Department. The park designer could assist the Parks and Recreation Director in implementing the Master Plan, could advocate for the role of parks and recreation in community livability, and potentially could manage the volunteer program and community involvement. As an alternative, the park design function could be contracted out.
- *Location of Maintenance Department:* The relocation of park maintenance to public works may cause some communication lags. If this organizational structure is to succeed, it is imperative that maintenance standards be clearly defined. This will be accomplished as part of this Master Plan. In addition, maintenance management plans should be developed for each site, and costs should be tracked through a maintenance management system. Communication between departments should be enhanced.
- *Public Safety:* Police cadets perform some park patrols. To compliment and expand these efforts, it is recommended that citizen patrols be developed as part of McMinnville's community policing efforts. Citizen patrols have been used effectively in many communities, increasing resident's sense of park ownership and public safety.

MAINTENANCE STAFFING LEVELS

Maintenance staffing levels in the McMinnville Parks and Recreation Department have not increased to address the continued expansion and improvement of park lands and increased park use. Each full time employee (FTE) is currently responsible for 60% more park land acreage than in 1980. Because of this increase in workload, some McMinnville parks are beginning to show the effects of reduced maintenance. This is particularly true of the smaller mini-parks and playlots.

If McMinnville's existing park facilities were to be maintained to the level of cities of comparable size in Oregon, an additional 2 FTE's would be needed, for a total of 7 FTE's (Table 8). New staff should fill voids in maintenance skills and expertise to maintain and enhance the level of service provided.

Costs and additional employee demand are based on an evaluation of current facilities, budget allocations and a comparison of parks maintenance practices in cities of comparable size in Oregon. The methodology for determining current maintenance costs and staffing levels is included on Table 8.

Maintenance staffing has not increased to address park expansion and increased use.

Table 8
CURRENT MAINTENANCE STAFFING NEEDS

Facility	Current Acres	Cost per Acre ^A	Maintenance Costs	
Mini-Parks/Playlots	2.71	\$2,500	\$6,775	
Neighborhood Parks	0	\$2,800	\$0	
Community Parks	124.46	\$3,100	\$385,826	
Linear Parks	22.95	\$1,000	\$22,950	
Special Use Parks	11.5	\$1,000	\$11,500	
Greenways/Greenspaces/Natural Areas	112.04	\$1,000	\$112,040	FTE Staff or Outsource Equivalent
TOTAL NEED			\$539,091	7.03
Staffing, Materials, and Capital Outlay Budget	Fiscal Year 96-97		\$532,169	5.00
Additional Staff Needed				2.03

^A Estimated costs based on an average of maintenance costs of cities of comparable size in Oregon as applied to McMinnville facilities.

Overall Maintenance Costs Estimation

- 1) Average maintenance cost estimators per acre/mile for various facility types in Oregon cities of comparable size was determined;
- 2) Maintenance cost estimators were then multiplied by the amount of current park land for each facility type in the City of McMinnville;
- 3) Individual facility type estimates were summed to obtain a total maintenance cost for all park land facilities in McMinnville.

Current Maintenance Staffing Needs

- 1) The average cost per maintenance employee (\$46,000), including salary and benefits, was determined from the 1996-1997 City of McMinnville budget;
- 2) The ratio of cost for full time park personnel was estimated against that allocated for materials and capital outlays. This ratio is approximately 60:40;
- 3) Multiplying the current full-time staffing ratio (0.60) by the estimated current total maintenance cost (\$539,091) reveals the current gross staffing cost;
- 4) Dividing gross current staffing costs by the average cost per full-time maintenance employee reveals the current employee staffing need (7) based on current McMinnville facilities and budgetary allocations.

CURRENT FUNDING

The following is a summary of current funding for parks and recreation administration, operations, maintenance, and capital facilities based on a review of existing practices and conditions in the City of McMinnville.

FUNDING FOR PARKS AND RECREATION ADMINISTRATION

Operations and Maintenance Activities

The Park Betterment Fund provides for operation and maintenance of the City's Aquatics Center, Senior Center, Community Center, recreation programs, parks and facilities maintenance, and administration. The Park Betterment Fund is a special revenue fund that receives revenues from the City's permanent rate levy and from fees for department activities and services (fund transfers, user fees, grants, and donations).

For FY 97-98 the total budget increased by 2.26% over FY 96-97 levels, to a total of \$2,423,198; but revenues from property taxes were only 79.77% of the amounts budgeted for FY 96-97 (\$813,169 versus \$1,019,427) reflecting reductions required by the passage of ballot measures 47 and 50. To partially offset this revenue loss, user fees and charges for services were budgeted at \$797,775 for FY 97-98, up 29.5% from FY 96-97 levels. These fees and charges represent 32.9% of total fund revenues for FY 97-98, up from 25.9% for FY 96-97.

Currently, fees and charges include participant fees for recreation programs and services and rentals. By increasing fees and charges, McMinnville's recreation programs have increased their level of self-support to:

- Community Center 67% self-supporting;
- Senior Center 68% self supporting; and
- Aquatic Center 52% self-supporting.

These percentages do not include the salary of the Parks and Recreation Director.

Program affordability influences both program participation levels and revenue. The Department continually reviews the affordability of fees and charges. Since fee increases took place, several programs have experienced a drop in participation. Financial accessibility of services remains a significant challenge when combined with resident's desire to reduce tax dollar dependency.

Recreation services have become more self-supporting.

FUNDING FOR PARKS AND RECREATION CAPITAL IMPROVEMENTS

General Obligation Bonds (G.O. Bonds)

G.O. Bonds are debt instruments sold by the City to fund new capital facilities or make improvements to existing facilities. These bonds are repaid with property tax revenue generated by a special levy that is outside the property tax limits imposed by Ballot Measure 5 (1990) and Ballot Measure 50 (1997). Voters must approve G.O. Bond sales and, per Ballot Measure 50, this approval must occur in a general election in an even numbered year, or in another election in which at least 50% of registered voters participate.

Since 1979, the City has issued G.O. bonds to fund construction of parks and recreation facilities, including a community center and a swimming pool. Library improvements, a new fire station, and transportation improvement projects have also been funded with general obligation bonds.

The City maintains an "A" rating with Moody's Investors Service on general obligation bond issues. Under current state statutes, the City's general obligation bonded debt issuances are subject to a legal limitation based on three percent (3%) of total assessed valuation of real and personal property. At the close of FY 97-98, the City's net general obligation bonded debt totaled \$9,390,000, well below the legal debt limit of \$39,600,000.

The City's relatively small amount of outstanding general obligation debt and significant debt capacity make voter-approved general obligation bonds a viable source of funding for parks and recreation capital improvements.

System Development Charges

System Development Charges (SDC's) are fees paid by new development to cover a portion of the costs of capital facilities needed to serve new development. The City collects parks and recreation SDC's for all new residential development and places these revenues in the Subdivision Park Reserve Fund.

The current SDC rate of \$300 per residential dwelling unit, established in 1991, generated \$423,738 in revenues during the six-year period between July 1, 1991 and June 30, 1997. For FY 1997-98, an additional \$50,000 in fee revenues is budgeted. Revenues from parks and recreation SDC's have been used to fund capital improvements, including a skateboard park, play equipment, and irrigation and lighting projects.

Because parks and recreation SDC rates were very low, and not sufficient to meet the needs of growth, the City Council recently increased SDC rates for park development for an 18-month period beginning in July 1999. These revenues could complement a G.O. bond measure for park development that may be presented to voters at the November 2000 election.

Primary funding sources for park improvements are general obligation bonds and system development charges.

SUMMARY OF CURRENT FUNDING SOURCES

Capital Improvements

The City has a relatively small amount of outstanding general obligation debt and significant debt capacity that may be used to fund new voter-approved bonds for parks and recreation capital improvements. Existing park SDC rates are very low and are not sufficient to generate significant revenues to meet the needs of this growth. These rates should be revised based on the costs of the projects included in the Master Plan. A level of capital improvement support that can be maintained over time and has citizen support should be established. (Note: As part of the Master Plan development process, McMinnville's SDC methodology was revised in 19998 to improve the City's capability of funding park acquisition and development.)

Administration, Operations, and Maintenance

Increases in fees, charges and rents, and transfers from other funds may help offset a portion of property tax losses in the Park Betterment Fund, but new revenue sources will be needed. The Department is increasing its collaboration with both Public Works and Planning. Additional strategies for funding parks and recreation needs will be proposed in the Master Plan recommendations.



CHAPTER 4: COMMUNITY INVOLVEMENT

To encourage citizen involvement in the development of the Master Plan, residents were provided with opportunities to express ideas and obtain information. These opportunities included: a community survey, community workshops, and stakeholder interviews. Residents were asked questions about:

- The benefits they receive from parks and recreation opportunities;
- Facility, operation, and recreation services improvements they feel are needed;
- Future planning priorities;
- How to fund improvements; and
- Their vision for the City of McMinnville's future parks and recreation system.

Residents were encouraged to contribute their ideas to the Master Plan.

SUMMARY OF COMMUNITY INVOLVEMENT EFFORTS

The following is a summary of community involvement and outreach efforts:

- *Interviews with Community Leaders:* Eight interviews were conducted with community leaders in McMinnville, including representatives from the city government, youth organizations, and the local newspaper.
- *Community Workshop:* In April 1997, a workshop was held to present an overview of the master planning process for the parks and recreation system in McMinnville. Participants were given the opportunity to provide their input on creating a vision for the future of McMinnville parks, and to suggest needed improvements and potential funding strategies.
- *Recreation Needs Assessment Survey:* This survey was implemented to involve residents who may not otherwise participate in the Master Plan process and to validate key findings among a statistically representative sample of residents. A summary of the survey results follows in the next section.
- *Public Information Display:* Information on parks and recreation in McMinnville and the master plan were set up at the Community Center and at various community events during the master planning process.

Meeting the needs of youth is considered to be the most pressing community need.

- *News Register Articles:* Articles were published in The News Register to publicize public involvement and provide information on significant findings of the master planning process.
- *Other Public Involvement Opportunities:* A second Community Workshop, Advisory Committee Meetings, and presentations to the Planning Commission and City Council provided additional opportunities for community involvement.

FINDINGS

The following is a summary of the findings from the community involvement efforts. Findings are broken down into five categories of operation:

Management

- Residents feel that the greatest issue facing the McMinnville community is increasing urban growth and its impacts on livability;
- Meeting the needs of youth is considered the most pressing community need in the City of McMinnville;
- The main role of the Parks and Recreation Department should be to provide recreation programs and a variety of activities and facilities;
- Determining future needs, addressing funding issues, and balancing future growth with additional park lands are considered to be other key issues for the City of McMinnville; and
- Residents value the availability of parks for family activities, the enhanced community aesthetics provided by parks, and the role of parks and recreation in providing positive activities for youth.

Facility Improvements

The highest priority facility improvements include:

- Distribute facilities throughout McMinnville to meet the future demand of the growing population and the needs of new neighborhoods;
- Develop a community park on McMinnville's west side;
- Develop undeveloped park sites, such as Quarry Park, the Tice Property, and complete Dancer Park;
- Develop joint school/park facilities;
- Create a comprehensive trail system that connects parks, community destinations and neighborhoods, including trails along Cozine Creek;
- Expand recreation facilities, such as ball fields, basketball courts, an outdoor amphitheater, dog parks, and skateboard parks; and
- Acquire additional parks and open space.

Recreation Programs

- Residents generally feel that the Parks and Recreation Department is doing a good job with its current recreation program offerings. Some improvements could include:
 - Expanding services to youth;
 - Utilizing recreation programs to integrate the Hispanic population with the larger community;
 - Targeting services at low income residents;
 - Increasing non-sport oriented programs; and
 - Providing opportunities for volunteerism.

Distributing parks and facilities throughout McMinnville is highly important.

Maintenance

- Many residents feel that the Parks and Recreation Department is doing an adequate job in its overall maintenance, especially given the limited resources available.
- Maintenance practices should be reevaluated to develop a plan for future maintenance and identify opportunities to reduce costs.

Funding

- Currently the Parks and Recreation Department is funded by property taxes, user fees, donations, facility rentals, grants, concessions, intergovernmental revenues, and systems development charges.
- Additional suggestions included: formation of a park district; public/private partnerships; volunteerism; partnerships with public schools and Linfield College; increasing System Development Charges; a bond issue; increased fines for vandalism; tourism-based revenue; and ISTEA.

RECREATION NEEDS ASSESSMENT SURVEY

The *Recreation Needs Assessment Survey* was mailed to all households in McMinnville. A total of 582 completed surveys were returned. The findings below represent a summary of the answers received in the survey. The survey instrument, the detailed survey results and the open ended survey responses can be found in the *Recreation Needs Assessment Survey Report*, MIG, Inc., 1997.

FINDINGS

Major findings of the *Recreation Needs Assessment Survey* follow. Survey findings regarding recreation programs are reported in Chapter 3.

Current Use of Parks, Recreation and Trail Facilities

- Over 64% of respondents said that they used the McMinnville Community Center either frequently or infrequently;
- Most of all the community parks were highly used. City Park was used by 65% of respondents, 57% used Wortman Park, and 45% used Dancer Park;
- Many respondents were unsure of the location of many of McMinnville's smaller or undeveloped parks. Over half were unsure of the location of Quarry Park. More than half of the respondents did not know the location of many of the City's greenspaces and mini-parks/playlots; and
- Trail-related activities enjoy the highest rate of participation, receiving 29% of the total responses. This relatively high level of interest corresponds to similar findings among Oregonians as a whole.

*McMinnville
Community
Center and
community parks
are highly used
by residents.*

Pedestrian and bike trails and natural areas are highly desired additions.

Facility Improvements

- Respondents indicated the top two priorities for additional facility improvements are:
 - Providing more pedestrian and bicycle trails (29%), and
 - Acquiring and protecting more natural areas and greenways (23%);
- Picnic facilities (28%) and children's play areas (27%) were cited as the current facilities needing the most improvements;
- Respondents indicated that the most desired new facility was an outdoor concert area (74%) and a botanical/community garden (72%);
- Thirty-nine percent (39%) of respondents felt that the City should maintain mini-parks as neighborhood open space;
- Thirty-six (36%) percent felt that Quarry Park should be developed as an outdoor amphitheater and 74% said they would favor a facility of this type somewhere in the city. However, respondents also indicated that local residents of Quarry Park may not favor an amphitheater at that site. Additional public discussion on this issue is necessary.

Potential Planning Policies

Many potential planning policies were highly rated by residents, including:

- Improving park and facility maintenance;
- Expanding the bike and pedestrian trail system;
- Developing hiking trails in natural areas;
- Acquiring more land to protect natural areas and stream corridors; and
- Acquiring and developing a multi-purpose community park on the west side of the city.

Funding

- The most desirable additional sources of funding would come via business partnerships/sponsorships (91%), and partnerships with McMinnville Public Schools and Linfield College for joint use of facilities (90%).
- Over 84% of respondents felt that they would be very willing or somewhat willing to pay an additional \$5.00 more per month on the average home;
- Over 65% were very willing or somewhat willing to pay an additional \$8.00 per month; and
- Over 65% said they were not willing to pay an additional \$12.00 per month.

BENEFITS OF PARKS AND RECREATION

McMinnville residents recognize that parks and recreation are essential to continued community livability. When asked what they value most about parks and recreation in McMinnville, respondents to the *Recreation Needs Assessment Survey* most often mentioned:

- Providing positive activities for youth (45%);
- Building a sense of community (18%); and
- Preserving the environment (16%).

Through other public involvement opportunities, residents also identified these values:

- Providing diverse experience for active, passive and unprogrammed recreation;
- Contributing to overall community livability;

- Building stronger families;
- Balancing the impacts of growth and increasing density;
- Protecting natural resources, such as floodplains, waterways, and wildlife habitat;
- Ensuring parks and recreation opportunities are distributed throughout McMinnville's neighborhoods;
- Providing affordable recreation opportunities;
- Using existing resources efficiently;
- Maximizing public access through an interconnected parks and recreation system;
- Providing public access to nature;
- Providing safe places for kids to play;
- Continuing partnerships with area schools to provide programs and facilities;
- Enjoying safe and well-maintained parks and recreation facilities;

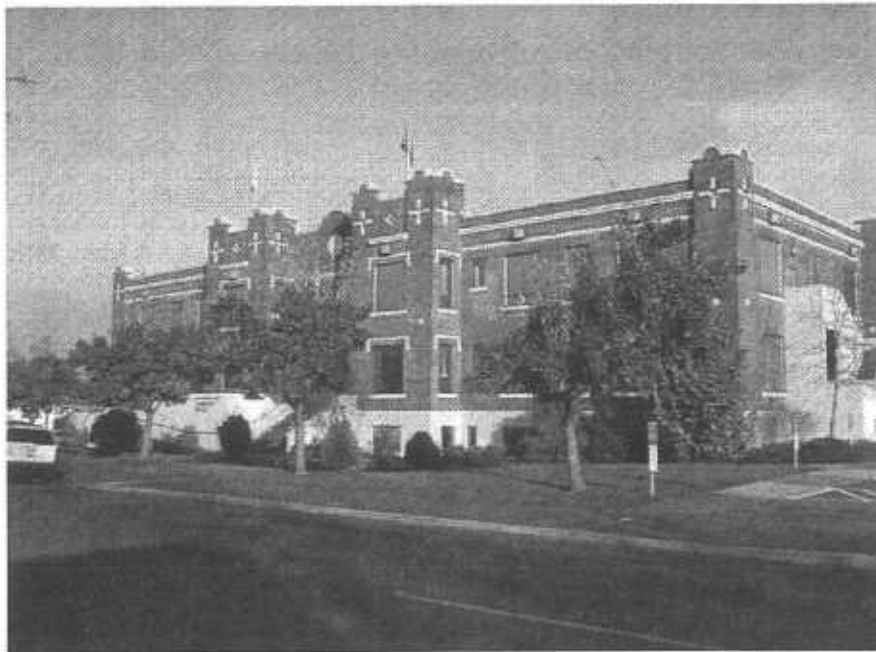
Residents confirmed the benefits that parks and recreation provides.

SUMMARY

Over 500 residents participated in the Master Plan development process. These residents provided valuable insight into the community needs, and confirmed the benefits that parks and recreation provide to the community. These benefits include providing positive activities for youth, building a sense of community, and preserving the natural environment for future enjoyment. Through their participation in the development of the Master Plan, community members helped shape a vision for the future of the parks and recreation system. The recommendations of this Master Plan will grow out of this vision.

Part II
The Plan





CHAPTER 5: A VISION

To address key issues facing the Parks and Recreation Department, a guiding vision was needed. The vision for McMinnville's future parks and recreation system emerged from the Master Plan community involvement process, and formed the basis for Master Plan recommendations in the areas of *facilities, recreation services, maintenance, and management.*

*Recommendations
are steps to achieve
the vision.*

VISION FOR A FUTURE PARKS AND RECREATION SYSTEM

Parks, recreation programs and facilities, and open space are essential elements in enhancing the quality of life in McMinnville. They foster healthy, active lifestyles, strengthen a sense of community, prevent crime, protect the environment, and contribute to a healthy economy. The Parks and Recreation Department will provide an interconnected parks and recreation system that:

- Provides diverse opportunities for active, passive, and unprogrammed recreation to all residents;
- Contributes to overall community livability and pride;
- Balances the impacts of growth and increasing density with sufficient facilities;
- Fosters stewardship of natural resources, such as floodplains and waterways;
- Provides equitable distribution of parks and recreation opportunities throughout the City;
- Reduces auto-dependency and enhances recreation opportunities by connecting recreation resources, community destinations, and neighborhoods with trails and greenways;
- Provides positive activities for youth;
- Promotes strong families;
- Helps residents achieve an active, healthy lifestyle;

- Builds and maintains partnerships with area schools and others to provide programs and facilities;
- Provides safe and well-maintained parks and recreation facilities;
- Provides for effective and economically sound management of public resources; and
- Informs residents about their recreation opportunities, and involves them in decision-making.



CHAPTER 6: RECOMMENDATIONS

This portion of the Master Plan presents recommendations for implementing the vision for a future parks, recreation and open space system. Recommendations address the following areas:

- Park Facilities;
- Recreation Programs;
- Maintenance; and
- Management.

For each of these areas the following information is provided:

- An issue statement;
- Primary benefits associated with providing the facility or service;
- A brief description of the proposed recommendations; and
- Suggested benchmarks by which to measure progress.

Detailed recommendations for park facilities, recreation programs, maintenance, and management are included as tables in each section of this chapter.

PARK FACILITIES

Park facilities include:

- Mini-parks/Playlots;
- Neighborhood Parks;
- Community Parks;
- Linear Parks;
- Special Use Parks;
- Greenspace/Greenways/Natural Areas;
- Trails and Connectors.

Recreation resources should be equitably distributed.

Definitions for each facility type are provided in Table 1. General recommendations are provided for each type of facility. Specific recommendations for priority facility improvements are presented in Tables 9 through 13.

ISSUE STATEMENT

To maintain McMinnville's existing level of community livability and balance anticipated growth, existing parks should be renovated and new parks should be developed. These recreation resources should be equitably distributed throughout the community to provide access to all residents. City Park should be renovated to serve as the heart of Downtown and the cornerstone of McMinnville's park and recreation system.

BENEFITS

Parks, recreation facilities and open spaces provide many important benefits to a community. The benefits include:

- Enhancing community livability;
- Fostering a sense of community by providing space for community social events;
- Building community pride;
- Protecting natural resources and open space for future generations;
- Providing access to recreation opportunities for residents of all ages;
- Providing opportunities for environmental education;
- Providing trail connections which link park facilities, neighborhoods, work places, schools, and other community facilities.

Parks and open space enhance community livability.

