

## ORDINANCE NO. 5170

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

### RECITALS:

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

**WHEREAS**, the needs analysis identified land deficits for the planning horizon of 2021-2041 in the manner of 202 gross buildable acres of residential land, 29 gross buildable acres of industrial land, 159 gross buildable acres of commercial land; and

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

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

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

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

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

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

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

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

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

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

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

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

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

Ayes: Geary, Cunningham, Tucholsky, Peralta

Nays: Chenoweth



\_\_\_\_\_  
MAYOR

Approved as to form:

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

Attest:

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

EXHIBITS:

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



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

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

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

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

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

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



# Summary of Land Use Efficiency Measures

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

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

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

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



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

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

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

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



# Land Use Efficiency Measures

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

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

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

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

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



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

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

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



## Adopted Changes in Zoning

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

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

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

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

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

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

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



# Revisions to the Findings About Housing Needs

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

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

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



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

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

## Forecast of Housing Growth

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

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

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

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

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



# Buildable Land Inventory Results

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

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

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

Zone/Plan Designation	Buildable Acres for Residential Uses
<b>City Limits, by Zone</b>	
Residential R-1	108
Residential R-2	113
Residential R-3	11
Residential R-4	34
Office/Residential O-R	3
Commercial C-3	47
<b>UGB, by County Zone or Plan Des.</b>	
EF-80 (County Zone)	2
VLDR-1 (County Zone)	2
Residential Plan Des.	75
Urban Holding Plan Des.	792
Land for housing	370
Land for public and semi-public uses	383
Land for neighborhood commercial uses	39
<b>Total Land for Housing</b>	<b>763</b>

<sup>1</sup> Exhibit 4 includes 383 acres of land in the Urban Holding plan designation that was brought into the UGB in 2020 for public and semi-public uses, such as parks and schools, and 39 acres for neighborhood serving commercial land uses. This accounts for about 422 acres of land in the Urban Holding plan designation.

Exhibit 4 excludes the land in the Urban Holding plan designation for public and semi-public uses, and 39 acres of land for neighborhood-serving commercial land uses.



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

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

Source: McMinnville Housing Needs Analysis (November 2023) by ECONorthwest Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit. Note2: The density of county zoned land is the historic average density achieved (5.05 du/gross acre). Note 3: As stated above, no capacity was allocated to the C-3 zone.  
 \*The 54 acres of land for the small lots in rural zoning with reduced capacity was removed from the acres of land for “All other land in County zoning” Exhibit 98 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Zoning Districts	Total Unconstrained Buildable Acres <i>(Water Zone 1 &amp; 2)</i>	Density Assumption (DU/Gross Acre)	Capacity (Dwelling Units)
R-1 Single Family Residential	108	3.19	345
R-2 Single Family Residential	113	4.43	499
R-3 Two Family Residential	11	4.94	53
R-4 Multiple-Family Residential	34	6.28	212
O-R Office/Residential	3	6.49	16
C-3 General Commercial	47	22.56	-
County Zoning			
Small lots in rural residential zoning with reduced capacity*			72
All other land in County zoning	394	5.05	1,986
<b>TOTAL</b>	<b>708</b>	<b>4.49</b>	<b>3,183</b>

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



## Residential Land Sufficiency

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

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

Source: McMinnville Housing Needs Analysis (November 2023) by ECOnorthwest  
Buildable Lands Inventory; Calculations by ECOnorthwest. Note 1: DU is dwelling unit. Note 2: The 3,183 DU capacity total includes 1,125 DUs in City Limits and 2,058 DUs in the county.