RECOMMENDATIONS

- Redesign mini-parks/playlots with neighborhood involvement to reduce maintenance and meet current needs; involve neighbors in on-going mini-park stewardship;
- Renovate existing community parks to improve park condition, increase recreational opportunities, meet current safety requirements, and provide access for people with disabilities;
- Acquire and develop additional 103.5 acres of community parks to meet future population needs and ensure geographical accessibility to all residents;
- Improve access to basic recreation opportunities for all McMinnville residents by acquiring and developing at least an additional 76 acres of neighborhood parks in underserved neighborhoods (areas that do not have a neighborhood or community park within ½-mile of residences or must cross heavily traveled streets to reach a park);
- Encourage the development of linear parks in future neighborhoods;
- Develop special use parks to protect and highlight unique natural areas and to respond to the particular recreation needs of McMinnville residents;
- Protect natural areas and stream corridors by acquiring greenways along creeks and the Yamhill River;
- Provide public access to natural areas and trail-related recreation by developing trails through greenways and in natural areas.
- Pursue joint use agreements with the School District, Linfield College and other partners to share the cost of facility development and maintenance;

- Provide an interconnected pedestrian and bicycle system that links McMinnville's parks and open spaces and connects them to neighborhoods, work places, and schools.

BENCHMARKS

- Percent of residents who live within ½-mile radius of a neighborhood or community park;
- Number of mini-parks redesigned and renovated with neighborhood involvement;
- Number of total acres of park land per 1000 population;
- Number of miles of multi-purpose trail;
- Percent of residents who live within ½ mile of a multi-purpose trail;
- Number of multi-purpose trail users, including pedestrians, bicyclists, and wheelchair users.

*Partnerships
should be
pursued to
reduce costs.*

PARK FACILITY ACTION PLAN

The findings of the *Parks System Resource Inventory & Analysis* combined with the results of the community involvement process indicate that new neighborhood and community parks, additional open space and trails, and new recreation facilities will be necessary to meet McMinnville residents' needs as the population grows.

To evaluate areas of greatest need, the city was divided into planning quadrants: Northeast (NE), Northwest (NW), Southeast (SE) and Southwest (SW). Planning area boundaries are illustrated on Map 1.

Underserved neighborhoods have been identified in each of these districts. An underserved neighborhood is defined as:

- A neighborhood in which residents are not within ½ mile of either a neighborhood or a community park; or
- A neighborhood where a major street separates residents from park facilities.

Twenty underserved neighborhoods throughout the four planning quadrants are identified. These areas are shown on Map 1. Through a series of meetings with the Master Plan Advisory Committee, community members, Parks and Recreation Department staff, and staff from other City departments, facility improvements were recommended to address all underserved neighborhoods.

In addition to developing new facilities, recommendations also include:

- Renovating existing facilities; and
- Pursuing joint use opportunities.

Once suggested improvements were identified for all planning areas, priorities were established for suggested improvements. Using these priorities, a Recreation Facility Action Plan was developed for each planning area to address community needs to the year 2017 (Tables 9 through 13). The Action Plan includes a list of recommended improvements for the following:

- Mini-parks/Playlots;
- Neighborhood Parks;
- Community Parks;
- Linear Parks;
- Special Use Parks;
- Greenspace/Greenways/Natural Areas;
- Trails and Connectors;
- Recreation Centers and Facilities;
- Joint Use Opportunities.

The priority level (1 through 3, with 1 being the highest priority) of each recommended improvement is identified. City-wide improvements, such as an ADA transition plan and renovating children's play areas, are listed as General Improvements, and are identified in Table 13.

Actions, priorities and timing may change based on evolving community needs, funding and program demand.

Underserved neighborhoods were identified.

Table 9

RECREATION FACILITY ACTION PLAN - NORTHEAST

Underserved Areas	Action	Priority		
		1	2	3
	Mini-Parks/Playlots			
	Redesign North Evans park			x
	Redesign Bennet Addition			x
8	Develop a mini-park jointly with school district	x		
	Encourage the development of urban plazas in Downtown (Task Force 2000)		x	
	Neighborhood Parks			
6	Acquire neighborhood park site adjacent to proposed school site	x		
7	Acquire neighborhood park		x	
10	Acquire neighborhood park w/connections to Yamhill Greenway			x
11	Acquire neighborhood park with connections to Yamhill River			
	Community Parks			
	Renovate Wortman Park	x		
	Greenspace/Greenways			
	Acquire Yamhill River greenways			x
6	Develop a greenway connector between new neighborhood park/proposed school and Tice property			x
	Trails and Connectors			
9, 11	Develop Yamhill River Greenway trail			x
10	Develop trail connections to Dancer Park/Yamhill River		x	
	Recreation Centers			
	Provide additional parking at Senior Center	x		
	Joint Use Opportunities			
8	Pursue joint use agreements with Cook School, Adams School, Patton Middle School and McMinnville High School	x		
6	Pursue joint use agreement with School District for undeveloped land	x		

Table 10

RECREATION FACILITY ACTION PLAN - NORTHWEST

Underserved Areas	Action	Priority		
		1	2	3
	Mini-Parks/Playlots			
4	Redesign Greenbriar park with neighborhood involvement		x	
	Neighborhood Parks			
2	Acquire a neighborhood park	x		
4	Acquire a neighborhood park	x		
5	Jointly develop Memorial School as a neighborhood park	x		
	Develop joint use agreements with Newby/Duniway Schools	x		
	Community Parks			
1	Acquire a Westside Community Park	x		
	Renovate City Park	x		
	Special Use Parks			
3	Acquire a special use park adjacent to the BPA Easement/ acquire Elks Park	x		
	Update the Master Plan for Quarry Park with community involvement	x		
	Greenspace/Greenways			
3	Acquire a greenway along Baker Creek connecting Tice/BPA Easement	x		
	Develop a trail in the Cozine Creek Greenway			x
	Develop trails and interpretive signage at the Tice Property	x		
	Trails and Connectors			
4	Develop the Westside Trail (BPA Easement)	x		
	Develop a trail in the Baker Creek greenway	x		
	Recreation Centers			
	Renovate Aquatic Center		x	
	Joint Use Opportunities			
5	Pursue joint use agreement with Memorial Elementary	x		
2	Pursue joint use agreement with School District for undeveloped land	x		

Table 11
RECREATION FACILITY ACTION PLAN - SOUTHEAST

Underserved Area		Action	Priority		
			1	2	3
		Mini-Parks			
		Redesign Village Mill park			x
		Redesign Bend-O-River park	x		
		Redesign Kingwood park			x
		Neighborhood Parks			
17		Acquire neighborhood park site	x		
18		Acquire neighborhood park site	x		
		Community Parks			
		Renovate facilities at Kiwanis Park			x
		Acquire land to the west of Kiwanis Park	x		
		Improve access and parking at Dancer Park	x		
		Develop Marsh Lane Extension at Dancer Park	x		
		Complete Dancer Park	x		
		Greenspace/Greenways			
		Acquire Yamhill River greenway		x	
		Improve trails and provide interpretive signage at Airport Park		x	
		Trails and Connectors			
18		Develop a pedestrian bridge from Bend-O-River Neighborhood to Dancer Park	x		
		Develop Yamhill River Greenway trail			x
18		Develop a trail from Dancer Park to Cozine Creek		x	
		Joint Use Opportunities			
17		Develop joint use agreement with Linfield College (could eliminate the need for a separate neighborhood park site)	x		

Table 12

RECREATION FACILITY ACTION PLAN - SOUTHWEST

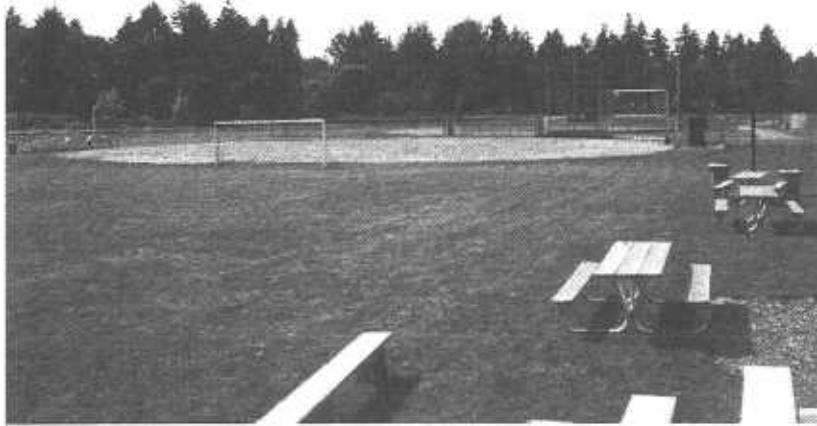
Underserved Area		Action	Priority		
			1	2	3
		Mini-Parks			
		Redevelop Taylor Park			x
		Community Parks			
15		Acquire a community park	x		
		Neighborhood Parks			
12		Acquire a neighborhood park			x
		Linear Parks			
12		Acquire a linear park	x		
13		Establish a linear park along creek	x		
		Greenspace/Greenways			
		Acquire additional property in the Cozine greenway	x		
		Develop trails in the Barber Property		x	
		Trails and Connectors			
		Develop trails in the Cozine Greenway	x		
		Redevelop Ash Meadows portion of Westvale Park	x		
		Extend Westvale Linear Park to Hill Rd			x
		Joint Use Opportunities			
16		Develop joint use agreement with Linfield College	x		

Table 13

RECREATION FACILITY ACTION PLAN - GENERAL

Action	Priority		
	1	2	3
Develop a community or botanical garden site		x	
Add baseball/softball fields to meet "anticipated need" and/or adequately serve local demand		x	
Add outdoor basketball courts to meet "anticipated need" and/or adequately serve local demand		x	
Develop 2 dog park facilities		x	
Develop a fishing area			x
Develop a new group of picnic areas to meet "anticipated need" and/or serve local demand		x	
Develop a number of outdoor volleyball courts to meet "anticipated need" and/or serve local demand			x
Develop an outdoor performance area	x		
Develop a skateboard and rollerblade facility	x		
Add soccer fields to meet "anticipated need" and/or adequately serve local demand for age groups facilities		x	
Renovate current site furnishings			x
Renovate and standardize signage		x	
Add 13 additional playground areas		x	
Renovate existing children's playground areas	x		
Add tennis courts as needed to provide close-to-home neighborhood access		x	

"Anticipated need": State and national standards which reflect generally recognized "adequate practice" levels of service on a per thousand population basis (see Table 3). Local decision makers may consider these as benchmarks against which to measure or compare McMinnville's capacity to serve it's citizens. Ultimately, however, local decisions should be customized to reflect McMinnville's community trends and influences, citizen input, and available resources.



MASTER PLAN MAP

Map 2 illustrates McMinnville's existing parks and open space, and Master Plan recommendations for facility improvements. The map includes much of the same information shown on Map 1 but also includes proposed parks:

- *Mini-parks/Playlots:* Proposed mini-parks or playlots are shown in dark green; no new mini-parks or playlots are proposed.
- *Neighborhood Parks:* There are no existing neighborhood parks. Proposed parks are shown with a green striped circle, and labeled N. Exact sites for these parks have not yet been determined.
- *Community Parks:* Existing community parks are shown in dark green and labeled C. Proposed parks are shown with a green striped circle and are labeled C. As in the case of neighborhood parks, exact sites for proposed community parks have not yet been determined.
- *Linear Parks:* Existing developed parks are shown as a dark green circle and labeled L; existing undeveloped parks are shown as a light green circle and labeled L; proposed parks are shown with a green striped circle and are labeled L. Exact sites for these proposed parks have not yet been determined.
- *Special Use Parks:* Special Use Parks are shown in yellow. Proposed special use parks are shown as a yellow striped circle, and are labeled S. Exact sites for these parks have not yet been determined.
- *Greenspace/Greenways/Natural Areas:* Existing greenspace, greenways, or natural areas are indicated in light green; proposed areas will follow creeks and waterways and are shown as multi-purpose trails with a green dashed line.
- *Trails and Connectors:* Existing City bikeways are shown as a solid blue line; proposed bikeways are shown as a thin red line broken by circles; multi-purpose trails proposed by the master plan are shown as a dashed green line.
- *Other Facilities:* Community/Recreation centers, schools, other city property; waterways, and floodplains are also shown on the map. The City boundary and study areas are also displayed.

RECREATION PROGRAMS

ISSUE STATEMENT

The Parks and Recreation Department is the primary provider of recreation programs in McMinnville. Additional programs are needed to accommodate future community growth and meet the needs and interests of residents. Programs for youth are residents' highest priority. Recreation programs must remain affordable to all residents. The City must be able to demonstrate the value provided to residents by their investment in recreation programs.

BENEFITS

Recreation programs provide accessible, diverse activities – both programmed and unprogrammed – for people of all ages and abilities. Benefits accrue to both the individual and the entire community:

- Provides positive activities for youth;
- Builds a sense of community;
- Enhances appreciation for the environment;
- Contributes to strong families; and
- Encourages tolerance and respect for people with different abilities and backgrounds.

RECOMMENDATIONS

- Develop programs for preschool children;
- Expand youth programming;
- Develop wildlife and nature education programs, outdoor programs, and programs in the creative and performing arts;
- Improve outreach to seniors, disabled residents and ethnic minority populations;
- Expand special interest classes for youth and adults;
- Provide programs for families; and
- Evaluate programs and service delivery on an ongoing basis to ensure that they are achieving planned outcomes.

BENCHMARKS

- Number of preschool children served;
- Number of youth served;
- Number of programs that achieve planned outcomes when measure with an appropriate program evaluation instrument;
- Percent increase in participation by seniors, disabled residents and members of ethnic minorities.

Table 14

RECREATION SERVICES ACTION PLAN

User Group	Action	Priority		
		1	2	3
Preschool Children	Develop specific preschool programs	x		
Elementary School Age	Develop additional special interest classes	x		
	Expand KOB Elementary Summer Program	x		
	Expand non-sports programming	x		
	Develop programs for non-school days	x		
	Expand KOB staff at Memorial School	x		
	Expand youth sports program	x		
Middle School Age	Expand middle school programs with teen involvement	x		
	Expand drop-in gym activities	x		
Teens	Develop an intramural sports program		x	
Adults	Develop additional special interest classes		x	
	Increase program variety		x	
Aquatics	Increase program variety	x		
	Increase hours for lap swims	x		
Seniors	Improve outreach	x		
	Develop neighborhood-based programs		x	
All ages	Develop wildlife and nature education programs		x	
	Develop programs in the creative and performing arts			x
	Develop outdoor programs		x	
Families	Expand summer concert series	x		
	Develop additional family programs	x		
	Increase hours for family swim	x		
Disabled residents	Improve outreach	x		
Ethnic minority populations	Improve outreach	x		
General	Continue to expand partnerships/sponsorships	x		
	Increase building utilization	x		
	Ensure that future staff reflect community diversity	x		
	Provide staff training to expand skills	x		
	Increase the number of recreation programs provided	x		
	Adopt the NRPA Inclusion Statement	x		
	Develop enterprise programs, especially tourism related		x	
	Update marketing materials, such as the program guide		x	

MAINTENANCE

ISSUE STATEMENT

As the parks, recreation and open space system expands, maintenance responsibilities increase. Already parks are beginning to show the effect of inadequate maintenance budgets. As new park facilities are developed, funding for maintenance must also be increased.

BENEFITS

- Protects the community's investment in parks and recreation facilities;
- Contributes to community pride;
- Provides opportunities for volunteerism and stewardship of community resources.

RECOMMENDATIONS

- Incorporate maintenance standards recommended by the National Recreation and Park Association to guide the provision of maintenance services for all park types;
- Establish a maintenance management plan for each park and recreation facility;
- Inform the public about maintenance goals for each park and facility type so that community members will have appropriate expectations regarding facility maintenance;
- Recruit and hire personnel with knowledge of park management philosophies and practices and experience in park maintenance for future Public Works Superintendent or department leadership openings;
- Involve volunteers in park development and maintenance;
- Evaluate staffing levels and cost/benefits of contract labor; and
- Hire additional utility workers.

BENCHMARKS

- Number of maintenance management plans developed;
- Number of hours of volunteer participation in park maintenance activities;
- Number of maintenance staff/park land acre.

Table 15

MAINTENANCE ACTION PLAN

Action	Priority		
	1	2	3
Establish maintenance standards for all park and recreation facilities	x		
Develop maintenance management plans for each facility	x		
Reevaluate the cost/benefits of contracting vs. use of in-house staff	x		
Develop a computerized maintenance management system		x	
Improve maintenance of Aquatic Center	x		
Involve neighborhood residents in park maintenance, especially mini-parks	x		
Identify and prioritize volunteer projects	x		
Hire 2 additional utility workers to meet current needs	x		
Hire additional utility workers to maintain additional facilities acquired by 2017			x

MANAGEMENT

ISSUE STATEMENT

The Parks and Recreation Department will be faced with managing more park land and additional recreation programs as the population of McMinnville increases. To effectively manage these community resources, more tools should be developed to guide the design and management of park facilities; public information, community involvement, and public safety efforts should be expanded; joint use agreements should be developed; and on-going staff training program should be implemented.

BENEFITS

- Contributes to efficient use of resources (staff, land, and dollars);
- Builds support for park facilities and recreation programs;
- Increases community ownership and participation in the Department;
- Enhances public safety.

RECOMMENDATIONS

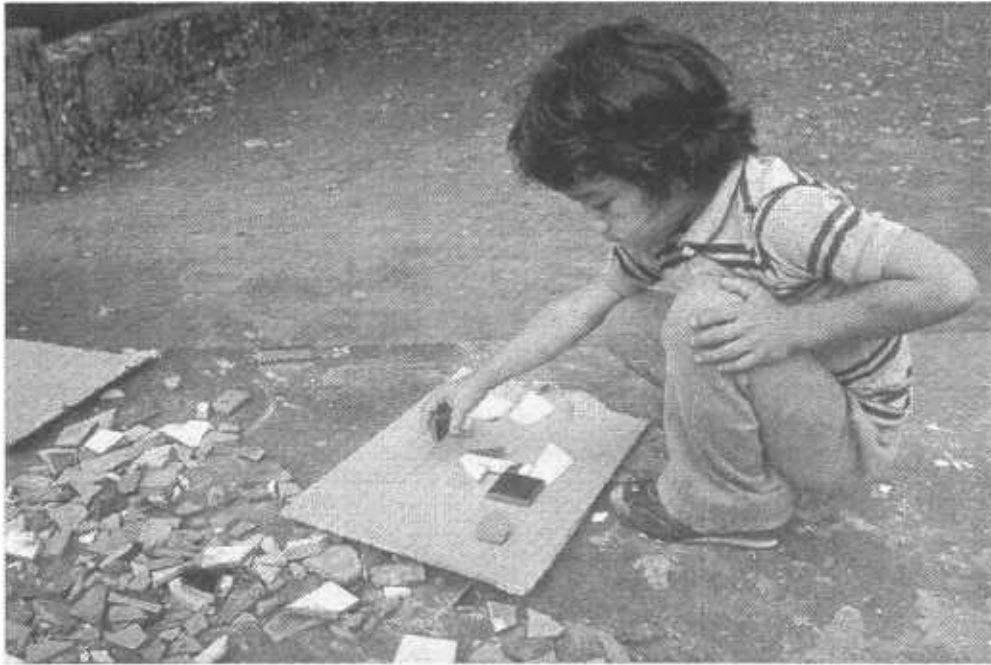
- Develop new standards, guidelines and policies for facility development and management;
- Develop community involvement policies to encourage and manage volunteerism;
- Establish guidelines for developing joint use agreements and partnerships;
- Develop staff training programs to increase staff effectiveness; and
- Improve dissemination of information about park facilities and recreation programs.

BENCHMARKS

- Number of facility users annually;
- Number of parks that meet Americans with Disabilities Act Guidelines (ADAAG);
- Number of volunteers annually; and
- Hours of staff training and cross-training annually.

Table 16
MANAGEMENT ACTION PLAN

Action	Priority		
	1	2	3
Facility Design and Management			
Establish design standards for restrooms	x		
Establish design standards for portable restroom pads and enclosures	x		
Establish design standards for trail construction	x		
Establish lighting design standards for each park type	x		
Establish planting design guidelines	x		
Establish design guidelines for play areas	x		
Establish design guidelines for play area safety surfacing	x		
Establish design guidelines for parking	x		
Develop tree management policies	x		
Develop dog management policies	x		
Develop construction inspection procedures	x		
Define the role of the Parks and Recreation Department in planning and design of the urban landscape	x		
Hire a landscape architect or contract services		x	
Develop ADA transition plan	x		
Develop neighborhood patrols		x	
Implement a safety inspection & record keeping program	x		
Public Information			
Develop a web page		x	
Develop a park system brochure	x		
Expand information dissemination	x		
Community Involvement			
Hire a volunteer coordinator		x	
Develop community involvement policies	x		
Develop an adopt-a-park program	x		
Joint Use Agreements			
Establish guidelines for developing joint use agreements	x		
Expand joint use agreements	x		
Staffing/Staff Development			
Supplement the City personnel manual with Department information	x		
Develop a staff development plan	x		



CHAPTER 7: TEN-YEAR FUNDING PLAN

To successfully implement the Master Plan recommendations, and expand parks and recreation facilities and services, an adequate budget is needed. This chapter identifies capital improvement and maintenance funds needed to realize McMinnville's vision for the future.

PARK FACILITY FUNDING PLAN

To accommodate future growth, a Park Facility Funding Plan has been developed that addresses acquisition, development, and renovation of the following:

- Mini-parks/Playlots;
- Neighborhood Parks;
- Community Parks;
- Linear Parks;
- Special Use Parks;
- Greenspace/Greenways/Natural Areas;
- Trails and Connectors.

The funding plan addresses fiscal years 1999-2000 through 2008-2009.

The funding plan for priority land acquisition and facility improvements is provided in Tables 17. These tables correspond to the Recreation Facility Action Plan presented in Tables 9 through 13.

Table 17 includes:

- *Planning Area:* This column indicates the planning area where each facility improvement is located. Improvements have been listed in the following order: Northeast, Northwest, Southeast, and Southwest. Planning area boundaries are indicated on Map 1.

An adequate budget is needed to implement the plan.

- *Facility:* This column lists Master Plan recommendations for facility improvements.
- *Total Estimated Cost:* This column represents the total estimated cost for acquisition, development and/or renovation of each facility.
 - \$50,000 per acre land acquisition cost;
 - \$80,000 per acre for park development or redevelopment cost
 - \$350,000 per mile for development of paved trail with landscaped corridor;
 - \$100,000 per mile for development of open space soft surface trail;
 - \$150,000 per playground renovation at neighborhood parks;
 - \$300,000 per playground renovation at community parks.
- *Proposed Ten-Year Funding Plan:* Proposed budgets to implement the priority improvements are shown in the next ten columns. Project costs not budgeted in the ten-year funding plan are shown on Table 21 for 2010-2019.

Table 17
PARK FACILITY 10-YEAR FUNDING PLAN

Planning Area	Facility	Total Estimated Cost	1999 - 2000	2000 - 2001	2001 - 2002	2002 - 2003	2003 - 2004	2004 - 2005	2005 - 2006	2006 - 2007	2007 - 2008	2008 - 2009
NEIGHBORHOOD PARKS												
NE 6	Acquire a neighborhood park adjacent to proposed school site	\$ 1,300,000						\$ 400,000	\$ 900,000			
NE 8	Develop a mini-park parcel with the school district	\$ 100,000			\$ 100,000							
NW 4	Acquire a neighborhood park	\$ 1,300,000			\$ 400,000	\$ 900,000						
SE 17	Acquire a neighborhood park	\$ 520,000			\$ 200,000							
SW 12	Acquire a neighborhood park	\$ 1,300,000							\$ 350,000	\$ 250,000		
COMMUNITY PARKS												
NW	Update the Master Plan for Quarry Park with community involvement / develop Quarry Park	\$ 920,000					\$ 920,000					
NW 3	Acquire "special use" community park adjacent to BPA Elementary	\$ 3,900,000						\$ 560,000		\$ 500,000	\$ 500,000	
SE	Complete Dancer Park	\$ 5,050,000										
SW 15	Acquire and develop community park	\$ 2,600,000		\$ 540,000	\$ 600,000	\$ 1,560,000						
RENOVATIONS												
NW	Renovate City Park	\$ 1,110,000										
SE	Renovate Greener Park	\$ 372,000						\$ 372,000				
NE	Renovate Workman Park	\$ 1,900,000					\$ 250,000					
SPECIAL PROJECTS												
SE	Develop Marsh Lane Extension into Dancer Park	\$ 1,750,000					\$ 1,050,000	\$ 700,000				
	Develop a ballcourt and multi-use facility	\$ 120,000					\$ 120,000					
	Professional Services	\$ 61,000	\$ 31,000	\$ 500	\$ 20,000	\$ 500	\$ 500	\$ 500	\$ 500	\$ 500	\$ 500	\$ 500
TRAILS/GREENWAYS/NEAR PARKS												
NW	Develop trails, interpretive signage, support facilities at Fox property	\$ 240,000	\$ 20,000	\$ 20,000							\$ 192,000	\$ 192,000
NW 3, 8, 6	Acquire Greenway along Baker creek and develop trail connecting Fox property BPA Elementary	\$ 1,275,636										
NW 4	Develop a west side trail (BPA Elementary)	\$ 350,000				\$ 350,000						
NW, SW, SE	Develop Coaker Creek/Thornhill River Greenway Trail	\$ 7,418,227	\$ 70,000	\$ 20,000	\$ 20,000	\$ 20,000	\$ 33,500				\$ 20,000	\$ 386,500
SE	Improve trails and provide interpretive signage at Alcorn Park	\$ 975,000										
SW	Redevelop Ash Meadows portion of Waterlake Trail	\$ 175,000	\$ 30,000									
SW 12, SW 13	Acquire a linear park	\$ 942,368									\$ 20,000	
FACILITY TOTALS		\$ 33,309,227	\$ 81,500	\$ 560,500	\$ 1,070,500	\$ 2,350,500	\$ 3,240,500	\$ 2,021,500	\$ 1,184,000	\$ 942,500	\$ 962,500	\$ 529,000



MAINTENANCE FUNDING PLAN

The Funding Plan for maintenance services is illustrated in Table 18. Maintenance staff and material costs were calculated for the following areas:

- Mini-Parks/Playlots;
- Neighborhood Parks;
- Community Parks;
- Linear Parks;
- Special Use Parks;
- Greenways/Greenspaces/Natural Areas.

Total staffing costs were calculated using an average of \$46,000 per maintenance staff (including benefits and payroll taxes), based upon the 1996-97 City of McMinnville budget.

The following costs per acre were used to develop estimated maintenance costs per year:

- \$1000 per acre for greenways/greenspaces/open space and undeveloped park sites;
- \$2800 per acre for neighborhood parks;
- \$3100 per acre for community parks;
- \$1000 per acre for linear parks;
- \$3100 per acre for special use parks.

Table 18
PARK MAINTENANCE FUNDING PLAN

Facility	Current Acres	*Cost per Acre	Current Cost	Estimated Maintenance Costs													
				1999 - 2000	2000 - 2001	2001 - 2002	2002 - 2003	2003 - 2004	2004 - 2005	2005 - 2006	2006 - 2007	2007 - 2008	2008 - 2009				
Mini-Parks / Playlots	2.71	\$2,500	\$6,775	\$6,775	\$8,075	\$8,075	\$8,075	\$8,075	\$8,075	\$8,075	\$8,075	\$8,075	\$8,075	\$8,075	\$8,075	\$8,075	\$8,075
Neighborhood Parks	0.00	\$2,800	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Community Parks	124.46	\$3,100	\$385,826	\$385,826	\$416,826	\$416,826	\$416,826	\$416,826	\$416,826	\$416,826	\$416,826	\$416,826	\$416,826	\$416,826	\$416,826	\$416,826	\$416,826
Linear Parks	22.95	\$1,000	\$22,950	\$22,950	\$22,950	\$22,950	\$22,950	\$22,950	\$22,950	\$22,950	\$22,950	\$22,950	\$22,950	\$22,950	\$22,950	\$22,950	\$22,950
Special Use Parks	0.00	\$3,100	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Greenways/Greenspaces/Natural Areas	123.54	\$1,000	\$123,540	\$143,540	\$170,040	\$186,540	\$197,040	\$184,810	\$211,310	\$228,000	\$228,000	\$228,000	\$228,000	\$228,000	\$228,000	\$228,000	\$228,000
Total Projected Maintenance Cost			\$539,091	\$559,091	\$617,891	\$634,391	\$706,891	\$722,661	\$749,161	\$772,661	\$772,661	\$772,661	\$772,661	\$772,661	\$772,661	\$772,661	\$772,661
Total Staffing (FTE) or Outsource Equivalent			7.03	7.29	8.06	8.27	9.22	9.43	9.77	9.77	9.77	9.77	9.77	9.77	9.77	9.77	15.15

* Maintenance costs per acre are based on maintenance costs reported by cities of comparable size in Oregon.

FINANCING SOURCES

Capital facilities included in the Master Plan total \$50.4M, of which growth-required needs constitute \$24.3M, and non-growth needs total \$26.1M. Achievement of this plan will require use of a variety of financing methods and multiple funding sources. Following are descriptions of some potential revenue sources and their expected contributions to achievement of the Master Plan. Appendix B outlines financing sources for the Capital Improvement Plan in detail.

System Development Charges

System Development Charges (SDC's) are fees paid by new development to cover a portion of the costs of capital facilities needed to serve new development. The City collects parks and recreation SDC's for all new residential development and places these revenues in the Subdivision Park Reserve Fund.

The current SDC rate of \$300 per residential dwelling unit, established in 1991, has generated approximately \$0.6M between July 1991 and June 1998. The City Council has adopted a schedule to increase the parks and recreation SDC rates to \$ 1,000 on July 1, 1999; \$1,500 on January 1, 2000; and \$ 2,000 on July 1, 2000. These increases are expected to generate a total of \$2.76M in SDC revenues between July 1, 1999 and June 30, 2005 (six year period). Total SDCs collected through June 30, 2017 will be approximately \$10.15M, sufficient to fund about 42% of the \$24.3M in growth-related needs, or 20% of the \$50.4M in improvements identified in the Master Plan. The remaining \$40.25M required for projects must come for other sources.

General Obligation Bonds (G.O. Bonds)

G.O. Bonds are debt instruments sold by the City to fund new capital facilities or make improvements to existing facilities. These bonds are repaid with property tax revenue generated by a special levy that is outside the property tax limits imposed by Measure #5 (1990) and Measure #50 (1997). Voters must approve G.O. Bond sales and, per Measure #50, this approval must occur in a general election in an even numbered year, or in another election in which at least 50% of registered voters participate.

Since 1979, the City has issued G.O. bonds to fund construction of parks and recreation facilities including a community center and a swimming pool. Library improvements, a new fire station, and transportation improvement projects have also been funded with general obligation bonds. The City maintains an "A" rating with Moody's Investors Service on general obligation bond issues.

Under current State statutes, the City's general obligation bonded debt issues are subject to a legal limitation based on three percent (3%) of total estimated real market value of real and personal property. At the close of FY 97-98, the City's net general obligation bonded debt (less amount available for repayment of bonds) totaled \$9.39M, well below the legal debt limit of \$39.6M. This means the City currently has roughly \$30M in debt capacity available.

The City's relatively small amount of outstanding general obligation debt and significant debt capacity make voter-approved general obligation bonds a good option as a potential source of funding a portion of the \$40.25M in parks and recreation capital improvements for which SDC funding is not available. The City Parks Department has estimated that approximately \$13M in improvements may be funded with G.O. bonds during the next twenty years. At this level, these revenues will fund approximately 23.8% of the \$50.4M projects identified in the Master Plan.

Multiple funding sources will be needed to achieve this plan.

Special Assessment/Local Improvement Districts

Residents may choose to form a local improvement district (LID) to pay for capital improvements or maintenance of facilities through special assessments on their property. This method requires the approval of at least 60% of the owners of land within the proposed district, and must represent at least 60% of the land abutting the proposed improvement. The use of LID's may be appropriate for new or upgraded mini-parks or neighborhood parks that serve specific service areas within the City, but cannot be expected to provide a significant level of funding.

General Fund Revenues

General fund revenues consist chiefly of property taxes derived from the permanent tax rate, and are subject to the \$10 combined limit on local government taxing agencies imposed by Measure #5 (1990), and the 3% annual increase in property valuation imposed by Measure #50 (1997). General fund revenues are severely limited and are an inconsistent and unlikely source for funding large-scale parks and recreation capital improvements and should be considered primary as a funding source for operations and maintenance.

Local Option Levies for Capital Improvements

A local option levy for capital improvements provides for a separate property tax levy outside the City's permanent rate limit, but subject to the \$10 combined rate limit imposed under Measure #5. This levy may be used to fund a capital project or group of projects over a specified period of time, up to 10 years. Revenues from these levies may be used to secure bonds for projects, or to complete one or more projects on a "pay as you go" basis. Local option levies require voter approval and are subject to the double majority requirement of Measure #50 and are not considered to be a good alternative to the use of G.O. bonds for large projects or groups of projects.

Federal/State/Other Grants

Federal, state, and other government agencies and foundations sometimes make funds available to serve specific purposes related to parks and recreation; such as land and water conservation, open space preservation, bicycle path construction, or blighted area improvements. Grants often have conditions and limitations, such as providing for project planning but not construction, and they may require a local match, either in dollars, in-kind services, or both. The availability of grants has decreased in recent years due to federal and state cutbacks in funding but may be available for specific project needs such as trails, bicycle paths, or open space. The Parks Department has identified this method as a potential source for approximately \$5M in identified parks needs.

Sponsorships/Partnerships/Donations

Public, private, and/or not-for-profit organizations may be willing to fund outright or join together with the City to provide additional parks and recreation facilities and/or services. This method has been identified by the Parks Department as a potential source for approximately \$5M in identified parks needs.

Local Option Levies for Operations

Local option levies for operations provide for a separate property tax levy outside the City's permanent rate limit, subject to the \$10 combined rate limit imposed under Measure #5. These levies may be useful to fund operations and maintenance activities over a specified period of time, up to 5 years. They require voter approval and are subject to the double majority requirement of Measure #50.

User Fees and Rents

User fees and rents are direct charges to individuals and groups who use specific programs, facilities and services. These fees and rents usually help pay only a portion of the operations and maintenance costs of providing programs and services, and are rarely used to fund capital projects. The City has recently increase parks and recreation fees to partially offset revenue losses resulting from the passage of Measure #50. User fees and rents should be periodically reviewed and adjusted to reflect economic and market conditions.

SUMMARY

Capital facilities included the Master Plan total \$50.4M, of which growth-required needs constitute \$24.3M, and non-growth needs total \$26.1M. Achievement of this Master Plan will require use of a variety of financing methods and multiple funding sources. Approximately 20% (\$10.15M) is expected to come for System Development Charges, which may only be used for growth-required needs. Voter-approved General Obligations Bonds, and grants and donations are expected to total about 19.8% (\$10M). The remaining 36.2% (\$18.25M) is expected to be funded from other sources. Tables 19 through 21 show possible funding sources for park capital facilities, including expected revenue from System Development Charges.

Table 19
**CAPITAL IMPROVEMENT PLAN
 PARK PROJECTS BY CATEGORY 1999-2019**

PARK PROJECT	SDC FUNDS	G.O. BONDS	GENERAL FUND	GRANTS / DONATIONS	OTHER FUNDS	TOTAL ALL SOURCES
YEARS 1999-2019						
Neighborhood Parks	5,300,000	2,820,000	300,000	500,000	2,100,000	11,020,000
Community Parks	2,754,000	7,620,000	334,600	500,000	3,861,400	15,470,000
Trails/Greenways/Linear Parks	1,090,000	510,000	576,000	3,495,000	12,523,227	18,174,227
Special Projects	961,000	1,050,000	295,000	5,000	0	2,311,000
Renovations	0	1,000,000	762,400	500,000	848,600	3,111,000
20 YEAR TOTALS	10,105,000	13,000,000	2,268,000	5,000,000	19,333,227	50,086,227
YEARS 1999-2009						
Neighborhood Parks	1,400,000	1,700,000	300,000	250,000		3,650,000
Community Parks	1,640,000	3,040,000	0	250,000		4,930,000
Trails/Greenways/Linear Parks	1,090,000	210,000	576,000	1,495,000		3,371,000
Special Projects	856,000	1,050,000	20,000	5,000		1,931,000
Renovations	0	500,000	372,000	250,000		1,122,000
TOTALS 1999-2009	4,986,000	6,500,000	1,268,000	2,250,000		15,004,000
YEARS 2010-2019						
Neighborhood Parks	3,900,000	1,120,000	0	250,000		5,270,000
Community Parks	1,114,000	4,580,000	334,600	250,000		6,278,600
Trails/Greenways/Linear Parks	0	300,000	0	2,000,000		2,300,000
Special Projects	105,000	0	275,000	0		380,000
Renovations	0	500,000	390,400	250,000		1,140,400
TOTALS 2010-2019	5,119,000	6,500,000	1,000,000	2,750,000		15,369,000

Table 20
CAPITAL IMPROVEMENT PLAN
SDC EXPENDITURES 1999-2009

PARK PROJECTS	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	TOTALS
Neighborhood Parks											
NW 4				400,000							400,000
NE 6						400,000	100,000				500,000
SW 12							250,000	250,000			500,000
Community Parks											
SW 15		540,000	500,000								1,040,000
NW 3							500,000		100,000		600,000
Trails/Greenways/Linear Parks											
NW, SW, SE Cozine/Yam River		20,000	20,000	20,000			33,500		20,000	336,500	450,000
SW, Ash Meadows	30,000										30,000
SW 12, SW 13 Linear Parks									200,000		200,000
NW, Tree Park	20,000	20,000							230,000		40,000
SE, Airport Park											230,000
NW 4, BPA Easement				140,000							140,000
Special Projects											
SE, Marsh Lane Extension					500,000	200,000					700,000
Skateboard Park					120,000						120,000
Prof. Services (Site Plans, ADA, other)	31,500	500	500	500	500	500	500	500	500	500	36,000
Projected SDC Expenditures \$	\$ 81,500	\$ 580,500	\$ 520,500	\$ 560,500	\$ 620,500	\$ 600,500	\$ 384,000	\$ 750,500	\$ 550,500	\$ 337,000	\$ 4,986,000

Table 21
CAPITAL IMPROVEMENT PLAN
1999-2019

PARK PROJECTS 1999-2009	TOTAL EST. COST	GROWTH SHARE	GROWTH COST	SDC FUNDS	BOND FUNDS	GEN. FUNDS	OTHER FUNDS
Neighborhood Parks:							
NW 4	1,300,000	80%	1,040,000	400,000	900,000	0	
NE 2	1,300,000	100%	1,300,000	500,000	800,000	0	
NE 8	100,000	0%	0			100,000	
SW 12	1,300,000	100%	1,300,000	500,000	0	0	
SE 17	520,000	0%	0	0	0	200,000	
Community Parks:							
SW 11	2,600,000	40%	1,040,000	1,040,000	1,560,000	0	
NW 3	3,900,000	40%	1,560,000	600,000	0	0	340,000
NW Quarry Park	920,000	40%	368,000	0	920,000	0	
SE Dancer Park <i>NEW TRAIL PROJECTS</i>	5,050,000	40%	2,020,000	0	560,000	0	2,575,400
Trails/Greenways/Linear Parks:							
NW, SW, SE Cozine/Yam. River	7,418,227	40%	2,967,290	450,000	0	0	6,968,227
SW 11 Meadows	175,000	40%	70,000	30,000	0	0	145,000
SW 12, SW 13 Linear Parks	942,364	40%	376,945	200,000	0	0	
NW Tice Park <i>RATONN NATURE PRESERVE</i>	240,000	40%	96,000	40,000	0	0	
SE, Airport Park	575,000	40%	230,000	230,000	0	0	345,000
NW4 BPA Easement <i>BPA'S USE</i>	350,000	40%	140,000	140,000	210,000	0	
NW 3 Tice to BPA (Baker Cr.)	1,575,636	40%	630,255	0	0	576,000	999,636
Special Projects:							
SE Marsh Lane Extension	1,750,000	40%	700,000	700,000	1,050,000	0	
SE Dancer Park <i>TRAIL PROJECTS</i>	120,000	100%	120,000	120,000	0	0	
Prof. Services (Site Plans, ADA, other)	61,000	67%	40,870	36,000	0	20,000	
Renovations:							
NE Wortman Park	1,700,000	0%	0	0	250,000	0	
NW City Park	1,040,000	0%	0	0	250,000	0	
SE Kiwanis Park	372,000	0%	0	0	0	372,000	
FUND TOTALS 1999-2009	33,309,227		13,999,360	4,986,000	6,500,000	1,268,000	
PARK PROJECTS 2010-2019							
Neighborhood Parks:							
NW 2	1,300,000	100%	1,300,000	1,300,000	0	0	
NE 11	1,300,000	100%	1,300,000	1,300,000	0	0	
SW 12	800,000	100%	800,000	800,000	0	0	
SE 17	320,000	0%	0	0	320,000	0	
SE 18	1,300,000	50%	650,000	500,000	800,000	0	
Community Parks:							
NW 1	2,600,000	40%	1,040,000	0	1,000,000	0	1,600,000
NW 3	3,300,000	29%	960,000	960,000	2,000,000	0	340,000
SE Dancer Park	4,000,000	51%	2,020,000	154,000	1,580,000	334,600	1,931,400
Trails/Greenways/Linear Parks:							
SW 12, SW 13 Linear Park	742,364	24%	176,945	0	300,000	0	442,364
Special Projects:							
Outdoor Performance Area	250,000	40%	100,000	100,000	0	150,000	
Botanical/Community Garden Site	25,000	40%	10,000	0	0	25,000	
Fishing Area @ Kiwanis Park	50,000	40%	20,000	0	0	50,000	
Parking Expansion @ Sr. Center	50,000	40%	20,000	0	0	50,000	
Prof. Services	5,000	100%	5,000	5,000	0	0	
Renovations:							
NE Wortman Park	1,200,000	0%	0	0	250,000	0	950,000
NW City Park	790,000	0%	0	0	250,000	0	540,000
General Park Furnishings	100,000	0%	0	0	0	100,000	
Mini-Parks	190,400	0%	0	0	0	190,400	
Standardize Park Signage	100,000	0%	0	0	0	100,000	
FUND TOTALS 2010-2019	18,422,764		8,401,945	5,119,000	6,500,000	1,000,000	

CONF/MT MESSAGE
 10/11/10
 (CONF)

14

ADD:
 DICK PARK
 10/11/10

2/11/10

ACQUIRED
 THE ADMINISTRATION
 FROM THE CITY

NEW HIGH SCHOOL
 10/11/10

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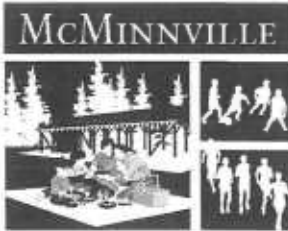
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Appendix A
FACILITY INVENTORY

**Table A-2
FACILITY INVENTORY: GREENSPACE / GREENWAYS**

Facility	Total Facility Acreage	Miles of Trail			
		Total	Walking /Hiking	Biking	Equestrian
Cozine Creek Greenway					
Barber Property	17.0				
Brookview	0.72				
Carlson	1.45				
Crestwood	2.08				
Dayton River Access	0.70				
Elmwood	3.18				
Fir Ridge	0.70				
Heather Glen	3.03				
Meadowridge	0.69				
Tall Oaks	14.23				
Wildflower Area	1.67				
Subtotal	45.45	0	0	0	0
Greenspace					
Airport Park	21.0	1.5	1.5		
Tice Property	36.0				
Davis Street Fill	1.54				
Irvine Street	5.55				
Ashwood/Derby	0.29				
Angela Court	2.21				
Subtotal	66.59	1.5	1.5	0	0
Total	112.04	1.5	1.5	0	0