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

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



## **Appendix B: Linfield University South Edge Development Letter**

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





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 T 503.883.2200

LINFIELD.EDU

## Linfield South Edge Development

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

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

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

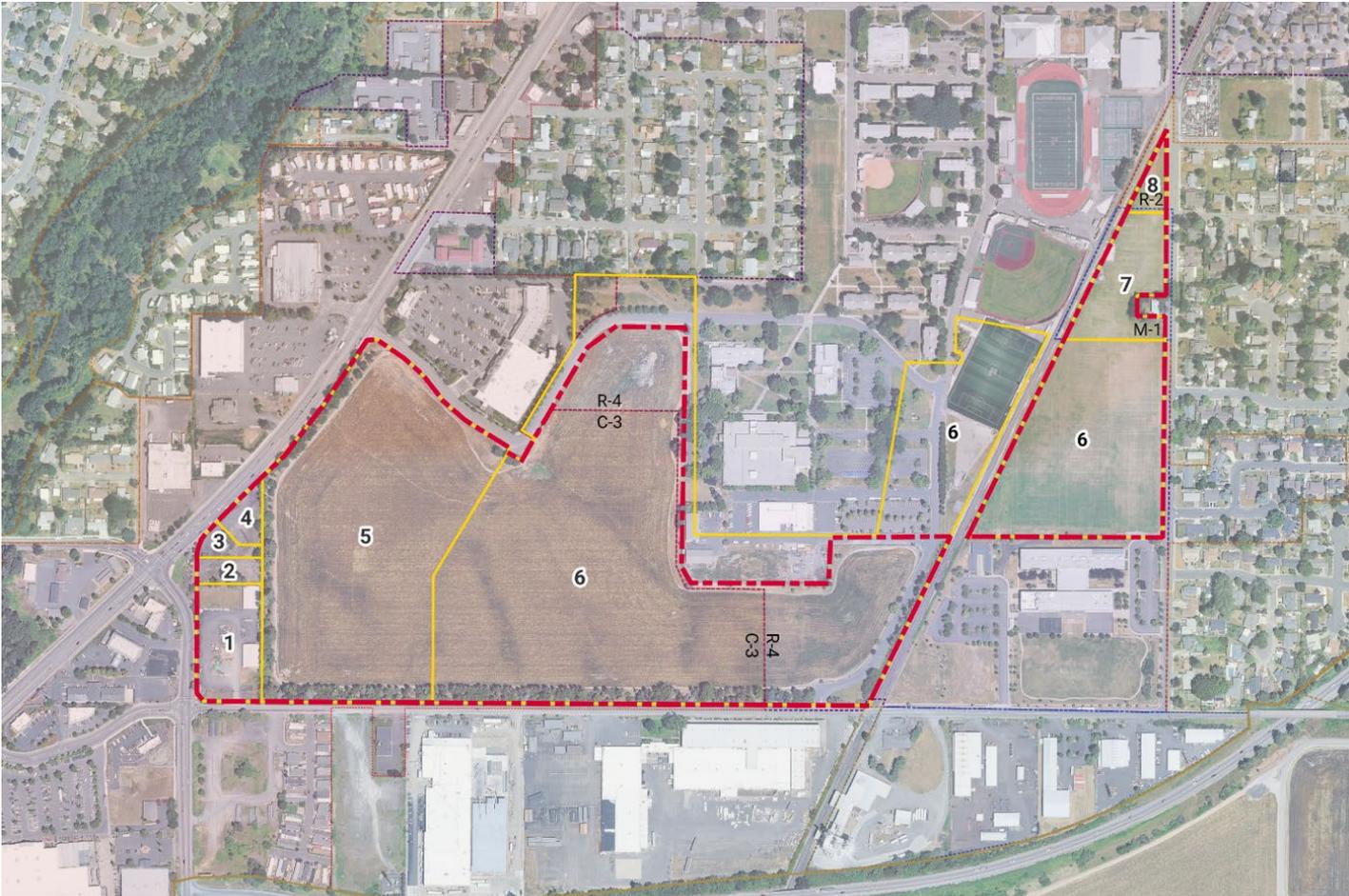
At this time, no changes to the existing zoning designations are assumed for these parcels. Any changes to the zoning would be part of a development application by a buyer/lessor.

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

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

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

**Linfield University South Edge Development Parcels Map**



  Linfield University South Edge Development Area  
   Linfield University South Edge Development Area Parcels  
   Zoning Line (C-3)  
   Zoning Line (R-4)  
   Zoning Line (M-1)  
   Zoning Line (R-2)