- 52.00
59.04

Table A-3
FACILITY INVENTORY: SCHOOL FACILITIES

Facility	Total Facility Acreage	Softball Diamond	Baseball Diamond	Soccer Field	Football Field	Running Track	Basketball Court	Basketball Hoop	Tennis Court	Tennis Practice Wall	Open Turf Area	Multi-Purpose Pavement Area	Play Equipment	Fixed Recreation Path/Trail (Miles)	Soft Surface Recreation Path/Trail (Miles)	Picnic Area	Group Picnic Area	Other
Elementary Schools																		
Adams Elementary	3.20						1	1				1	1					court inside. Covered outdoor (ball hoop)
Columbus Elementary	12.00			1			1	1			1	1	2					Basketball court inside. Covered outside hoop
Cook Elementary	4.20						1	1			1	1	1					Basketball court inside
Madison Elementary	9.25			2			1	3			1	1	3					Basketball court inside. Outside hoop in poor condition
Newly Elementary	12.00			1			1	3			1	1	2					Basketball court inside
Washier (In La Fayette)	10.00										1							
Subtotal	50.65	0	0	5	0	0	5	9	0	0	5	4	9	0	0	0	0	
Middle Schools																		
Rison Middle School	21.00	1	1	1	1	1	2	1	4		1							soccer/football same field
Darwin Middle School	19.00						2	2			2	1	0					soccer/football same field
Subtotal	40.00	1	2	2	2	1	4	3	4	0	2	1	0	0	0	0	0	
High Schools																		
High-Hermit High School	21.80			3	1	1	2		4					0.50	0			
Subtotal	21.80	0	1	3	1	1	2	0	4	0	0	0	0	0.50	0	0	0	
School Charter Facilities																		
Baker Field	4.00			1					4		1			0.25	0			Courts in poor condition, used by schools and public
Crow's Street Park	33.00													1.50				
Future School Site A	32.00													2.75	0			
Future School Site B	71.00	2	0	1	0	1	0	0	4	0	1	0	0	0	0	0	4	
Subtotal	138.00	2	0	1	0	1	0	0	4	0	1	0	0	2.75	0	0	4	
Colleges/Universities																		
Linfield College	11.50	1	1	1	1	1	2	0	6	0	3	0	0	0	0	0	0	
Subtotal	11.50	1	1	1	1	1	2	0	6	0	3	0	0	0	0	0	0	
Total	194.95	4	4	13	4	4	13	10	18	0	11	5	9	4.25	2	0	4	

LEGEND

	Existing Landmark
	Existing Landmark
	Existing Landmark
	Mini-park/Playlot
	Neighborhood Park
	Community Park
	Linear Park
	Greenspace/Greenway
	Special Use
	Community/Recreation Centers
	Schools
	Other City Property
	Existing Bikeway
	Proposed Bikeway
	Waterway
	Floodplain
	City Boundary
	Urban Growth Boundary
	Underserved Area
	Non-Residential



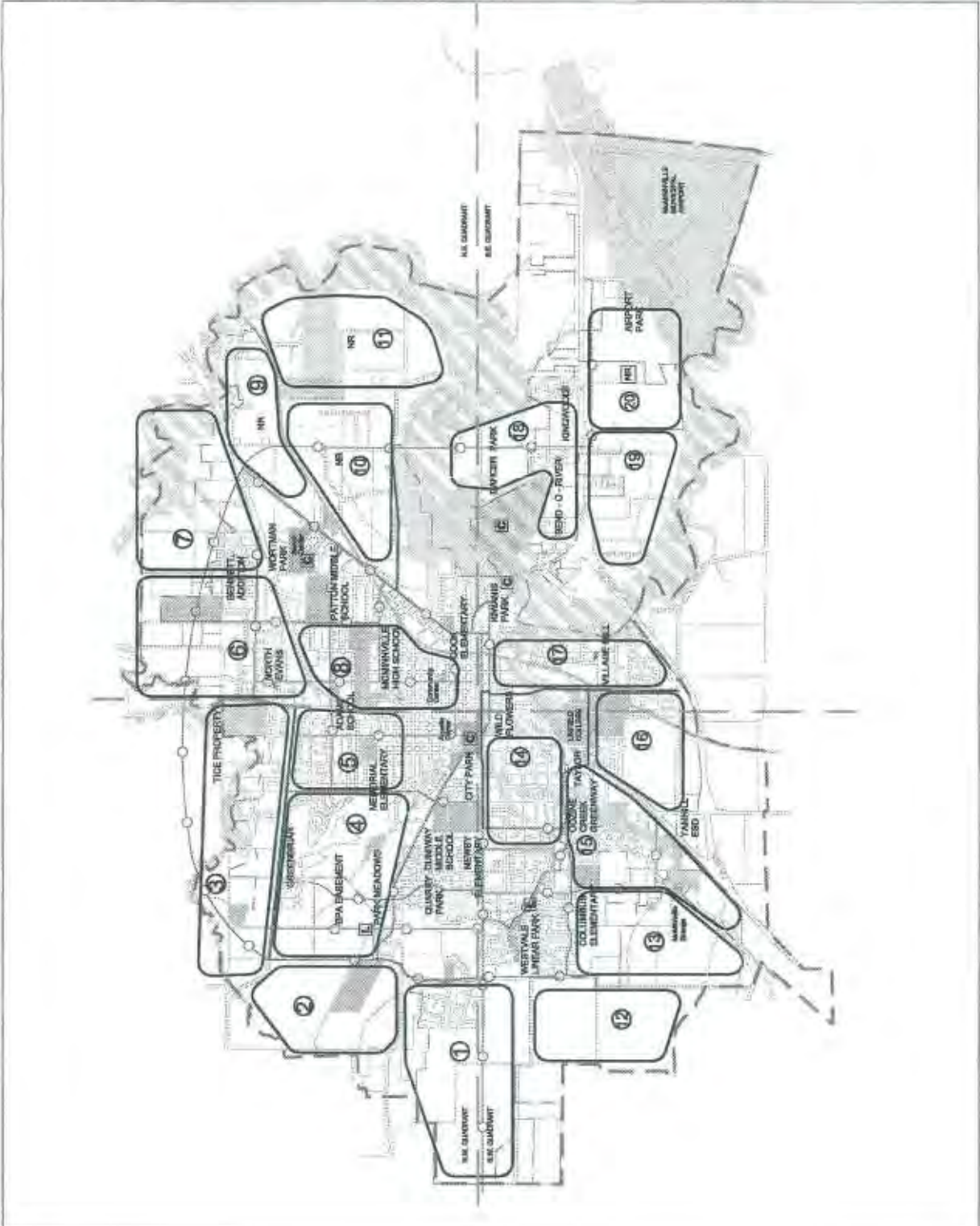
PLANNING AREAS

PARKS, RECREATION & OPEN SPACE MASTER PLAN



Prepared by:

MIG, Inc. 100 E. 25th Ave., Eugene, OR 97401 (503) 685-3100



LEGEND

	Existing	Proposed
Mini-park/Playlot		
Neighborhood Park		
Community Park		
Linear Park		
Greenpace/Greenway		
Special Use		
Community/Recreation Centers		
Schools		
Other City Property		
Existing Bikeway		
Proposed Bikeway		
Waterway		
Floodplain		
City Boundary		
Urban Growth Boundary		
Multi-Purpose Trail		



MASTER PLAN

PARKS, RECREATION & OPEN SPACE MASTER PLAN



City of McMinville
Parks and Recreation Department
600 North Drive
McMinville, OR 97128

Prepared by:

MIG, Inc. 100 E. 9th Ave., Eugene, OR 97401 (503) 685-2100

Memo

Date: October 28, 2019

To: Public/Semi-Public Lands Work Group

From: Mark Davis

Subject: Park Land Needs

McMinnville is in the process of projecting its future land needs. These plans must have an adequate factual basis. The projections must be supported by evidence that establishes some likelihood that the projections will be realized and that the plans will be implemented.

At the last meeting I raised objections to the proposed addition of 392 acres of land for City parks over the next 20 years because there was no plan for funding or implementation. The acreage calculation is based on a recommendation in the outdated Parks Plan that the City should have 14 acres of parks per thousand residents, a number we failed to reach by 1999, so in addition to building parks for new residents we were supposed to have built additional parks over the last 20 years to erase this deficit. Due to the chaotic nature of the discussion that followed my comments and the fact that not all members of the Work Group were present, I would like to clarify the points I was trying to make at that time.

The Parks Plan: The McMinnville Parks, Recreation and Open Space Master Plan (commonly referred to as the Parks Plan) was adopted in 1999. It explicitly covered a 20-year period that ended in 2019 and therefore cannot be relied upon to justify land needs through either 2041 or 2067. At the public gathering that preceded its adoption, where citizens were asked to brainstorm their ideas for the Parks Plan and put dots next to the ones they liked, several persons asked, “How is this going to be paid for?” We were repeatedly told that we did not need to worry about cost because the City Council had the job of figuring out how to pay for it. As a result the so-called “plan” reads more like a “wish list.” It carried an estimated price tag in 1999 dollars of over \$52 million. The actual park funding over the past 20 years came from a \$9 million bond measure and a relatively small amount of SDC dollars.

What Got Built: Since 1999, the city added only about 50 acres of parks.¹ About 10,000 persons were added to the City’s population in the last 20 years. Per the Parks Plan 14 acres per

¹ The 1999 Plan showed 273.66 acres of existing parks in Tables A-1 and A-2. The total acreage today as shown on the staff memo dated 10/10/19 is 348.57 acres, suggesting that we added about 75 acres in parks. However, it appears that some corrections were made to the 1999 data, as City Park then was 13 acres but today is shown as 16.79 acres, and Joe Dancer Park was formerly 85.38 acres but now counts as 107.62 acres. Correcting for these changes implies about 50 acres were added, and when we look at what was actually developed (Discovery Meadows, Riverside Dog Park, Chegwyn Farms, Heather Hollow, Jay Pearson, Thompson and West Hills), those new parks total about 45 acres, suggesting 50 acres is about right.

thousand standard, we should have added 140 acres of parks. We achieved only about one-third of the goal, to say nothing of making up the deficit because we were far under the 14 acres/1000 for the existing residents and were proposing to make up that deficit also. So, when we look at the 392 acres proposed this time, only about 180 acres is for the projected population increase. The balance is to make up a purported deficit that grows every year. Based on the evidence of what actually happened in the past 20 years, there is no reasonable basis to expect that the additional 392 acres the city proposes to urbanize will actually develop as parks over the planning period.

How the Schools Fit In: Table A-3 in the Parks Plan is a Facility Inventory: School Facilities. The Plan repeatedly calls for creating joint use agreements with the School District to share lands, thus reducing the need for the City to develop more park land. The School District representative at our meeting acknowledged that they do not lock their facilities and accept public use of the school grounds when school activities are not ongoing. This is not a complete solution to the clear need for more park land, but even without a formal joint use agreement (a high priority 20 years ago that never got done) it is obvious that some portion of school grounds will be used for park-type activities, much like it has for the past 50 years. This needs to be accounted for in the city's projection.

The Comp Plan Policies: All three of the Comprehensive Plan Policies cited in the 10/10/19 staff memo regarding the need for park land were adopted after I made similar objections to the unrealistic park land projections in the last UGB expansion attempt. At this point declaring a Parks Plan that has expired and was not implemented as the basis for an even bigger ask for park land makes no logical sense. Further, policy 163.05 excluding waterways that may flood from any community or neighborhood park would preclude including a creek in the park like we now have at City Park and Wortman Park. Is it really good park planning policy to keep all water features out of our bigger parks? Sure, we don't want our bathrooms and permanent park facilities to get flooded, but having a mixture of natural features surely makes a park more inviting.

Financial Reality: At present the City is considering building a new combined Aquatic/Community Center at a price tag that could exceed \$50 million based on a recent consultant's report to the City Council. The reason the Council is considering the new facility is that making repairs to the existing pool and community center buildings cost almost as much as a new facility. So, regardless of how this process works out over the next few years, the Parks and Recreation Department is looking at tens of millions of expenditures on facilities. Looking at the estimates in the Parks Plan and adjusting them for current costs suggests that adding 392 acres of parks is going to cost over \$100 million.

McMinnville voters are responsive to reasonable requests for public facilities and voted for a 20-year, \$9 million parks bond that has financed most of the improvements in park lands we have seen since 2000. Based on the Council conversation it appears that when the parks bond expires

in 2021 the City will be considering using that bonding capacity for the new Aquatic/Community Center. If so, where is the money going to come from to develop 392 acres of parks, to say nothing of paying for the ongoing maintenance of that much land?

City Responsibility: This park land figure is the one area in the upcoming UGB expansion proposal that the City actually controls. We can make our best estimate of how many housing units, commercial buildings and industrial sites we need over 20 years, but there is no way to know how the private sector will respond. On parks the people finally approving the UGB expansion (i.e. the City Council) are also the body that will authorize the development of all City parks, presumably after getting public approval of a bond measure. Our history with the expired Parks Plan does not suggest that passing the buck to the future will result in the parks getting built. We need a realistic plan for funding also.

Conclusion: I am not opposed to adding lands for parks. I support that goal. However, it takes more than simply increasing the number of acres of land inside the UGB or pointing to an aspirational standard. It takes a real plan that describes the types of parks to be built including their cost and the sources of funding to get that many acres of park land developed. I do oppose an unrealistic increase in overall land need based on a purely aspirational projection of park land that lacks any historical evidence.

I also want to make clear that my statements are not a criticism of Susan Muir, Jay Pearson or any of the hardworking park staff members. I am confident that were the financial resources made available to develop more parks that our Parks and Recreation Department would eagerly expand our inventory of parks.

MCMINNVILLE PARKS SYSTEM

DRAFT

COMMUNITY PARKS		ACRES
City Park		16.79
	R4420AD 09800	15.51
	R4420AD 05101	0.56
	R4420AD 06900	0.13
	R4420AD 07000	0.13
	R4420AD 07100	0.07
	R4420AD 07200	0.08
	R4420AD 07300	0.11
	R4420AD 07400	0.19
Joe Dancer Park		107.62
	R4422 02300	79.52
	R4421 00400*	23.90
	R4422 WATER*	4.20
Discovery Meadows Park		20.97
	R4429 00300	17.07
	R4429BB 02600	3.90
Kiwanis Marine Park		4.63
	R4421 00800	1.30
	R4421DB 04200	2.79
	E4421DB ROADS*	0.54
Riverside Dog Park	R4421 00100*	3.80
Wortman Park	R4416AD00100	21.66
COMMUNITY PARKS TOTAL		175.47

*Notes partial taxlot

MINI-PARKS/PLAYLOTS		ACRES
Bend-o-River	R4422CD 00128	0.33
Chegwyn Farms Park	R4409CD 00100*	3.94
Greenbriar	R4417BC 00100	0.23
Heather Hollow	R4429BC 00100	3.22
Jay Pearson Park	R4418 00202*	2.94
Kingwood	R4422DD06000	0.58
North Evans	R4416BC03300	0.34
Taylor	R4420DC04900	0.31
Thompson	R4428BA04300	2.28
Village Mill		0.49
	R4428BA00111	0.22
	R4428BA00105	0.27
West Hills Park	R452400803	7.77
MINI-PARKS/PLAYLOTS TOTAL		22.43

*Notes partial taxlot

TOTAL DEVELOPED PARK LANDS

272.81

LINEAR/TRAIL PARKS		ACRES
Airport Park		18.82
	R442600203*	2.74
	R4426 ROADS*	0.62
	R442600500*	1.28
	R442600201*	14.18
Ash Meadows	R4420CC00239	1.29
BPA Pathway		2.84
	R4419AD02100	0.98
	R4419AC00200	0.08
	R4419AC00101	0.30
	R441901200*	0.32
	R4419AA11700	0.35
	R4419AA11800	0.45
	R4418DC04100	0.36
BPA II Pathway		4.23
	R4418DC00100	0.83
	R4418DC04400	0.14
	R4418DC07100	0.32
	R4418DC06600	0.32
	R4418DB12200	0.66
	R4418DB12000	1.04
	R441800202*	0.63
	R4418AD10800	0.29
Goucher St. Pathway		1.95
	R4420CC ROADS*	1.01
	R4420CC NONTL	0.02
	R4420CB ROADS*	0.92
James Addition		1.54
	R4420CC00124	1.27
	R4419DD00390	0.27
Jandina	R4419DD02790	2.25
Jandina III		2.78
	R4419DA13200	1.99
	R4419DA13300	0.79
Roma Sitton	R4418AD10900	1.69
Tice Rotary		33.82
	R441700101	32.82
	R441700100	1.00
Westvale	R4419DB02400	3.70
LINEAR/TRAIL PARKS TOTAL		74.91

OPEN SPACE/UNDEVELOPED		ACRES
Angella	R4428BD02100	2.21
Ashwood/Derby	R4420DB02401	0.29
Barber Property	R442901201	11.76
Bennett	R4416AA05800	0.19
Brookview	R4420BA00500	0.72
Carlson	R4420DB00300	1.53
Creekside Cozine	R4430DD00200	3.69
Creekside #3 Cozine	R4430DC03500	15.31
Crestwood		2.08
	R4420BA00300	1.10
	R4420BA00301	0.60
	R4420BA ROADS*	0.38
Davis St. Fill		1.57
	R4421CC00900	0.91
	R4421CC02601	0.66

*Notes partial taxlot

TOTAL UNDEVELOPED PARK LANDS

75.76

TOTAL PARK LANDS

348.57

OPEN SPACE/UNDEVELOPED		ACRES
Elmwood		3.07
	R4420DB00200	1.79
	R4420DA04300	1.28
Fir Ridge	R4420AC02600	0.69
Irvine St.		6.68
	R4421CA03200	4.00
	R4421CA03901	0.66
	R4421CA03401	1.63
	R4421CA ROADS*	0.39
Jay Pearson-East	R4418 00202*	1.16
Meadowridge	R4420BA00409	0.69
Quarry	R4419AD00700	11.54
Tall Oaks		12.58
	R442903200	9.60
	R4429BA14190	1.55
	R442900108	1.43

Listing of Community and Neighborhood Parks	
Submitted with the Testimony of Mark Davis	
	9/5/23
Community Parks	Acreage
City Park	16.79
Joe Dancer Park	107.62
Discovery Meadows Park	20.97
Kiwanis Marine Park	4.63
Riverside Dog Park	3.80
Wortman Park	21.66
Total Community Parks	175.47
Neighborhood Parks	
Chegwyn Farms Park	3.94
Heather Hollow	3.22
Jay Pearson Park	2.94
Thompson Park	2.28
West Hills Park	7.77
Total Neighborhood Parks	20.15
Total Community/Neighborhood Parks	195.62



P.O. Box 1083
McMinnville, Oregon 97128



133 SW 2nd Ave, Ste 201
Portland, Oregon 97204

August 30, 2023

McMinnville Planning Commission
Heather Richards, Planning Director
230 NE Second Street
McMinnville, OR 97128

Re: Housing Needs Analysis and Economic Opportunities Analysis

Dear Planning Commissioners and Staff,

1000 Friends of Oregon is a non-profit, charitable organization dedicated to working with Oregonians to support livable communities. Friends of Yamhill County (FYC) works to protect natural resources through the implementation of land use planning goals, policies, and laws that maintain and improve the present and future quality of life in Yamhill County for both urban and rural residents.

Our organizations' memberships include McMinnville residents who support the mission and values of the Oregon land use programs and we have been active participants in McMinnville's long-range planning activities for many years. We support efforts to actively plan for and shape the community's future and continue to maintain a keen interest in the outcome of these efforts. To that end, we served on the city's project advisory committees that reviewed various drafts of the draft *McMinnville Urbanization Report*, *Housing Needs Analysis* (HNA) and *Economic Opportunities Analysis* (EOA). The city proposes to adopt these documents in the context of sequential Urban Growth Boundary (UGB) amendment. We offer the following comments.

We appreciate the hard work and dedication of everyone involved in putting together these documents. Over the last 25 years, we have seen a vast improvement at every level in the city's approach to land-use planning, and those improvements are reflected in these documents. It is our expectation that they will also be reflected in subsequent efficiency measures the city will adopt to accommodate future land needs. The changes to the HNA and EOA that we suggest below will result in plans that better serve the needs of those who live and work in McMinnville-both now and in the future.

These comments are based on June 2023 drafts of the HNA and EOA. Post-Project Advisory Committee drafts were not available in time to review for submission of timely comments.

I. General Comments

McMinnville's residential minimum lot sizes are significantly larger than similar Willamette Valley cities. We first raised this issue over 20 years ago. These larger minimum lot sizes increase housing costs, increase costs to provide infrastructure, and increase pressure to expand on to farmland. Addressing this issue is overdue, and we will provide supporting data at the appropriate time.

Unfortunately, the flaws in the HNA and EOA will prevent it from meeting the needs of both present and future residents. These are not new issues; almost all of the issues raised in this letter have been previously raised in this planning process.

Strikingly, compared to the city's recent UGB expansion, completed in 2020, the new HNA actually calls for reduced density – 5.46 units per acre, down from 5.7. The draft EOA calls for a far greater percentage of new, vacant land to accommodate job growth – 95% vs. 83% in the 2013 EOA, and 83-87% in the 2001 EOA. The new EOA is also based on a reduction in commercial jobs per acre assumptions – 23 per acre, down from 26 in the 2013 EOA.

McMinnville's UGB has 792 acres of urbanizable land beyond the city limits that is plan-designated urban holding. The HNA assumes that 383 of these acres, roughly half, will be parks, schools and institutions. This assumption is primarily based on old parks plan that proved wildly unrealistic and covered a prior planning period that ended in 2019.

Finally, the HNA and EOA are based on an outdated population forecast from 2017 that is much higher than the most recent forecast, which was released in June 2020 – over three years ago. This adds significantly to McMinnville's land needs. By our rough calculations, the hundreds of acres added to McMinnville's UGB in 2020 would suffice through 2041, were it not for the use of the older forecast.

Goal 2 requires the plan have an adequate factual base that is grounded on up-to-date data and information. In some cases, the HNA and EOA lack this adequate factual base.

Detailed comments are provided below.