Sincerely,

Mike Wenz  
 VP of Finance and Administration  
 Linfield University

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

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

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

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

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

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

# Land Use Efficiency Measures

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

## Industrial land

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

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

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

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

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

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



## Commercial land

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

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

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

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

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

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



# Revisions to the Findings about Industrial and Commercial Land Needs

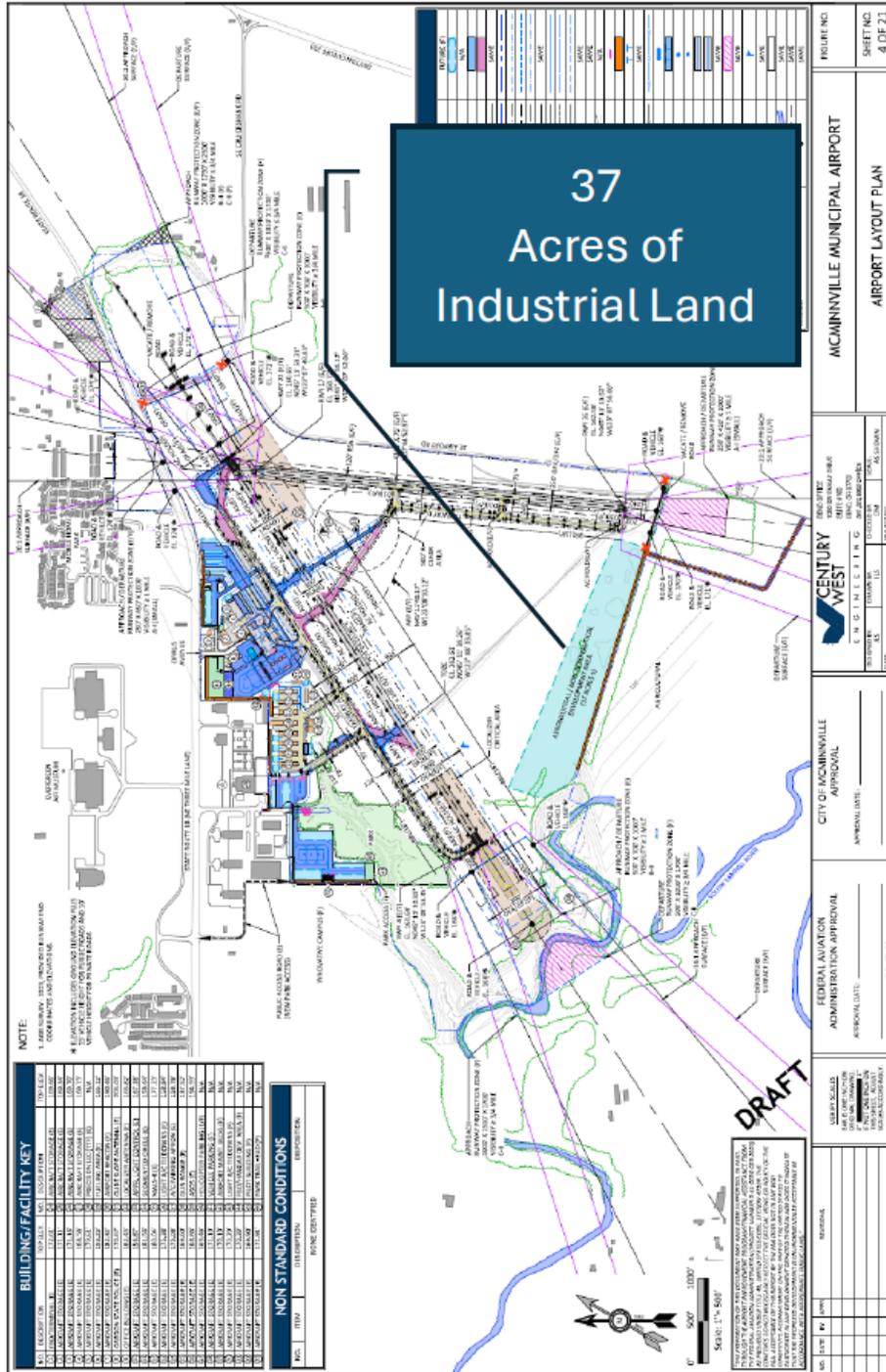
The following are the findings about McMinnville's industrial and commercial land need.

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

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



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



# Appendix B: Linfield University South Edge Development Letter

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





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

LINFIELD.EDU

## Linfield South Edge Development

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

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

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

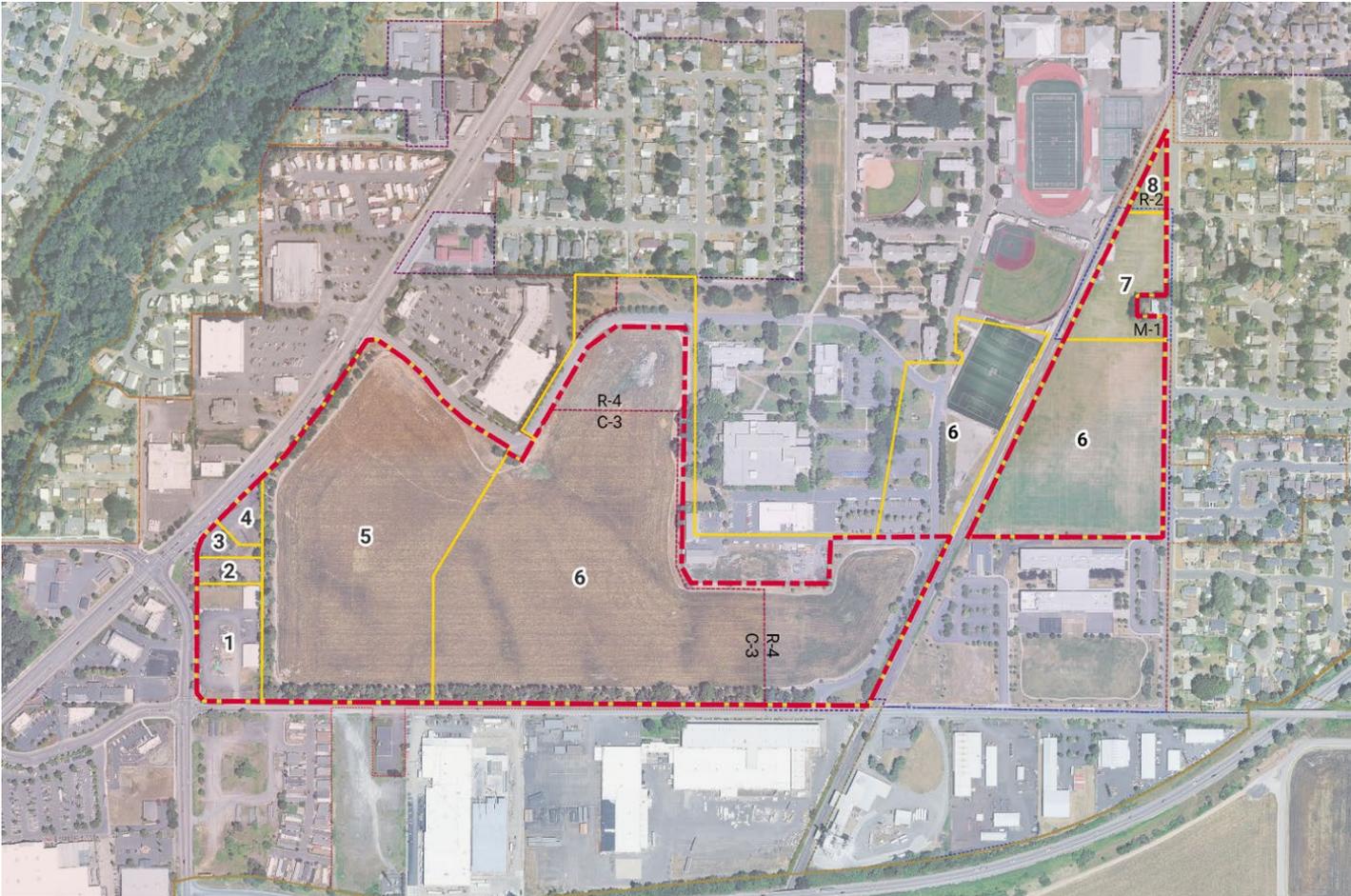
At this time, no changes to the existing zoning designations are assumed for these parcels. Any changes to the zoning would be part of a development application by a buyer/lessor.

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

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

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

**Linfield University South Edge Development Parcels Map**



  Linfield University South Edge Development Area  
   Linfield University South Edge Development Area Parcels  
   Zoning Line (C-3)  
   Zoning Line (R-4)  
   Zoning Line (M-1)  
   Zoning Line (R-2)