II. Housing Needs Analysis (HNA)

1. Capacity of lands designated Urban Holding and projection of future park needs

Per Exhibit 10 of the HNA (p. 17), McMinnville's UGB has 792 buildable acres of urbanizable land beyond the city limits that is plan-designated urban holding (UH). Thirty-nine of these acres are set aside for commercial uses, leaving 753 for residential uses.

The HNA assumes that 383 of these remaining 753 acres, roughly half, will be parks, schools and institutions. There is not an adequate factual basis for this assumption. It is primarily based on an old parks plan that proved wildly unrealistic and explicitly covered a prior planning period that ended in 2019. The McMinnville Urban Growth Management Plan, which covered a period

ending in 2023, is also cited. They cannot be relied upon to justify land needs through either 2041 or 2067.

The city cannot merely carry old assumptions forward without justification. As part of this plan amendment process, the city should, and is obligated to, reexamine old assumptions from prior planning periods to determine whether they are still valid and justified. There is no evidentiary justification provided for this assumption.

Coupled with the HNA's right-of-way assumption of 25% for streets and roads, this leaves only 296 net buildable acres to actually accommodate housing.¹ While only 296 net acres are assumed to develop as housing, 456 acres are assumed to be streets, parks, schools, and institutions (74 acres for streets and 383 acres for parks, etc.).

As a comparison, the safe harbor provision in OAR 660-024-040(10) provides, "a local government may estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional amount of land equal to 25 percent of the net buildable acres determined for residential land needs." The HNA instead estimates an additional 154%, not just for the land that is designated UH, but for all residential land through 2067.

A city is not obligated to use a safe harbor, but it must have an adequate factual basis to support the assumption it uses. There is no evidence the record to support the city's assumption.

The now-expired parks master plan covered the planning period from 1999 to 2019 (excerpt in Attachment A) It called for the city to acquire 14 acres of parkland per thousand population over the planning period. As noted above, this proved to be wildly unrealistic.

We believe the city added roughly 50 acres of parkland between 1999 and 2019, the time frame covered by the now-expired parks plan. (Discovery Meadows, Riverside Dog Park, Chegwyn Farms, Heather Hollow, Jay Pearson, Thompson and West Hills). The city's population grew by roughly 10,000 people over the same time frame. If this is correct, the city added roughly five acres of parkland per 1,000 people.

The city could, at minimal time and expense, use the safe harbor in OAR 660-024-040(10) to estimate the 20-year land needs for streets and roads, parks and school facilities.

Alternatively, the city could determine the actual amount of parkland that the city acquired over the last 20 years, calculate the ratio to population growth over that same time period, and determine future park needs by applying that same ratio of growth going forward.

2. Residential Density

Compared to the city's 2020 UGB expansion, the draft HNA is actually based on a lower density: 5.46 units per acre (HNA, p. 102) – down from 5.7. We question whether the record supports a reduction in planned development density since the UGB analysis was completed and we do not believe that the city's housing need will be better met through a reduction in planned density.

¹ The calculations are as follows: 296 acres x 25% = 74 acres. 296 acres +74= 370 acres for housing and streets. 370 acres for housing and streets + 383 acres for parks, etc. = 753 acres.

Another option, which could be used at minimal expense and time to the city, would be to use the density safe harbor in OAR 660-024-0040(8)(f). This would result in an overall residential density target of eight units per acre.

3. Housing Needs for All City Residents

The HNA only looks at the housing types *new* residents will require, but there is a current deficit of affordable housing types that needs to be addressed. This deficit resulted in part due to a lack of land zoned R-4, the only residential zone that allowed apartment construction. The following table shows data from the draft HNA, demonstrating the housing mix at the end of the 20-year planning period. (There are minor rounding errors.)

Type	Existing #	Existing %[†]	New #[‡]	New %[‡]	2041 #	2041 %
SF detached	8,900*	68	2,561	55	11,461	64.6
SF attached	1,178*	9	559	12	1,737	9.7
Multifamily	3,010*	23	1,537	33	4,547	25.6
Total	13,089		4,657		17,746	

* Calculated by multiplying the total number of existing dwelling units (HNA p. 29) and the reported existing mix

[†] HNA Exhibit 16, p. 29

[‡] HNA Exhibit 85, p. 95

What looks like a significant change in the housing mix for new development really makes a fairly small change to the overall mix for the city in 2041. If the city really wants to provide needed housing, it will need to be more aggressive in allowing higher-density types.

A housing needs projection is not intended to consider only *new* residents of the city. OAR 660-008-0005(6) provides:

“Housing Needs Projection” refers to a local determination, justified in the plan, of the mix of housing types, amounts and densities that will be:

*(a) Commensurate with the financial capabilities of **present and future area residents** of all income levels during the planning period;*

* * *

(Emphasis added)

The mix of housing types, amounts, and densities in the Housing Needs Projection purports to be adequate to meet the needs of future residents, but is insufficient to meet the unmet needs of *present* residents. We believe this does not satisfy Goal 10 and its implementing rules. These require the city to meet the housing needs of *all* residents, not just new residents. Regardless, moral imperatives suggest the city should do more. The city could, at minimal expense and time, use the density safe harbor in OAR 660-024-0040(8)(f). This would result in an overall

residential density target of eight units per acre and better meet the needs of all residents, both present and future.

4. Capacity of C-3 Land to Provide High-Density Housing

Apartments and upper-story residential are outright permitted uses in the C-3 zone. They are not subject to denial through a conditional use process. Nonetheless the HNA states (p. 109), “this analysis assumed no residential capacity on current C-3 areas after 2021.”

This assumption has already been proven to be false. The August 17, 2003, meeting of the planning commission considered the siting of a 175-unit apartment complex called Stratus Village on 6.5 acres of land zoned C-3 (see Attachment B). Testimony during the meeting indicated that another large apartment complex is also planned just south of this site under the same commercial zoning and will be coming before the planning commission in the near future.

For the past 20 years or more, there has essentially been no land available on the open market to site large apartment complexes on land zoned R-4. Independent developers wishing to construct such projects have repeatedly been forced to use land zoned C-3. For example, the area just south of the shopping center at Highway 99W and Lafayette Avenue is commercially zoned land that has been converted over time into three apartment complexes with about 200 units.

The density achieved in the C-3 zone is indicative of the kind of density that will happen in the R-5 zone once available land is placed in that zoning category. Currently, the city has no land zoned R-5. Unfortunately, it appears it will be another five to seven years before any significant amount of the land will be zoned to R-5.² In the interim, land zoned C-3 will continue to be used to achieve the high-density development called for in the HNA. This document and the Economic Opportunity Analysis should be amended to reflect this development of permitted uses in the C-3 zone.

5. Group Quarters

A significant portion of McMinnville’s population is housed in group quarters, principally assisted living and other care facilities, college dorms, and the jail. The draft HNA fails to adequately address needed housing for this population.

The final draft HNA (p. 85), in contrast to an earlier draft, does not quantify future growth in group quarter population and improperly assumes that future growth in group quarter population will be met through the same mix of housing types and zones as the rest of the population. The HNA states:

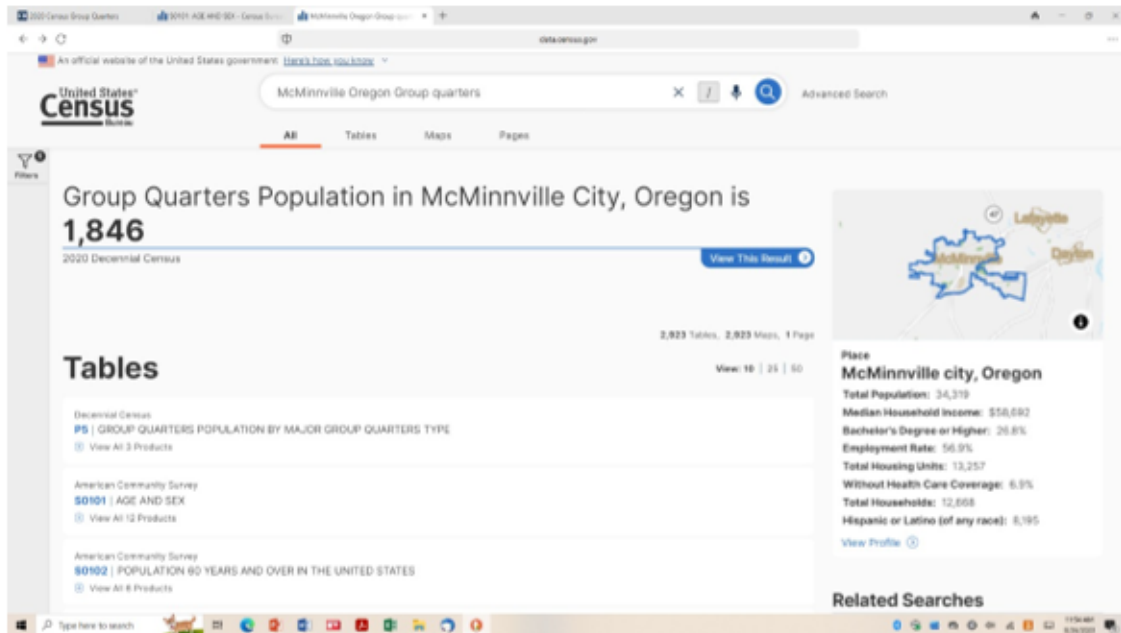
The 2013–2017 American Community Survey shows that 5% of McMinnville’s population was in group quarters... [W]e assume that group quarters will be met through the same land needs as the net new population without allocating housing

²At the July 26, 2023 meeting of the Affordable Housing Committee the McMinnville Community Development Director said the planning process to prepare the land in the Southwest Area for construction activity would take another five to seven years.

to group quarters separately...This assumption does not mean that we are assuming zero group quarters for the planning periods.

There is not an adequate factual base to support this assumption. As the HNA acknowledges, group quarters are typically built at multi-family densities. There is no evidence to support the conclusion that they have the same land needs as the rest of the population (i.e., 55% single-family detached, 41% high-income, overall density of 5.46 units per acre through 2067).

Moreover, the share of McMinnville's population housed in group quarters is growing – from 5% in 2017 to 5.4% in the 2020 census.³



Source: <https://data.census.gov/all?q=McMinnville+Oregon+Group+quarters>

Roughly half of McMinnville's group quarter population is housed in nursing facilities and assisted living facilities.⁴

Growth in the group quarter population is consistent with the HNA findings that:

Population in McMinnville is aging, and the cohort aged 60+ in Yamhill County will increase by about 56% by 2041. (HNA, p. 91)

And:

Growth in the number of seniors will have the biggest impacts on demand for new housing through demand for housing types specific to seniors, such as assisted-

³ The 2020 census shows that McMinnville had 1,846 persons housed in group quarters, out of a total population of 34,319. This is 5.4% ($1846 \div 34,319 = 5.4\%$)

⁴ <https://data.census.gov/table?q=McMinnville+Oregon+group+quarters> See also information on assisted living and other care facilities in McMinnville in Attachment C.

living facilities or age-restricted developments... or moving into group housing (such as assisted-living facilities or nursing homes) as their health declines.
(HNA, p. 92)

The assumptions in the current draft HNA (no separate forecast of group quarter population or allocation of housing) are markedly different from the assumptions used in the March 2019 draft HNA. That prior draft assumed that 5% of future population would be housed in group quarters at approximately the same density as multi-family housing.⁵

The changed assumptions in the current draft HNA are not based on the most recent available census data, lack an adequate factual base, and will not provide needed housing for the share of McMinnville's population that will be housed in group quarters. McMinnville should instead base its group quarter assumptions on the most recent census data and on the prior assumption that persons in group quarters require land at approximately the same density as multi-family housing.

6. Right-of-Way

The HNA assumes that 25% of all residential land, regardless of housing-type will be consumed by streets and roads. This is significantly more than the safe harbor provision in OAR 660-024-040(10). The city is not obligated to use a safe harbor, but if it does not, it must have an adequate factual basis to support the assumption it uses.

The record does not include an adequate factual base for the assumption.

We raised this issue in the Project Advisory Committee meetings several years ago. At the time we were told that it was based on empirical evidence, but that evidence is not in the record and our efforts to see that evidence have been unsuccessful as of this writing.

7. HNA Safe Harbors

The draft HNA employs safe harbors for calculating household size and vacancy rate, as the city is entitled to do. The administrative rules for these safe harbors (OAR 660-024-0040(8)(a) and (e), respectively) state that the HNA must use "the most current data ... published by the U.S. Census Bureau." The draft HNA uses the 2013-2017 American Community Survey estimates, even though the current 2017-2021 estimates are available. The differences in household size are negligible (2.55 persons per household vs. 2.57, but the difference in vacancy rate is significant – 3.6% in the most current data vs. the 5.4% vacancy rate in the outdated data. See U.S. census data below.

⁵ See excerpt from March 2019 draft HNA in Attachment D.

McMinnville, Oregon	
Label	2017-2021 Estimates
HOUSING OCCUPANCY	
Total housing units	13,145
Occupied housing units	96.4%
Vacant housing units	3.6%
Homeowner vacancy rate	1.4
Rental vacancy rate	2.7
UNITS IN STRUCTURE	
Total housing units	13,145
1-unit, detached	60.6%

Source: <https://data.census.gov/table?q=McMinnville+Oregon+vacancy+rate&tid=ACSCP5Y2021.CP04>

III. Economic Opportunities Analysis (EOA)

1. Refill, Redevelopment and employment on non-employment land

The EOA fails to adequately account for employment that will occur on non-employment land (primarily residential land), and uses very low refill and redevelopment rates.

The 2001 EOA used rates of 13-17% to account for jobs that would occur on non-employment land or through refill and redevelopment on existing employment land.

The 2013 EOA used a rate of 17% to account for jobs that would occur on non-employment land or through refill and redevelopment on existing employment land.

The DLCDC Goal 9 handbook (p. 2-28) suggests a 10-15% rate *just* for existing employment land, with additional reductions for employment that will occur non non-employment land.

The draft EOA uses a rate of 5% to account for jobs that would occur on non-employment land or through refill and redevelopment on existing employment land; an assumption that 95% of all new jobs will require new vacant employment land. From p. 85:

Based on the information presented in Appendix B, the PAC determined that a reasonable assumption would be 5% refill/redevelopment for both commercial and industrial employment.

Exhibit 53 shows the estimate of employment on vacant commercial and industrial land by land use type for each scenario, using the 5% assumption for employment that will occur through redevelopment, refill, or on non-employment sites.
(Emphasis in original)

We note that although the PAC recommendation only included refill and redevelopment, the EOA extends that to include new employment that will be accommodated on non-employment land.

The record does not include an adequate factual basis for this very low 5% rate. The empirical data in Appendix B applies *only* to refill and redevelopment and does not account for job growth on non-employment land. At a minimum, this includes:

- Home Occupations – Nationally, the percentage of persons working exclusively at home climbed from 4.8 in 1997 & to 6.6% in 2010.⁶ This grew to 9.7% in the most recent census data.⁷ In Oregon, 12.5% of all workers worked from home and in McMinnville, the figure was 8.2%⁸ Home occupations alone far surpass the 5% rate the EOA used for refill, redevelopment, *and* jobs on non-employment land.
- The large number of employees at assisted living and other care facilities. Every assisted living facility in McMinnville is located on residential land so are almost all the memory care and skilled nursing facilities. All of these facilities are currently posting job openings and virtually all are currently advertising for employees.⁹ The demographic information on pp. 91-92 forecasts a growing demand for these facilities. Further, these facilities are staffed 24 hours per day, requiring a larger work force per acre than the typical commercial operation. The assumptions fail to account for these jobs that will locate on residential land.
- Day Care Centers

In addition, the comparison cities in Appendix B (EOA, p. 123) do not support the use of a 5% rate. With the possible exception of Newberg, they all used rates of 10% to 20%; double to quadruple the rate used in the draft EOA:

- Ashland used a rate of 20%
- Corvallis used rates of 11% to 29%

⁶ <https://www.census.gov/library/publications/2012/demo/p70-132.html>

⁷ <https://www.census.gov/acs/www/about/why-we-ask-each-question/commuting/>

⁸ <https://www.census.gov/acs/www/about/why-we-ask-each-question/commuting/>

⁹ <https://data.census.gov/table?q=McMinnville+Oregon+group+quarters> See also information on assisted living and other care facilities in McMinnville in Attachment C.

- Redmond used a rate of 10%. Their new 2020 EOA uses rates of 9.9% to 10.4% for jobs on residential land only, exclusive of jobs that will be accommodated on existing employment sites.¹⁰
- Grants Pass used a rate of 10%
- Albany, listed as 0%, used a rate of 10%¹¹
- Newberg is listed at 5%, but we are unable to locate that figure. Their new 2021 EOA uses a combined rate of 25.8% for commercial jobs (15.8% on residential land and an additional 10% accommodated on existing employment sites.)¹²

The evidence does not support the assumption that 95% of all new jobs will require vacant employment land. This assumption lacks an adequate factual base.

2. Other Needed Employment Sites

The section of the EOA titled “Land Needs Not Addressed in the Average Employment Densities (Other Needed Sites)” (pages 89-96) attempts to justify a need for eight uses mentioned in the MAC-Town 2032 plan that are supposed to need an additional 49 acres beyond that calculated by traditional uses for commercial and industrial land. These are all low-job-density uses.

An economic opportunities analysis examines trends and needs over a 20-year period and concludes, in a general way, what the needs of the city are going to be. An EOA is not an appropriate tool for designating land need for specific, individual uses. There is no mechanism to ensure that the “other needed sites” would ever be established, so if the 49 acres were added to the UGB it would be surplus land, in conflict with statewide Goal 14.

Additionally, the general employment land-need conclusions in the EOA were calculated using employee-per-acre assumptions (pages 86-87) derived from real-world data for the city (EOA Appendix B). There are already low-density employment sites in the city, so the land-need calculations already account for such uses. If the city proceeds with these exogenous sites, the employment density assumptions need to be adjusted to only include higher-density sites.

Moreover, several of these uses would be publicly owned and occur on public land.¹³ Their inclusion is inconsistent with other language in the EOA (p. 84), stating that, “employment for public/institutional uses was backed out of the employment forecast and land needs were calculated separately.”

¹⁰ See p. 30 at <https://www.redmondoregon.gov/home/showpublisheddocument/24337/638104079529430000>

¹¹ See page 11 at https://scholarsbank.uoregon.edu/xmlui/bitstream/handle/1794/9482/Albany_Economic_Opportunities_Analysis_2007.pdf See also McMinnville’s 2013 EOA, p. 85

¹² See EOA p. 34 (p. 46 of 117) at https://www.newbergoregon.gov/sites/default/files/fileattachments/community_development/page/27751/res3728.pdf

¹³ These include Community Center, Conference Center, Arts and Cultural Center, Public Market, and the Outdoor Stage

The first three projects in the list are all recreation-related and could be easily accommodated on the hundreds of acres of land brought into the UGB in 2020 based on a parkland justification. The new community center/pool discussion started by the MacPac process has noted that this facility would be enhanced by placing it adjacent to a public park site that it could share parking with. There would be a similar synergistic impact by siting the other two projects in conjunction with parks.

The Evergreen entries (items 4 and 5) do represent some unique features not typically included in commercial land. However, the Evergreen Master Plan does include projects like a hotel/lodge that clearly would impact the need for other such land need covered by the EOA. The entire Master Plan 27 acres should be reviewed to differentiate between the land needed for traditional commercial activities and the unique ones. Land need as site-specific as these should be added through a quasi-judicial UGB amendment rather than through a legislative, city-wide analysis because the alternative sites analysis for a legislative UGB amendment would probably not result in the site being a high enough priority to be included.

The Conference Center proposed in item 6 was presented to the City Council in 2018, and it chose not to move forward with it. Perhaps it will be revived someday, but funding seems unlikely.

The Food Hub and Public Market (item 7) seems like a potential outgrowth of our current weekly farmers' market. However, to be large enough to justify 3.5 acres, it is going to have to generate considerably more business. If it does, it is going to impact the demand for traditional grocery store purchases, reducing the land needed by that sector. The net impact on land needed for food purchases, if any, would be minimal.

Finally, the Makerspace/Innovation Hub/Fabrication Center is small enough (two acres) that there is no rational need to include it as a special use.

We recommend the city delete the these "other sites" and the 49 acre land need from the EOA.

3. Retail Leakage

The draft EOA purports to base its employment forecast and need for employment land on the population-based safe harbor under OAR 660-024-0040(9)(a).¹⁴ See EOA pp. 81-82. However, the draft EOA does not do this. Instead, it takes the safe harbor forecast and then adds another 280 employees to it, based on the dubious notion of "retail leakage." See EOA pp. 87-89 and Exhibit 57 at p. 89.

The city cannot have it both ways. It can either use a safe harbor forecast or not. The safe harbor rule does not provide for a city to add additional employees beyond the safe harbor forecast.

¹⁴ (a) A local government may estimate that the current number of jobs in the urban area will grow during the 20-year planning period at a rate equal to either:

* * *

(B) The population growth rate for the urban area in the appropriate 20-year coordinated population forecast determined under rules in OAR chapter 660, division 32.

The city could, at minimal time and expense, rely upon the safe harbor by eliminating the additional employees and land need from the EOA.

IV. Buildable Lands Inventories

1. Removal of vacant and partially vacant land based on ownership

The Buildable Lands Inventories (BLI) in both the HNA and EOA exclude all vacant and partially vacant land that is owned by tax-exempt institutions, even though it is not publicly owned. These are principally a 20-49 acre site owned by Linfield University that is zoned for commercial uses, and residentially zoned land owned by churches.

For the commercially zoned land (Linfield), this is inconsistent with OAR 660-009-0015(3):

*660-009-0015(3): Inventory of Industrial and Other Employment Lands. Comprehensive plans for all areas within urban growth boundaries **must include** an inventory of vacant and developed lands within the planning area designated for industrial or other employment use. (Emphasis added.)*

The commercially zoned Linfield land, if not sold, will presumably accommodate student housing (group quarter population) and classrooms and offices (employment growth), or both.¹⁵ Even if a presumption of no development could be justified over a 20-year period, to assume no accommodation of housing or employment on this vacant land through 2067 is not supportable.