Sincerely,

Mike Wenz  
 VP of Finance and Administration  
 Linfield University



*Growing McMinnville*  
**MINDFULLY**

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

# INTRODUCTION:

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

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

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

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

- Framework Plan
- Area Plan
- Master Plan

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

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

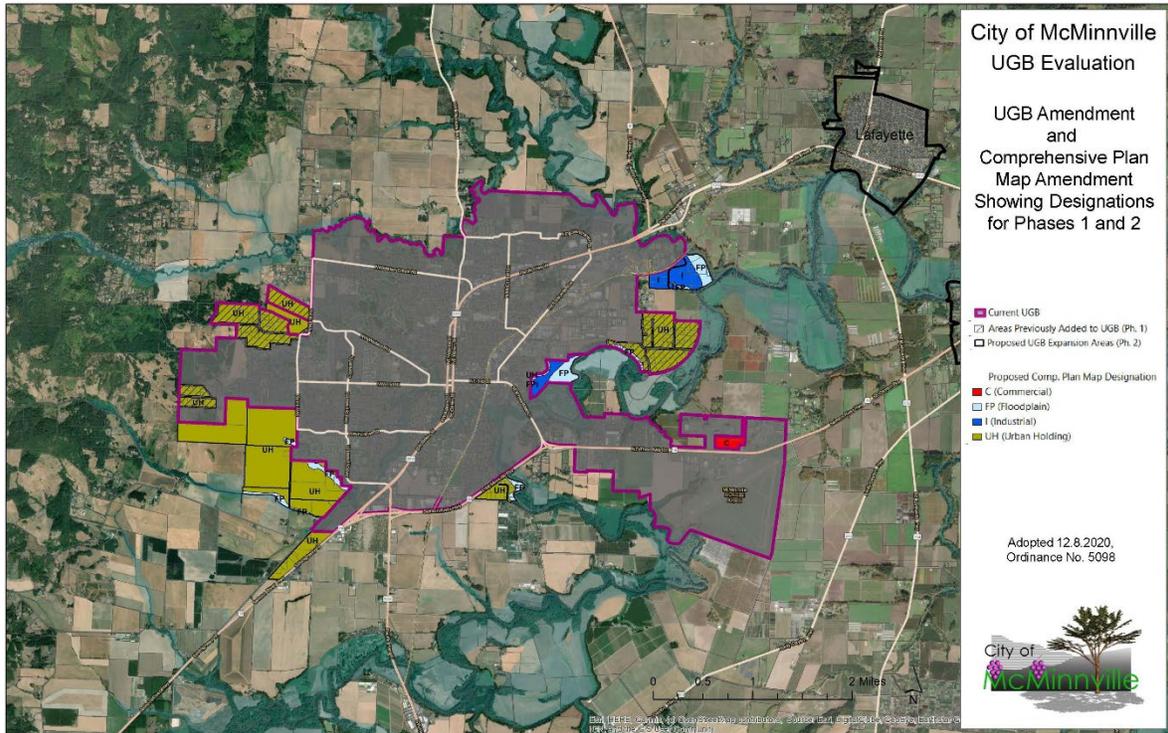


The Framework Plan is intended to be conceptual in nature and serve as an advisory plan that informs and provides guidance for more detailed Area Planning and Master Planning that will be required for lands that are annexed into the City.

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

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

Figure 2 – MGMUP Comprehensive Plan Map



# Area Planning and Master Planning

## **Area Planning:**

Following the adoption of the MGMUP, the City will complete Area Plans for lands that are included in the UGB expansion areas. The Area Plans will more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the Framework Plan and the needed land types identified in the MGMUP.

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

As described in Comprehensive Plan Policy 187.10, the Great Neighborhood Principles are intended to "...guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. The Great Neighborhood Principles will ensure that all developed places include characteristics and elements that create a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood with enduring value, whether that place is a completely new development or a redevelopment or infill project within an existing built area." The Great Neighborhood Principles are provided in Comprehensive Plan Policy 187.50.

## **Area Planning Process:**

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

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

## **Master Planning:**

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

## **Master Planning Process:**

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

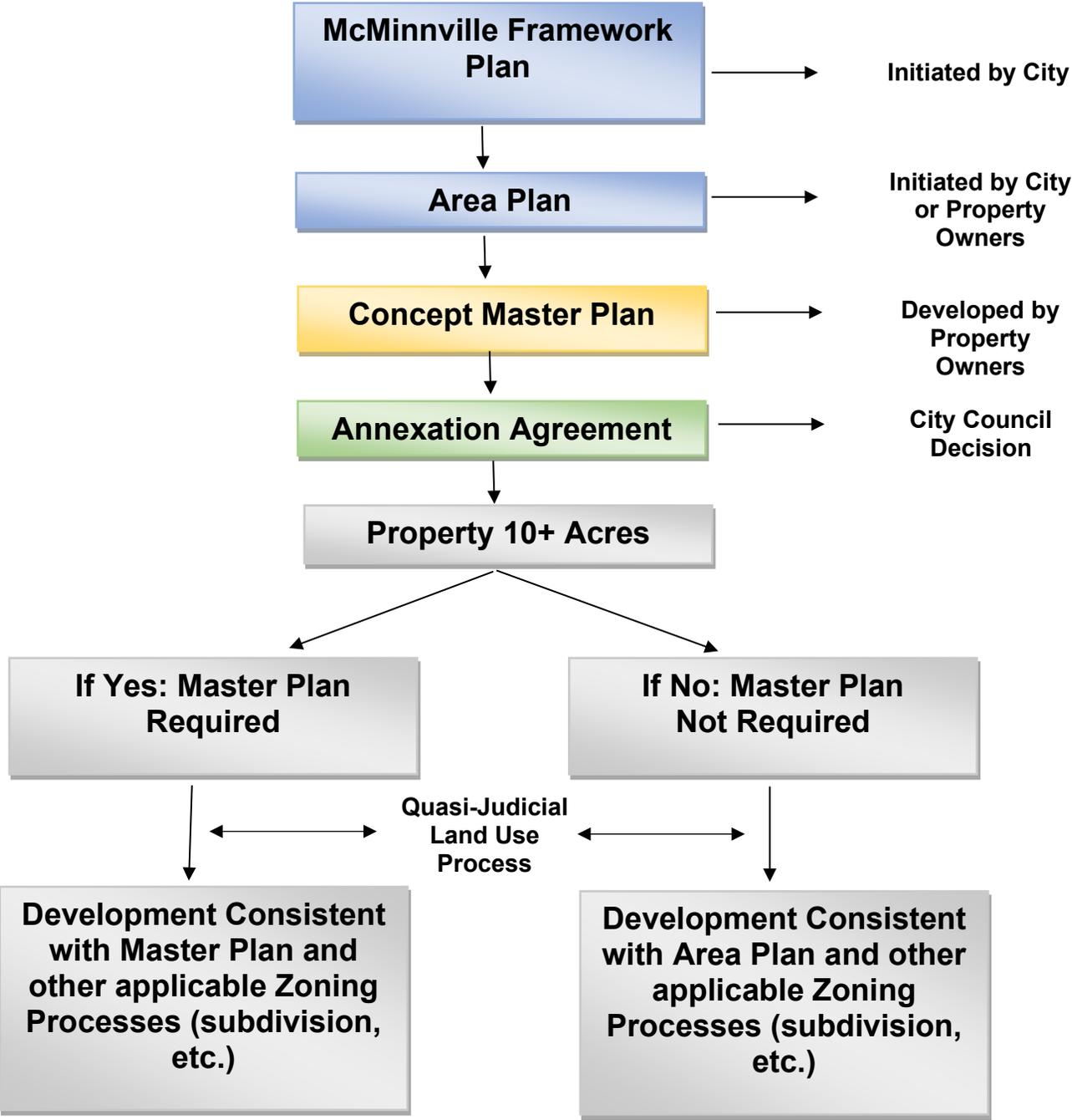
After completion of an annexation agreement, a final Master Plan must be approved prior to the development of any land that is greater than 10 acres in size. Applications for Master Plans require approval by the City Council and required notices to state agencies and affected property owners. This land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

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

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

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

# UGB Expansion Area Planning Process



# Area Plan Guidance and Considerations

Area Plans will more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the Framework Plan and the needed land types identified in the MGMUP. An Area Plan must also incorporate and address the adopted Great Neighborhood Principles. This section will provide conceptual guidance for the City Council to consider during the development of Area Plans for lands identified in the MGMUP as UGB expansion areas.