For the residentially zoned land (church-owned land) this is inconsistent with OAR 660-008-05(2), which allows the exclusion of publicly owned land, but does not seem to allow the exclusion of land merely because it is owned by an institution. The McMinnville Urbanization Report (p. 30) projects a need for 38 acres of religious land through 2041. Land that is owned by existing churches will accommodate some of this future need. The record lacks an adequate factual base to support its exclusion.

The city should add vacant and partially vacant land that is owned by private tax-exempt institutions back into the BLI's and adjust land deficits accordingly.

2. The Buildable Lands Inventory in the EOA fails to meet legal standards

The BLI in the EOA consists of inadequate, cursory maps and tables that do not meet the legal standards for an inventory of employment lands in Goal 9. See OAR 660-009-0015(3):

Inventory of Industrial and Other Employment Lands. Comprehensive plans for all areas within urban growth boundaries must include an inventory of vacant and developed lands¹⁶ within the planning area designated for industrial or other employment use.

¹⁵ See Linfield Strategic plan (p. 10, Attachment E). Linfield is planning to launch new undergraduate and graduate programs to attract new students.

¹⁶ "Developed Land" means non-vacant land that is likely to be redeveloped during the planning period. OAR-660-009-0005

(a) For sites inventoried under this section, plans must provide the following information:

(A) The description, including site characteristics, of vacant or developed sites within each plan or zoning district;

(B) A description of any development constraints or infrastructure needs that affect the buildable area of sites in the inventory; and

* * *

The EOA does not include an inventory of employment land that includes a description of the site characteristics, development constraints, or infrastructure needs of both vacant and developed sites as required by OAR 660-009-0015(3)(a)(B).

3. Population Forecast

OAR 660-032-0020 (1) requires McMinnville to use of the most recent forecast from the Portland State University Population Research Center for purposes of the HNA. Because the EOA relies upon the population safe harbor for its projection of future employment growth use of the most recent forecast is required for the EOA as well. In this case, the most recent forecast for McMinnville was released over three years ago, on June 30, 2020.¹⁷

For McMinnville, a 2040 population of 42,457 and a 2065 population of 53,577 is forecasted, which the PRC adjusts to **42,865 in 2041 and 54,552 in 2067**.¹⁸

Instead of using the most current forecast, the HNA and EOA assume much higher populations of 47,498 in 2041, and 62,803 in 2067. These assumptions are based on the outdated forecast released in 2017. The impact of using the outdated forecast instead of the most recent forecast adds hundreds of additional acres to the UGB through 2041 and over a thousand additional acres to the Urban Reserve Area through 2067.

It is our understanding that McMinnville believes it has “locked in” the ability to rely on the stale forecast for both the HNA and EOA. We are skeptical. An excerpt from page 3 of the August 3 staff report is pasted below, followed by a discussion of the relevant administrative rules:

In order to preserve their efforts from 2018 and 2019, in May 2020, the City of McMinnville submitted the following “PAPA” notices (Notice of Proposed Amendments) to DLCD:

- *HNA. Housing Needs Analysis and Residential Buildable Land Inventory (June 2019 Draft).*
- *Housing Strategy. (June 2019 Draft).*

¹⁷ http://ondeck.pdx.edu/population-research/sites/g/files/znlchr3261/files/2020-07/Yamhill_Report_Final_2020.pdf

¹⁸ See the PRC’s [Population Forecast Interpolation Template \(for forecasting single-year time intervals\) \(.xlsx\)](#)

• *EOA. Economic Opportunities Analysis, Employment Land Buildable Land Inventory, and Other Land Needs (February 2020 Draft). The City subsequently completed additional updates to the February 2020 draft in June 2020 after the initial PAPA submittal to DCLD. The City subsequently submitted the updated draft as an amended PAPA notice in May 2021.*

In addition to the HNA, Housing Strategy and EOA, the City prepared a Memo updating the HNA (Addendum 1 to the HNA) in June 2020 to address any new discoveries since the June 2019 draft was completed, and an Urbanization Study that served as a summary of the HNA/EOA analysis. All of which were provided as part of the PAPA notices.

OAR 660-032-0020(1) requires use of the most recent PSU forecast. In this case, the most recent McMinnville forecast was released over three years ago, on June 30, 2020. OAR 660-032-0020(1), in conjunction with OAR 660-032-0040, does allow a city to apply an interim forecast if the plan amendment was initiated prior to the PRC's first forecasting cycle, but that is not the case here. The first forecasting cycle for McMinnville concluded in 2017,¹⁹ well before these plan amendments were "initiated" by sending PAPA notices to DLCD.

Even if the city could use the outdated high forecast for the HNA, it may still have to use the most recent forecast for the EOA. The PAPA notice sent to DLCD to initiate the amendment is required to include, "the text the proposed change to the comprehensive plan or land use regulation," and, "must include all of the proposed wording to be added to or deleted from the acknowledged plan or land use regulations."²⁰

McMinnville submitted an amended PAPA notice for the EOA in 2021 with new text for the EOA, well after the release of the most recent PSU population forecast. It therefore appears that the old 2020 PAPA notice for the EOA has been superseded by the amended notice issued by the city in 2021.

4. Record Completeness

Page 10 of the EOA lists 5 appendices. Appendices A, B, and C were included in the packet that went to the Planning Commission in August. Appendices D and E were not included in the August packet and do not seem to be publicly available.

¹⁹ https://www.pdx.edu/population-research/sites/g/files/znlchr3261/files/2022-12/standard-577-050-opfp_v01.pdf

²⁰ OAR 660-018-0020(3)

VI. Conclusion

We hope these comments are helpful. Please include them in the official record of this proceeding and provide us with notice of your decision in this matter.

Sincerely,



Mary Kyle McCurdy
Deputy Director
1000 Friends of Oregon



Rob Hallyburton
Vice President
Friends of Yamhill County

Cc: Kevin Young and Melissa Ahrens, DLCD

- Attachments:
- A. Excerpt from expired parks master plan
 - B. Stratus Village information from August 17, 2023 Planning Commission packet
 - C. Assisted Living and Memory Care Facility information
 - D. Excerpt from March 2019 draft HNA
 - E. Linfield Strategic Plan

ATTACHMENT A

CITY OF McMINNVILLE



PARKS, RECREATION AND OPEN SPACE MASTER PLAN

Prepared by:

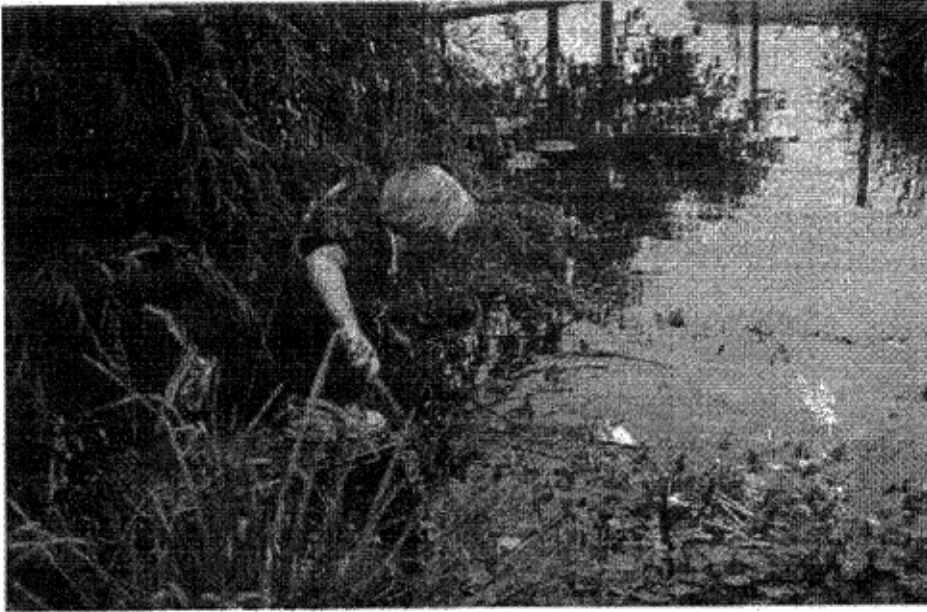
MIG, Inc.

199 E. Fifth Ave., Suite 33
Eugene, OR 97401
(541) 683-3193

Sally McIntyre, Principal
Jane Henderson, Park Planner
Larry Wight, Landscape Architect
Barbara Bellamy, Planner
Holly Warren, Project Associate
Misty Fisher, Administrative Assistant

In Association with:
Don Ganer & Associates

May 1999



CHAPTER I: INTRODUCTION

Located in the western portion of Oregon's Willamette Valley along the Yamhill River, the City of McMinnville is changing at a significant pace. For example, the population of the City was only just over 14,000 in 1980. Today McMinnville's population is over 24,000, and it is one of the fastest growing cities in Yamhill County.

In response to these changes, McMinnville residents have made it their goal to retain and enhance their City's livability, recreational opportunities, sense of community, and natural environment. McMinnville residents look to their City's Parks and Recreation Department to provide quality parks, open spaces, and recreation services that will meet these needs today and well into the future.

PURPOSE OF THE MASTER PLAN

To assist in maintaining McMinnville's livability, the Parks and Recreation Department has set out to create the City's first Parks, Recreation and Open Space Master Plan. The Master Plan describes how the City will strive to provide parks and recreation opportunities to residents for the next 20 years. It includes a financing model that demonstrates how park acquisition and development could be financed if resources are available. This planning process offered the City a unique opportunity to evaluate the parks, recreation and open space system, and to author a vision for the community that recognizes anticipated changes and truly reflects the needs of residents.

To accomplish this task, community members of all ages and those serving on the Master Plan Advisory Committee have contributed to this Master Plan.

The Master Plan describes a vision for parks, recreation services, trails and open space facilities.

ATTACHMENT B



CITY OF MCMINNVILLE
Community Development Department
231 NE FIFTH STREET
MCMINNVILLE, OR 97128

503-434-7311

www.mcminnvilleoregon.gov

DECISION, CONDITIONS, FINDINGS OF FACT AND CONCLUSIONARY FINDINGS FOR THE APPROVAL OF A PLANNED DEVELOPMENT AMENDMENT, THREE MILE LANE REVIEW, AND LANDSCAPE PLAN FOR PROPERTY AT 235 SE NORTON LANE, (TAX LOTS R4427 400, 404, AND 405)

DOCKET: PDA 2-23 (Planned Development Amendment)
TML 1-23 (Three Mile Lane Review)
L 25-23 (Landscape Plan Review)

REQUEST: Applications for a Planned Development Amendment (PDA 2-23), Three Mile Lane Review (TML 1-23), and Landscape Plan Review (L 25-23)

The requests are summarized below. The applications are submitted as part of a proposal by Housing Authority of Yamhill County (HAYC) to develop a new 175-unit apartment development, "Stratus Village," on properties totaling approximately 6.5 acres.

PDA 2-23. The subject property is subject to an existing Planned Development Overlay Ordinance. The proposal includes revisions to the original Planned Development master plan, which requires approval of a Planned Development Amendment. The new Master Plan is also subject to the provisions of Ordinance 5095, which amended the terms of the previous Planned Development Overlay Ordinance.

TML 1-23. The subject property is within the Three Mile Lane Planned Development Overlay, established by Ordinance 4131 and subsequently revised by Ordinances 4572, 4666, 4988, and 5101. The proposed development is subject to policies and standards of the Three Mile Lane Planned Development Overlay Ordinance.

L 25-23. The proposal includes a landscape plan, which is required for multi-dwelling development, subject to the provisions of Chapter 17.57 of the Zoning Ordinance.

NOTE: *The applicant has also separately submitted an application for a parcel consolidation to combine the three parcels into a single parcel.*

LOCATION: Address: 235 SE Norton Lane
Map & Tax Lot: R4427 400, 404, and 405

ZONING: C-3 PD

**Planning Commission
Thursday, August 17, 2023
6:30 PM Regular Meeting**

HYBRID Meeting

IN PERSON – McMinnville Civic Hall, 200 NE Second Street, or ZOOM Online Meeting

Please note that this is a hybrid meeting that you can join in person at 200 NE Second Street or online via Zoom

ZOOM Meeting: You may join online via the following link:

<https://mcminnvilleoregon.zoom.us/j/89368634307?pwd=M0REY3RVSzFHeFdmK2pZUmJNdkdSZz09>

Meeting ID: 893 6863 4307

Meeting Password: 989853

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

Meeting ID: 893 6863 4307

Meeting Password: 989853

Public Participation:

Citizen Comments: If you wish to address the Planning Commission on any item not on the agenda, you may respond as the Planning Commission Chair calls for "Citizen Comments."

Public Hearing: To participate in the public hearings, please choose one of the following.

- 1) **Email in advance of the meeting** – Email at any time up to 12 p.m. the day before the meeting to heather.richards@mcminnvilleoregon.gov, that email will be provided to the planning commissioners, lead planning staff and entered into the record at the meeting.
- 2) **By ZOOM at the meeting** - Join the zoom meeting and send a chat directly to Planning Director, Heather Richards, to request to speak indicating which public hearing, and/or use the raise hand feature in zoom to request to speak once called upon by the Planning Commission chairperson. Once your turn is up, we will announce your name and unmute your mic.
- 3) **By telephone at the meeting** – If appearing via telephone only please sign up prior to the meeting by emailing the Planning Director, Heather.Richards@mcminnvilleoregon.gov as the chat function is not available when calling in zoom.

----- MEETING AGENDA ON NEXT PAGE -----

The meeting site is accessible to handicapped individuals. Assistance with communications (visual, hearing) must be requested 24 hours in advance by contacting the City Manager (503) 434-7405 – 1-800-735-1232 for voice, or TDY 1-800-735-2900.

*Please note that these documents are also on the City's website, www.mcminnvilleoregon.gov. You may also request a copy from the Planning Department.

Commission Members	Agenda Items
Sidonie Winfield, Chair	6:30 PM – REGULAR MEETING
Gary Langenwalter Vice - Chair	1. Call to Order
Matthew Deppe	2. Citizen Comments
Sylla McClellan	3. Minutes:
Elena Mudrak	<ul style="list-style-type: none"> • April 6, 2023 (<i>Exhibit 1</i>) • April 20, 2023 (<i>Exhibit 2</i>)
Meg Murray	4. Public Hearings:
Brian Randall	A. <u>Quasi-Judicial Hearing: Stratus Village: Planned Development Amendment (PDA 2-23), Three Mile Lane Design Review (TML 1-23), and Landscape Plan Review (L 25-23) – (Exhibit 3)</u>
Beth Rankin	<p>Request: The applicant, Structure Development Advisors LLC c/o Mike Andrews, on behalf of property owner Housing Authority of Yamhill County (HAYC), is requesting concurrent review and approval of three applications for the Stratus Village 175-unit multi-dwelling development on a property of approximately 6.5 acres: a Planned Development Amendment (PDA 2-23), a Three Mile Lane Review (TML 1-23), and a Landscape Plan Review (L 25-23).</p>
Dan Tucholsky	<p>PDA 2-23. The property is subject to an existing Planned Development Overlay Ordinance which includes the subject properties and adjacent properties. The proposal includes revisions to the original Planned Development master plan for the subject properties, which requires approval of a Planned Development Amendment. The master plan for the subject properties will replace the existing plan for medical offices with the proposed plan for apartments. The new Master Plan is also subject to the provisions of Ordinance 5095, which amended the terms of the previous Planned Development Overlay Ordinance.</p>
	<p>TML 1-23. The subject property is within the Three Mile Lane Planned Development Overlay, established by Ordinance 4131 and subsequently revised by Ordinances 4572, 4666, 4988, and 5101. The proposed development is subject to policies and standards of the Three Mile Lane Planned Development Overlay Ordinance.</p>
	<p>L 25-23. The proposal includes a landscape plan review, which is required for multi-dwelling development, subject to the provisions of Chapter 17.57 of the Zoning Ordinance.</p>

The meeting site is accessible to handicapped individuals. Assistance with communications (visual, hearing) must be requested 24 hours in advance by contacting the City Manager (503) 434-7405 – 1-800-735-1232 for voice, or TDY 1-800-735-2900.

*Please note that these documents are also on the City's website, www.mcminvilleoregon.gov. You may also request a copy from the Planning Department.

Location: 235 SE Norton Lane, Tax Lots R4427 400, 404, and 405

Applicant: Structure Development Advisors LLC c/o Mike Andrews, on behalf of property owner Housing Authority of Yamhill County (HAYC),

B. Legislative Hearing: Comprehensive Plan Amendment and Zoning Ordinance Amendment (Docket G 3-22) – (Exhibit 4)

(Continued from July 20, 2023)

Proposal: **THE CITY OF MCMINNVILLE IS PROPOSING AMENDMENTS TO THE MCMINNVILLE COMPREHENSIVE PLAN AND ZONING ORDINANCE FOR A NATURAL HAZARDS INVENTORY AND MANAGEMENT PROGRAM, AS FOLLOWS:** Amendment to the McMinnville Comprehensive Plan, Volume I - Background Element, adopting the Natural Hazards Inventory and Management Program Options and Recommendations; amendment to the McMinnville Comprehensive Plan, Volume II – Goals and Policies, adding a new Chapter XI, entitled Natural Features; amendments to the McMinnville Municipal Code, Chapters 17.48, Flood Area Zone, and Chapter 17.49, Natural Hazard Overlay Subdistricts; and the adoption of the Natural Hazard Mitigation Zone (NH-M) and Natural Hazard Protection Zone (NH-P)

Applicant: City of McMinnville

5. Action Items: Request for Land-Use Decision Extension, MP 6-20, 835 SW Hilary Street. (Exhibit 5)

Applicant: Steve and Mary Allen

6. Commissioner Comments

7. Staff Comments

8. Adjournment

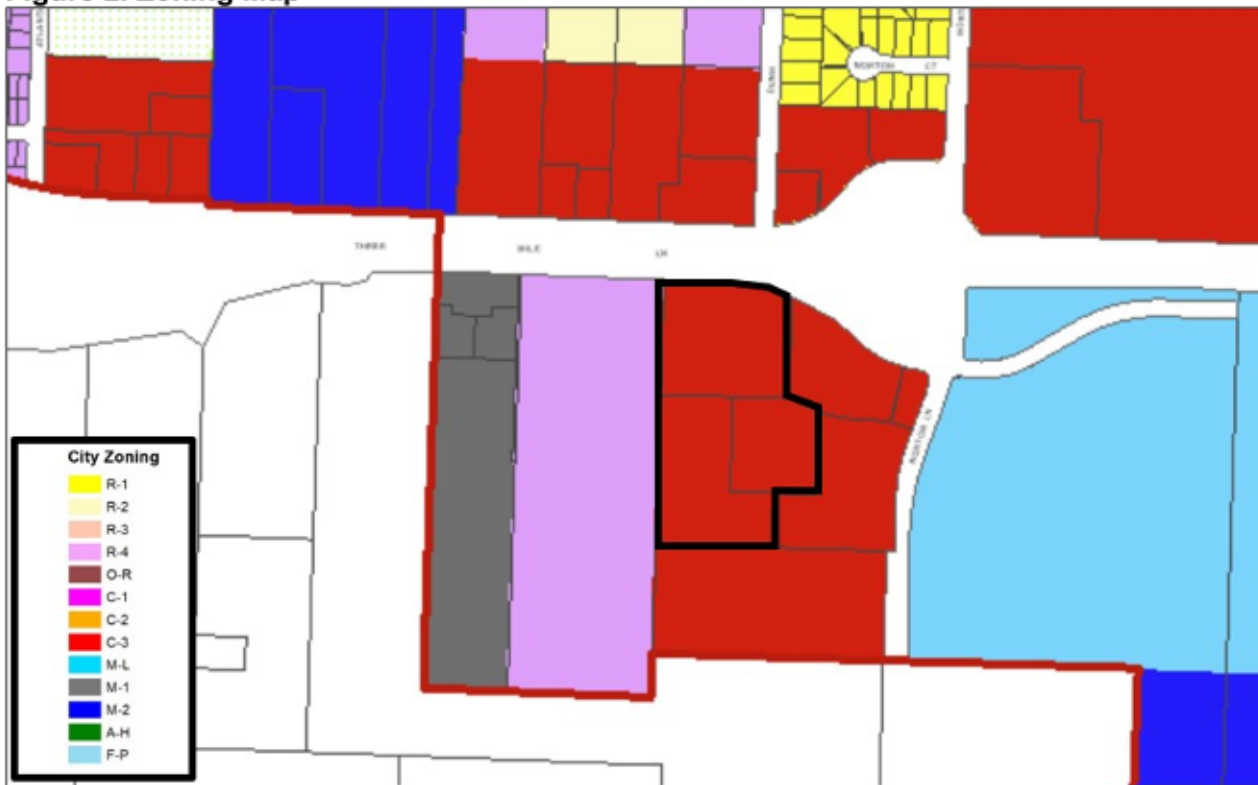
The meeting site is accessible to handicapped individuals. Assistance with communications (visual, hearing) must be requested 24 hours in advance by contacting the City Manager (503) 434-7405 – 1-800-735-1232 for voice, or TDY 1-800-735-2900.

*Please note that these documents are also on the City's website, www.mcminnvilleoregon.gov. You may also request a copy from the Planning Department.

Figure 1. Vicinity Map



Figure 2. Zoning Map

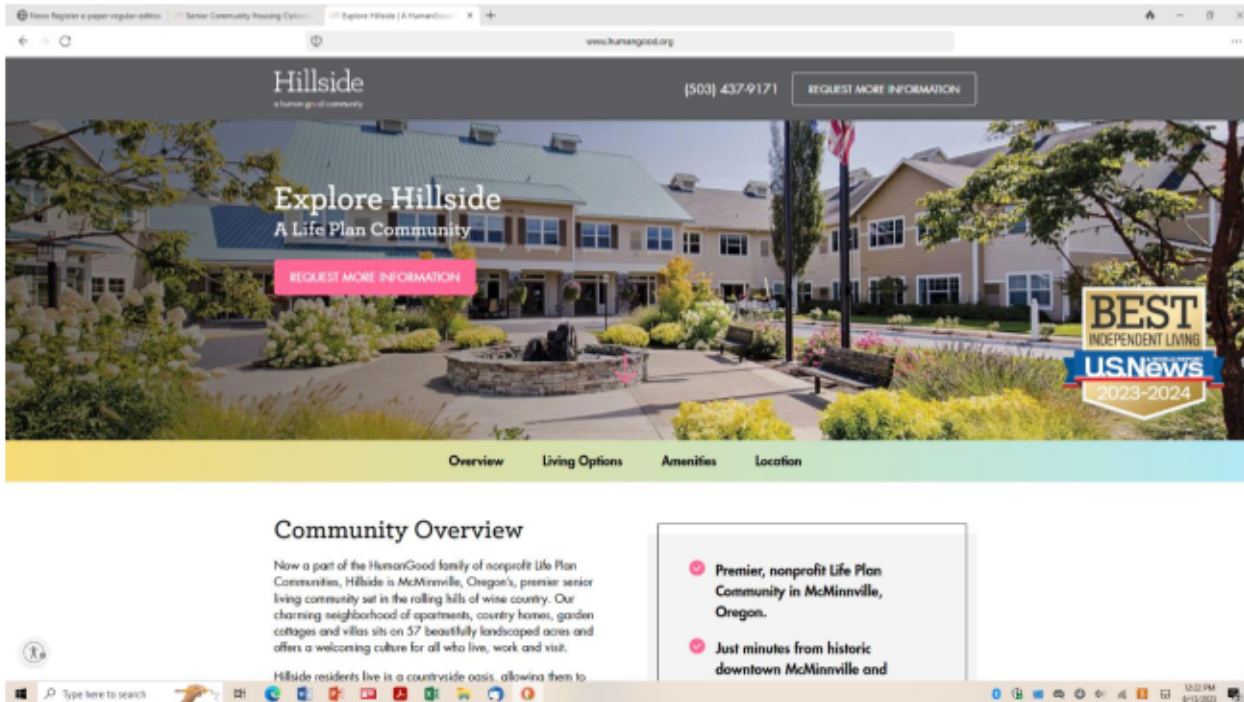


ATTACHMENT C

Assisted Living and Memory Care facilities in McMinnville

We have identified the following Assisted Living and Memory Care facilities in McMinnville. These group quarter facilities collectively house hundreds of people at multi-family densities and employ hundreds of people on residential land. A quick web search show that most are currently advertising for new employees.

<u>Name</u>	<u>Address</u>	<u>Zone</u>
Hillside	300 Hillside Parkway	R-4
Fircrest	213 Fircrest Drive	R-4
Vineyard Heights	345 SW Hill Rd. S	R-1
Brookdale City Center	721 NE 27 th St.	R-4
Parkland	3121 NE Cumulus Ave	R-4
McMinnville Memory Care	320 SW Hill Rd. S	R-1
Cherrywood Memory Care	2750 NE Doran Dr.	C-3
Marjorie House	2855 NE Cumulus Ave	???



www.seniorhousingnet.com

seniorhousingnet

800-304-7152
Talk to a local advisor for free

Assisted Living Alzheimer's Care More Senior Living Options Advice & Planning

Home > McMinnville, OR > McMinnville Assisted Living > 213 NE Fircrest Drive

Photos Map

Overview Neighborhood

Fircrest Senior Living

213 NE Fircrest Drive, McMinnville, OR 97128

Call for Rates

We'd love to chat!
800-304-7152

Free Guidance, Compare costs/Services, Insider view

Full Name _____

you@domain.com _____

303-000-0000 _____

Request Info

By clicking "Request info", you agree to our Terms of Use, our Privacy Policy, and our Agreement to be Contacted by Telephone. You also consent that we, or our purchase providers, may reach out to you about senior living solutions or Medicare insurance using a system that can auto-dial. However, you do not need to consent to this to use our service.

Core Types: Assisted Living, Alzheimer's Care

- Striking contemporary décor
- Warm calm colors
- Cutting edge heating and cooling system

Vineyard Heights Assisted Living

What's my zoning | McMinnville | zoning_200_Letter.pdf

seniorhousingnet.com

Welcome to Vineyard Heights Assisted Living

Independent Living


444 Southwest Hill Road
97128

VIEW PHOTOS

Vineyard Heights (14) 1 of 28

Brookdale McMinnville City Center | www.brookdale.com | 503-435-0100

Where to Begin | Our Services | Brookdale Life | Find a Location




Brookdale McMinnville City Center
721 North East 27th Street, McMinnville, OR | 503-435-0100


How can we help? Pricing & Availability Schedule a Visit Community Information

First Name* | Last Name* | Email Address* | Phone* | [Get Started](#)

Return to CascadeLivingGroup.com | Return to Find a Community | Careers | Bill Payment | Friends & Family: 503-435-1499



Living Options > | About Us > | Resources > | 503-435-1499 Call for Availability



Parkland Village Retirement Community

Set on a park-like campus with independent retirement living cottages and an assisted living community, Parkland Village Retirement Community is nestled in the rolling hills of the scenic Willamette Valley. Surrounded by beautiful vistas of lush farmlands and some of Oregon's most prestigious wineries, our senior living community offers serenity and tranquility but with plenty of nearby activity.

Special savings available for a limited time*

[Get Savings Now!](#)

Community
Address + Phone
3121 NE Cumulus Avenue
McMinnville, OR 97128
Phone: 503-435-1499

Living Options


- Independent Living
- Assisted Living
- Respite Care

Featured Amenities

- Club House/Community Center
- Beautiful garden areas
- Oversized activity room
- Park-like setting

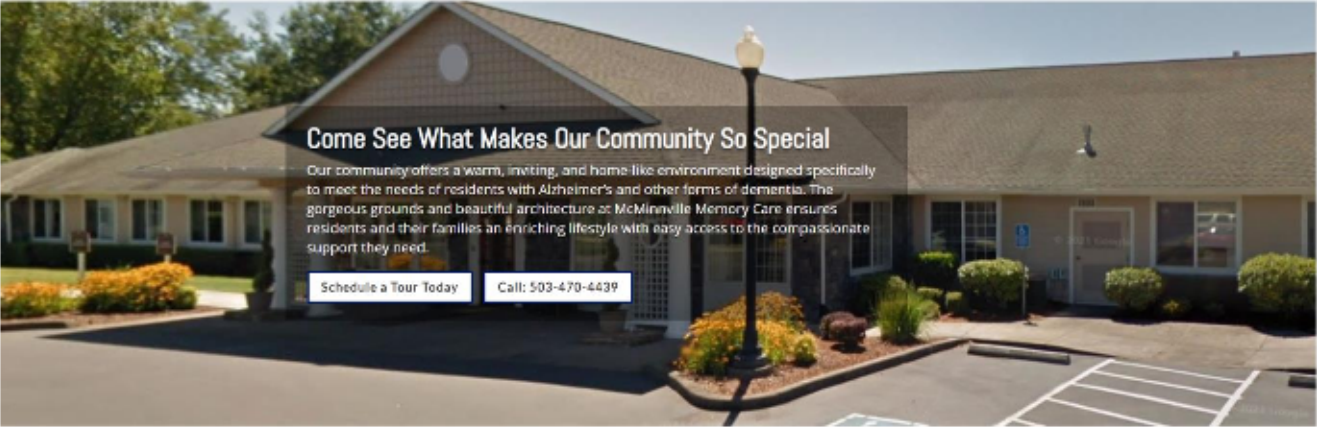
McMinnville Memory Care at Dorn... Memory Care Community for S... What's my Zoning | McMinnville, OR... spring_2020_layout.pdf

Call Today: 503-470-4439



McMinnville
Memory Care

HOME | OUR COMMUNITY | LIVING OPTIONS | SERVICES & AMENITIES | CONTACT US



Come See What Makes Our Community So Special

Our community offers a warm, inviting, and home-like environment designed specifically to meet the needs of residents with Alzheimer's and other forms of dementia. The gorgeous grounds and beautiful architecture at McMinnville Memory Care ensures residents and their families an enriching lifestyle with easy access to the compassionate support they need.

Schedule a Tour Today | Call: 503-470-4439

Welcome to McMinnville Memory Care!

We understand that memory loss can be difficult for everyone it impacts - from


Type here to search

1:01 PM 8/10/2020

Memory Care facility - McMinnville


www.marjoriehouse.com

503-474-4222 | 2050 Northeast Cummins Ave., McMinnville, OR 97128



Marjorie House
Memory Care Community

Home | About Us | Meet Our Team | Services | Dementia Education | Career Opportunities | Calendar | Contact Us



**COMPASSIONATE
DEMENTIA CARE**

CONTACT US FOR A TOUR OF OUR
STATE-OF-THE-ART CARE FACILITY TODAY!

1 2 3 4

Type here to search

1:01 PM 8/10/2020



Hillside

a human good community

Now Hiring for Home Care Aides

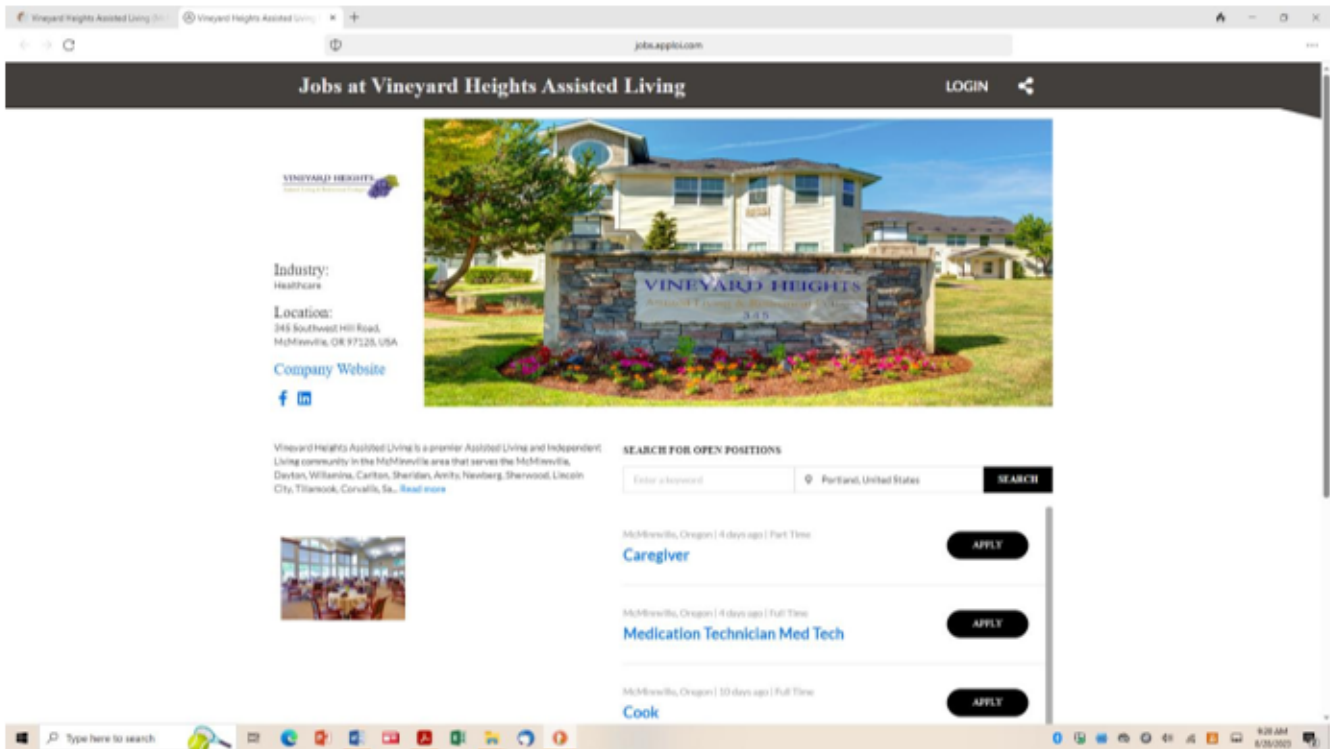
Various hours available weekday / weeknight and weekends

Looking for someone with a passion for helping others!

Pay range is \$16.50 - \$17.50 per hour • No experience required

As the largest nonprofit owner/operator of senior living communities in California and one of the largest in the country, we are more than just a place to work. We are here to ensure that all we serve are provided with every opportunity to become their best selves as they define it, and this begins with YOU.

HumanGood offers competitive pay and phenomenal benefits. Eligible positions (30+ hours/week) start with 20 paid days off, plus seven holidays, a company-matching 401(k) and health plans that give you cash to use for those unexpected health issues. We provide healthcare benefits for our part-time and per diem team members! We also offer a Tuition Reimbursement to promote your career advancement.



Vineyard Heights Assisted Living

LOGIN

Industry: Healthcare

Location: 243 Southwest Hill Road, McMinnville, OR 97126, USA

Company Website

Vineyard Heights Assisted Living is a premier Assisted Living and Independent Living community in the McMinnville area that serves the McMinnville, Dayton, Williams, Carlton, Sheridan, Amity, Newberg, Sherwood, Lincoln City, Tillamook, Corvallis, Se...

SEARCH FOR OPEN POSITIONS

Enter a keyword Portland, United States

McMinnville, Oregon | 4 days ago | Part Time

Caregiver

McMinnville, Oregon | 4 days ago | Full Time

Medication Technician Med Tech

McMinnville, Oregon | 10 days ago | Full Time

Cook

Jobs at Cascade Living Group

Search for Open Positions

Type to search

Oregon
Parkland Village
See All Cities
See All Jobs

Parkland Village | McMinnville, Oregon | Aug 02, 2023
Server

Parkland Village | McMinnville, Oregon | Jul 17, 2023
Caregiver

Parkland Village | McMinnville, Oregon | Jul 17, 2023
Med Tech (Med Aide)

32 jobs near McMinnville, OR.

Medication Technician \$500 Sign-On Bonus
 Brookdale McMinnville City Center
 Based on state regulations and completion of required training/certification, Medication Aide/Technician will administer or assist with self-administration of medication and treatments as prescribed by the health care provider and observe/report response.

191 NE 27th St, McMinnville, OR | Regular Full-Time | 2023-232076 | Healthcare

Caregiver - Full and PT Positions / Various Schedules
 Brookdale McMinnville City Center
 Caregivers provide direct care to residents, recognize individual needs, encourage independence and treat all residents with respect and dignity. You will assist residents with activities of daily living, including bathing, dressing, grooming and others.

191 NE 27th St, McMinnville, OR | Regular Full-Time | 2023-232075 | Healthcare

LPN / RN - Wellness Coordinator
 Brookdale McMinnville City Center
 Manages the day-to-day health care coordination of the community to ensure residents' health care needs are met. Ensure residents are treated with respect and dignity and ensures quality care as residents' healthcare needs change. Ensures consistent quality.

191 NE 27th St, McMinnville, OR | Regular Full-Time | 2023-232948 | Healthcare

Sous Chef
 Brookdale McMinnville Town Center
 Assists the chef with overseeing the day-to-day operation of the kitchen and maintaining the highest quality food products and service. Oversees kitchen cleanliness in accordance with sanitation and food safety standards as well as the persons' needs.

Filters

Job Category

All

Type

Regular Full-Time
 Regular Part-Time
 Temporary Full-Time
 Temporary Part-Time

[Filter Jobs](#)
[Clear](#)

[Click here to download Job Description](#)

Marjorie House Memory Care Community is a residential memory care community that takes pride in offering person centered care that nurtures the body, mind and spirit, enables free choice, provides a purposeful life and encourages independence in a safe, secure, and loving environment. We are proud to offer warm and nurturing environment for seniors with Alzheimer's and all other forms of dementia and are looking for like-minded individuals who will strive to meet our mission of "Building a foundation for a legacy of loving care".

**NOW HIRING CARING AND COMPASSIONATE CAREGIVERS TO JOIN OUR TEAM!
WE HAVE IMMEDIATE OPENINGS FOR THESE EXCITING POSITIONS!**

RESIDENT AIDES

The primary responsibility of this position is to assist our memory care residents with all ADL's (Activities of Daily Living). Additionally, RA's assist other team members as needed.

Full-time with benefits. Day and Swing Shifts available.

MEDICATION AIDES

The primary responsibility of this position is to administer medications to residents and assist with other aspects of daily care and routine. Additionally, Med Aides assist other team members as needed.

Full-time with benefits. Part-time Shifts Available.

If you would like to apply for any of the above positions please contact us via the request information page of this website or by phone at 603-474-4222.

[Click here to download job application](#)

City of McMinnville

Housing Needs Analysis

March 2019

Prepared for:
City of McMinnville

Draft REPORT

ECONorthwest
ECONOMICS • FINANCE • PLANNING

KOIN Center
222 SW Columbia Street
Suite 1600
Portland, OR 97201
503.222.6060

market. Nonetheless, group quarters require residential land. They are typically built at densities that are comparable to that of multiple-family dwellings.

The 2013-2017 American Community Survey shows that 5% of McMinnville's population was in group quarters. **For the 2021 to 2041 period, we assume that 5% of new population, 564 people, will be in group quarters.**

A final note on persons in group quarters: persons in group quarters require land. While the DLCD Workbook backs this component of the population out of total population that needs housing, it does not otherwise make accommodations for land demand for new group quarters. For the purpose of this analysis, **we assume that persons in group quarters require land at approximately the same density as multiple family housing.**

- **Household Size.** OAR 660-024 established a safe harbor assumption for average household size—which is the figure from the most-recent decennial Census at the time of the analysis. According to the 2013-2017 American Community Survey, the average household size in McMinnville was 2.55 people. **Thus, for the 2021 to 2041 period, we assume an average household size of 2.55 persons.**
- **Vacancy Rate.** The Census defines vacancy as: "Unoccupied housing units are considered vacant. Vacancy status is determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

Vacancy rates are cyclical and represent the lag between demand and the market's response to demand for additional dwelling units. Vacancy rates for rental and multifamily units are typically higher than those for owner-occupied and single-family dwelling units.

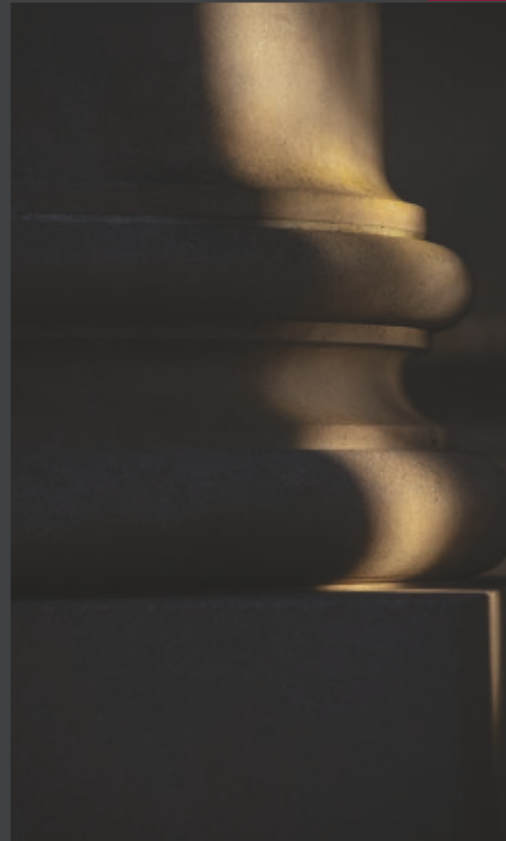
OAR 660-024 established a safe harbor assumption for vacancy rate—which is the figure from the most-recent Census. According to the 2013-2017 American Community Survey, McMinnville's vacancy rate was 5.4%. **For the 2021 to 2041 period, we assume a vacancy rate of 5.4%.**

UNCOMMONLY INSPIRED

ON BECOMING A COMPREHENSIVE MASTER'S LEVEL UNIVERSITY



STRATEGIC PLAN 2027





ON BECOMING A COMPREHENSIVE MASTER'S LEVEL UNIVERSITY

A century after Frances Ross Linfield gave the gift that transformed McMinnville College into Linfield College, the now-university that bears her name continues to evolve in critically important ways. With that in mind, it is my deep honor to introduce Linfield University's 2022-27 Strategic Plan. The transformation envisaged in this document is at least as profound as the one Mrs. Linfield and President Leonard W. Riley unveiled in 1922.

Shortly after I was hired as Linfield's 20th president, I discussed with the Board a long-term vision for the college to reach 2,000 undergraduate students in McMinnville and another 2,000 students online, in Portland or in graduate programs. We need to be well down the road and on a strong growth trajectory toward that in the next five years. This strategic plan has been crafted to help us achieve that goal.

For one thing, this plan proposes that we develop and align resources around "The Linfield Promise," which would double down on some of our most distinctive elements of the student experience. We already offer the first plane ticket free for study abroad (and potentially study away) programs, but our institutional pledge could also include required experiential learning in all academic programs and a guarantee that students who follow the academic program will graduate in four years or less. You'll see those elements proposed in the pages that follow, among others.

You'll also notice an emphasis on building upon our tradition of a comprehensive education for students. The place where a Venn Diagram might overlap between the liberal arts, professional studies and experiential learning – that's where the Linfield Curriculum shines brightest. And you'll see a repeated theme that the end goal is the success of our students, which includes their well-being and sense of belonging. Who our students are and what they need from us continues to evolve, but our mandate to help them achieve their life goals will not.

This plan departs from previous Linfield strategic plans in that it fully embraces three campuses – McMinnville, Portland and eCampus – as well as undergraduate and graduate education, non-degree coursework and non-tuition sources of revenue. We are one university and committed to offering a singular Linfield experience across all of our offerings.

Bluntly, resourcing this next phase of Linfield's history will challenge us. Our current ways of operating will need to evolve in order to align resources with the initiatives we believe are paramount. I'm confident that together, we can overcome these hurdles.

This plan is the result of eight months of collaboration from Linfield employees at every level and from every functional area. It recognizes the university's proud history, its foundation as a residential undergraduate institution with an active and engaged student body and its culture of student-faculty collaboration and mentorship. It also imagines a future that grows out of those traditions into something altogether new, strong and just as life-altering for future students.