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

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

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

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

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

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

## **SUMMARY OF LAND NEEDS:**

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

- Residential Land: 596.90 acres
  - 36.7 acres for R-5 High Density zoning
  - Remaining housing lands to remain in residential classifications that result in the target density of 5.7 dwelling units per acre.
- Park Land: 127 acres
  - 18.70 acres for Neighborhood Parks
  - 20.00 acres for Community Parks
  - 87.90 acres for Greenways/Greenspaces/Natural Areas
    - /Natural Areas
- Neighborhood Serving Commercial Land: 39.3 acres
- Institutional: 84.90 acres

## **Area Plan Prioritization:**

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

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

**Potential Assignment of Land Need:**

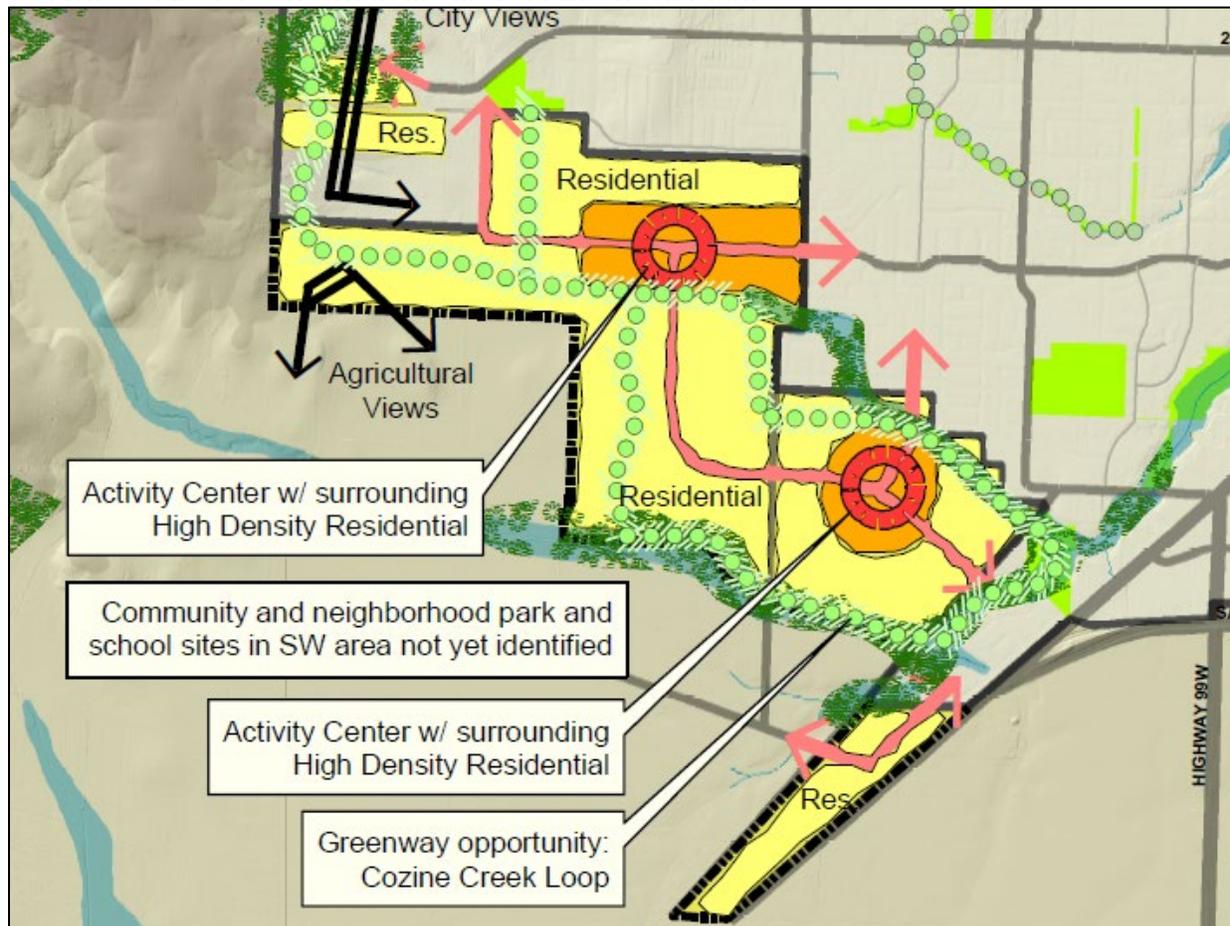
Land Need		Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road
Residential						
R-5	36 acres					
Parks						
Neighborhood Park	18.70 acres					
Community Park	20.00 acres					
Greenways/Natural Areas	87.90 acres					
Schools	10 acres					
Commercial	39.3 acres					