I am more convinced than I have ever been that we are positioned to realize the dream of Linfield University as a model for learning, life and community for the next 165 years.

Be well and be blessed,

Miles K. Davis

President, Linfield University

Professional Studies

Liberal Arts

Experiential Learning



FOCUS

Reinforce our integrated learning model to prepare students for a life of purpose

Enhance learning, living and athletic spaces

Prioritize experiential learning as a central tenet of the Linfield experience

CREATE

Develop distinctive new academic programs responsive to prospective student interests

Maximize opportunities to diversify university revenue in ways that are consistent with the mission

Build an adaptive campus culture focused on the changing demographics and needs of students

UNITE

Advance one Linfield experience across the university

Invest in diverse, creative and resilient employees oriented around shared student success

Tell the Linfield story

CONNECTING LEARNING, LIFE AND COMMUNITY



MISSION

Linfield University advances a vision of learning, life and community that:

- Promotes intellectual challenge and creativity
- Values both theoretical and practical knowledge
- Engages thoughtful dialogue in a climate of mutual respect
- Honors the rich texture of diverse cultures and varied ways of understanding
 - Piques curiosity for a lifetime of inquiry
- And inspires the courage to live by moral and spiritual principle and to defend freedom of conscience

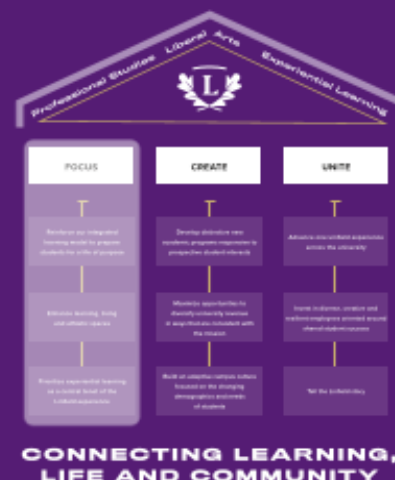
Connecting Learning, Life and Community

FOCUS

Elevate the work already happening at Linfield and make it even more distinct and uncommon, allowing current programs the opportunity to become signature offerings.

TEAM MEMBERS 2021-22:

- Jeff Mackay, dean of students (co-chair)
- Catherine Reinke, associate professor of biology (co-chair)
- Kimberly Dupree Jones, dean of nursing and professor (co-chair)
- Lee Bakner, professor and chair, Department of Psychology
- Jennifer Ballard, director of institutional research
- Chuck Dunn, professor and chair, Department of Mathematics and Computer Science
- Patty Haddeland, director of Student Health, Wellness and Counseling Center
- Joseph Hunter, vice president for university advancement
- Shaik Ismail, director of international programs
- Jeff Larson, program director of Learning Support Services
- Mike Nardoni, budget director
- Scott Nelson, associate vice president for strategic communications/CMO
- Kristie Rickerd, associate director of admission
- Jane Samuels, assistant director of athletics and senior woman administrator
- Paul Shillam, associate vice president for financial services and controller
- Lainie Sowell, director of student care and support
- Meridith Symons, executive assistant to the dean of College of Arts and Sciences
- Tanya Tompkins, professor of psychology
- Christina Untiet, Experiential Learning Center manager, School of Nursing
- Daniel Zajic, assistant professor of anatomy



FOCUS

GOAL 1: REINFORCE OUR INTEGRATED LEARNING MODEL TO PREPARE STUDENTS FOR A LIFE OF PURPOSE

KEY INITIATIVES:

- Champion a combination of professional, liberal arts and experiential components in a comprehensive education
- Apply a faculty-student mentoring model and provide training, emphasizing pathways to student success
- Integrate career development into curricular and co-curricular programming
- Advance compelling curricular and co-curricular opportunities to prepare students for careers and global citizenship

KEY METRICS:

- Student retention
- Rates of educational attainment to completion of undergraduate or graduate programs
- Advancement by graduates to career or academic opportunities

ACCOUNTABILITY

- Vice President for Academic Affairs
- Vice President for Student Affairs
- Vice President of Enrollment Management and Student Success



FOCUS

GOAL 2: ENHANCE LEARNING, LIVING AND ATHLETIC SPACES

KEY INITIATIVES:

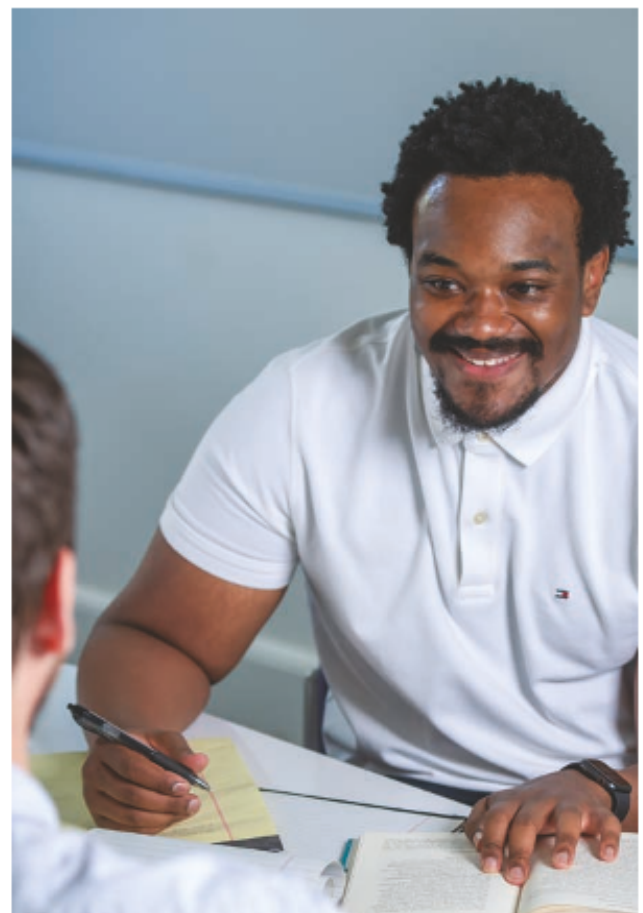
- Complete a campus master plan for the McMinnville and Portland campuses, and prioritize needs and resource allocation
- Renovate residence halls with academic and co-curricular collaboration in mind
- Provide innovative learning spaces, including standardized technology in every classroom

KEY METRICS:

- The enhancement of student, community and athletic spaces on both campuses, as informed by the master plan
- The realignment of technology funding to elevate student learning
- Number of residence halls renovated

ACCOUNTABILITY

- Vice President for Finance and Administration
- Vice President for Academic Affairs
- Vice President for Student Affairs
- Director of Athletics



FOCUS

GOAL 3: PRIORITIZE EXPERIENTIAL LEARNING AS A CENTRAL TENET OF THE LINFIELD EXPERIENCE

KEY INITIATIVES:

- Require a formal experiential learning component for all undergraduate and graduate academic programs
- Link career development with experiential learning opportunities
- Engage alumni, parents and donors to expand experiential learning opportunities

KEY METRICS:

- Define and measure experiential learning outcomes for all academic and co-curricular programs
- Number of internships and student participation
- Participation in study-abroad and study-away programs
- Number of students participating in student-faculty collaborative research

ACCOUNTABILITY

- Vice President for Academic Affairs
- Vice President for Student Affairs
- Vice President for University Advancement
- Dean of Students
- Academic Deans

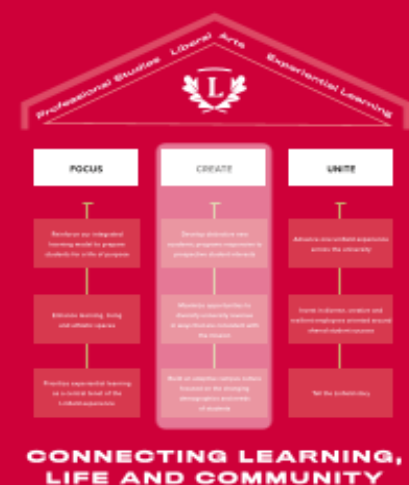


CREATE

Bring to life new possibilities for the university, including academic programs and opportunities for non-tuition revenue sources.

TEAM MEMBERS 2021-22:

- Jennifer Madden, dean, School of Business (co-chair)
- Sam Williams, chief information officer (co-chair)
- Susan Agre-Kippenhan, provost and vice president for academic affairs
- Andrew Baggett, assistant professor of chemistry
- Kevin Curry, assistant professor of journalism and media studies
- Haley Domeck, head women's volleyball coach
- Denise Farag, associate professor and associate dean, School of Business
- Nichola Farron, adjunct professor, Online and Continuing Education
- Craig Haisch, director of development
- Lindsay Kandra, counselor, Student Health, Wellness and Counseling Center
- Garry Killgore, director of athletics
- Keri Knight, director of student activities
- Lisa Knodle-Bragiel, director of admission
- Tim Matz, Domaine Serene Chair in Wine Business and director of the Evenstad Center for Wine Education
- Donna Montoya, assistant director of career development
- Gerardo Ochoa, associate vice president for retention and student success
- Mary Piper, executive assistant to the vice president for finance and administration
- Naomi Pitcock, associate professor
- Paul Smith, associate dean, School of Nursing
- Abigail Thomas, interim director of diversity, equity and inclusion programs
- Patrick Wilson, senior associate director of admission



CREATE

GOAL 1: DEVELOP DISTINCTIVE NEW ACADEMIC PROGRAMS RESPONSIVE TO PROSPECTIVE STUDENT INTERESTS

KEY INITIATIVES:

- In consultation and collaboration with faculty members and external stakeholders, develop and launch new undergraduate and graduate programs
- Introduce professional academic advisors in each school or college, freeing up faculty time for new academic programs
- Analyze student interests and emerging career trends on an ongoing basis to ensure programming reflects the best opportunities for graduates
- Develop a robust eCampus catering to virtual-only students
- Expand programs on the Portland campus beyond the School of Nursing

KEY METRICS:

- Number of new undergraduate programs and students, by campus
- Number of new graduate programs and students, by campus
- Number of virtual-only eCampus programs and students
- Number of transfer students
- Decoupling of McMinnville-student and Portland-student online classes from the program for virtual students

ACCOUNTABILITY

- Vice President for Academic Affairs
- Vice President for Student Affairs
- Academic Deans



CREATE

GOAL 2: MAXIMIZE OPPORTUNITIES TO DIVERSIFY UNIVERSITY REVENUE IN WAYS THAT ARE CONSISTENT WITH THE MISSION

KEY INITIATIVES:

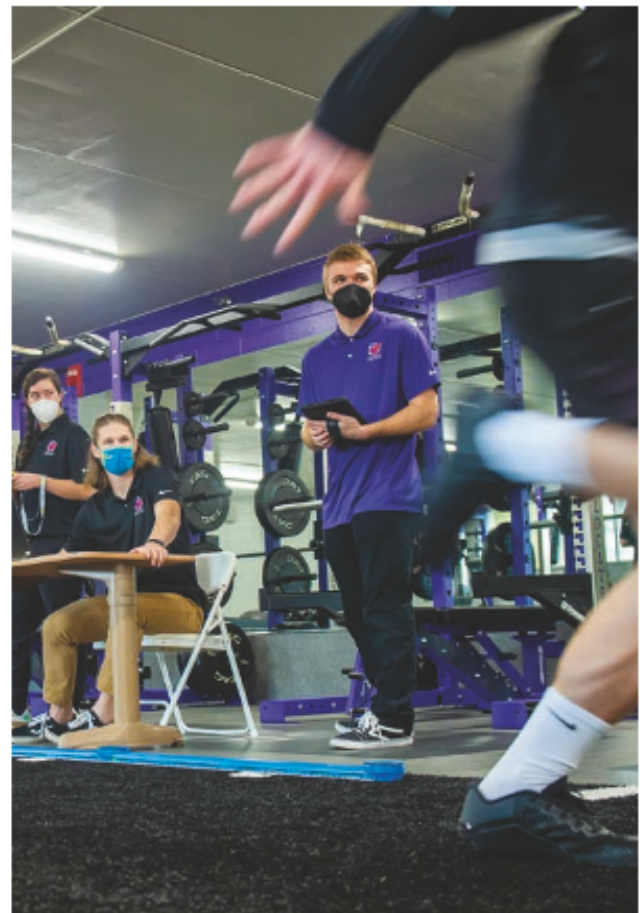
- Leverage non-tuition revenue potential of undeveloped or underutilized spaces on the McMinnville and Portland campuses
- Establish relevant strategic partnerships
- Complete a campus master plan for the McMinnville and Portland campuses, and prioritize needs and resource allocation

KEY METRICS:

- Endowment value
- Recurring non-tuition revenue as a percentage of total revenue

ACCOUNTABILITY

- Vice President for Finance and Administration
- Vice President for University Advancement



CREATE

GOAL 3: BUILD AN ADAPTIVE CAMPUS CULTURE FOCUSED ON THE CHANGING DEMOGRAPHICS AND NEEDS OF STUDENTS

KEY INITIATIVES:

- Be intentional about meeting the needs of new majority students beyond traditional approaches
- Recruit and retain faculty and staff representative of the student population
- Apply a faculty-student mentoring model and provide training, emphasizing pathways to student success
- Audit workplace policies, practices and procedures for suitability in meeting the changing needs of new majority students

KEY METRICS:

- Achieve a common understanding of "new majority"
- Campus climate survey
- Student retention rates
- Rates of educational attainment to completion of undergraduate and graduate programs
- Employee diversity measures

ACCOUNTABILITY

- Vice President for Academic Affairs
- Vice President for Student Affairs
- Vice President of Enrollment Management and Student Success



UNITE

Foster collaboration to achieve a future worthy of Linfield's mission and oriented around the success of our students.

TEAM MEMBERS 2021-22:

- Allison Horn, director of facilities and auxiliary services (co-chair)
- Joe Wilferth, dean, College of Arts and Sciences (co-chair)
- Ginny Blackson, library director
- Kathryn Crabtree, assistant professor of nursing
- Lisa Cummins, recruitment specialist/human resources generalist
- Katie D'Aboy, assistant director of academic advising
- Chris Dahlvig, assistant professor
- Ingrid Flanders, assistant professor
- Kathy Foss, director of strategic communications
- Beth Garcia, director of conference and event planning
- Rob Gardner, professor and chair, Department of Sociology and Anthropology
- Debbie Harmon Ferry, special assistant to the president
- Susan Hopp, vice president for student affairs and admission
- Gennie VanBeek, associate professor of education, associate dean, College of Arts and Sciences
- Lynn Johnson, director of human resources
- Kimberly Kintz, associate professor
- Craig Luis, hardware support specialist
- Dennis Marks, director of Linfield Public Safety
- Mary Mirza, administrative specialist, School of Business
- Mary Ann Rodriguez, vice president for finance and administration
- Gayatree Sarma, assistant professor
- Erik Stenehjem, director of environmental health and safety
- Tim Stewart, cleaning services manager
- David Sumner, professor of English
- Jeremy Weisz, associate professor and chair, Department of Biology
- Natalie Welch, assistant professor



UNITE

GOAL 1: ADVANCE ONE LINFIELD EXPERIENCE ACROSS THE UNIVERSITY

KEY INITIATIVES:

- Develop “The Linfield Promise”
- Advance compelling curricular and co-curricular opportunities to prepare students for careers and global citizenship
- Offer curricular and co-curricular programming designed to equip students with tools to enhance their well-being and sense of belonging
- Study the future of January Term
- Champion a combination of professional, liberal arts and experiential components in a comprehensive education

KEY METRICS:

- Institutional diversity and inclusion audit
- Resolve the future of January Term
- Campus climate survey
- American College Health Association survey
- Implementation of “The Linfield Promise”

ACCOUNTABILITY

- Vice President for Student Affairs
- Vice President for Academic Affairs
- Vice President of Enrollment Management and Student Success



UNITE

GOAL 2: INVEST IN DIVERSE, CREATIVE AND RESILIENT EMPLOYEES ORIENTED AROUND SHARED STUDENT SUCCESS

KEY INITIATIVES:

- Purposefully advance a culture of peer mentorship and professional development
- Provide annual employee training around who our students are and how faculty and staff can foster and celebrate their successes
- Promote workplace flexibility that allows employees to participate more fully in the life of the institution
- Create an employee onboarding program that reflects Linfield's mission

KEY METRICS:

- Vacancy rates for faculty and staff positions
- Recognition as a top workplace in regional surveys
- Campus climate survey

ACCOUNTABILITY

- Vice President for Finance and Administration
- Vice President for Academic Affairs
- Vice President of Enrollment Management and Student Success



UNITE

GOAL 3: TELL THE LINFIELD STORY

KEY INITIATIVES:

- Feature “The Linfield Promise” prominently in university communication
- Champion a combination of professional, liberal arts and experiential components in a comprehensive education
- Educate the Linfield community on our brand story, increasing internal communication
- Implement a comprehensive marketing plan with an emphasis on innovative storytelling and approaches
- Elevate unique voices of students, faculty and staff
- Create an employee onboarding program that reflects Linfield’s mission

KEY METRICS:

- Alignment around “The Linfield Promise”
- Number of inquiries and conversions for admission
- Organic and ad-based metrics

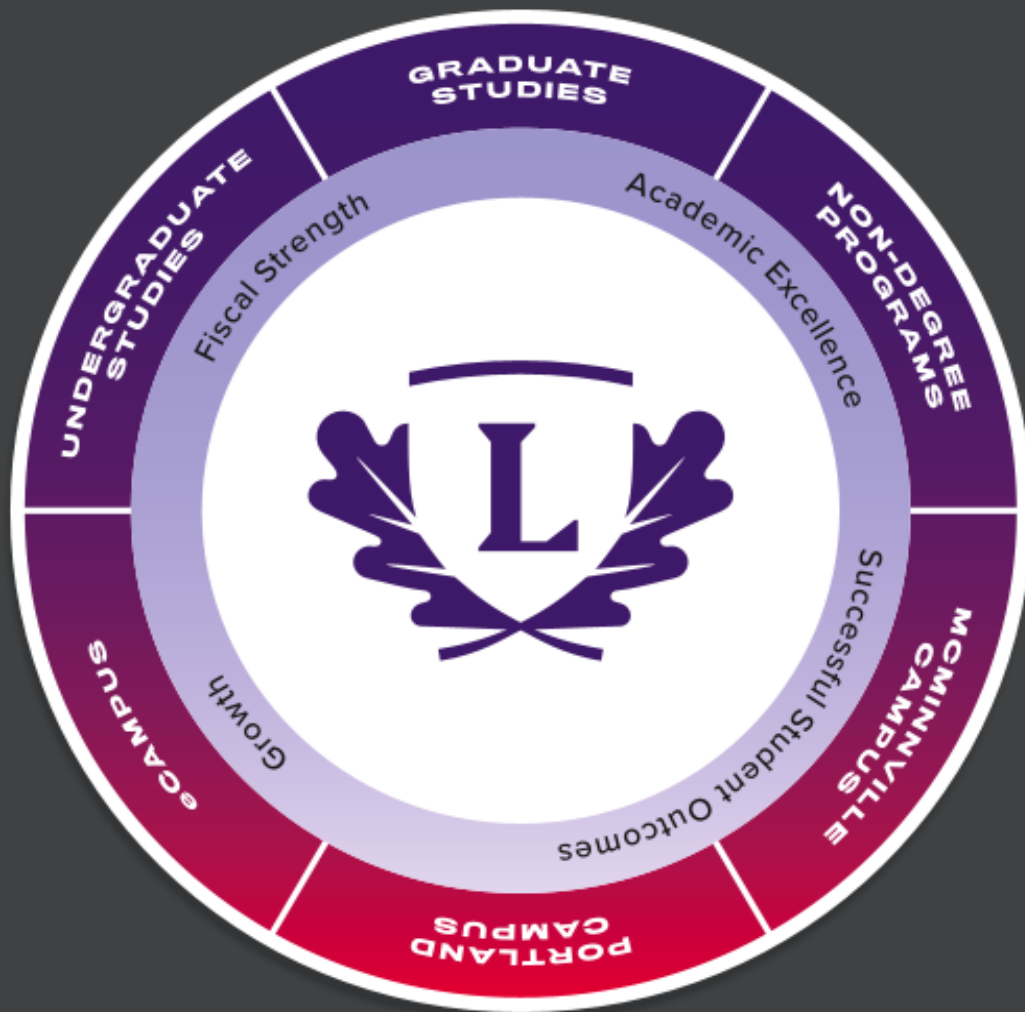
ACCOUNTABILITY

- Associate Vice President for Strategic Communications



STRATEGIC PLAN 2027

ON BECOMING A COMPREHENSIVE MASTER'S LEVEL UNIVERSITY



TIMELINE

Aug. 23, 2021:	Community Day for faculty and staff
September-October 2021:	Further faculty and staff general engagements
November 2021:	Planning team meeting #1
Nov. 12, 2021:	Board of Trustees meeting
November 2021-February 2022:	Theme teams conduct business
February 2022:	Theme team check-ins with Credo; share work during pop-up sessions with faculty and staff
March 2022:	Planning team meeting #2; recommendations presented to president
April 2022:	Presidential review
April 2022:	Approval by Board of Trustees at normal meeting
May 2022:	Final plan posted on linfield.edu
Fiscal year 2023:	Implementation and building
Fiscal years 2024-2027:	Living the plan

PLANNING TEAM MEMBERS

TEAM MEMBERS 2021-22:

- **Chuck Dunn**, professor and chair, Department of Mathematics and Computer Science
- **Denise Farag**, associate professor and associate dean, School of Business
- **Debbie Harmon Ferry**, special assistant to the president
- **Ingrid Flanders**, assistant professor
- **Allison Horn**, director of facilities and auxiliary services
- **Lisa Knodle-Bragiel**, director of admission
- **Jeff Larson**, program director, Learning Support Services
- **Jeff Mackay**, dean of students
- **Catherine Reinke**, associate professor
- **Jane Samuels**, assistant director of athletics and senior woman administrator
- **Paul Smith**, associate dean, School of Nursing
- **Natalie Welch**, assistant professor
- **Sam Williams**, chief information officer