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

**Southwest Area Plan:**

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

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



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

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

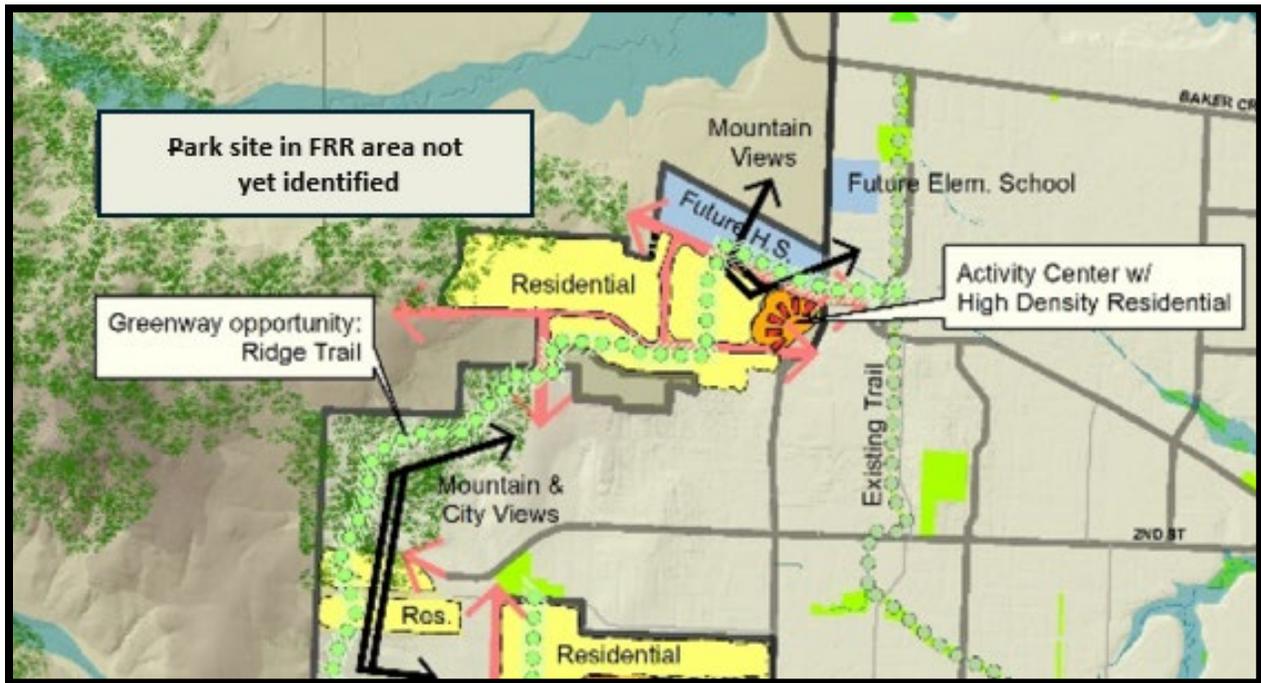
community park land need identified in the June 2024 Parks, Recreation, and Open Space Plan. The Southwest Area also has the opportunity for the development of greenway linear parks along the Cozine Creek, per the greenway land need identified in the June 2024 Parks, Recreation and Open Space Plan. A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

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

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

The Fox Ridge Road Area Plan should include the three study areas in this area due to their close proximity and future relationship between uses. These areas include the Fox Ridge Road study area (included in the UGB during MGMUP Phase I), the NW-EX1b-R3 study area, and the future High School site owned by the McMinnville School District (included in the UGB through previous UGB expansion).

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



The Fox Ridge Road Area Plan will primarily be housing. However, the Fox Ridge Road Area Plan will include a significant land use within the site that is owned by the McMinnville School District and identified for the development of a future high school. The high school site will be within the northern portion of the Fox Ridge Road Area Plan. The Fox Ridge Road Area Plan should also provide an opportunity for a partial or half of a Neighborhood Activity Center (NAC) along the area's Hill Road frontage between the Wallace Road roundabout and the intersection of Fox Ridge Road. This modified and reduced NAC should be approximately 5 – 10 acres, with approximately 1 - 2 acres of neighborhood serving commercial and office development, approximately 2 acres of high-density residential development (R-5), and approximately 2 - 5 acres of medium-density residential housing. The remainder of the residential land within Fox Ridge Road Area Plan will likely be suitable for lower-density residential housing, where the lands begin to exhibit steeper slopes within the southern and western portions of the Fox Ridge Road area.

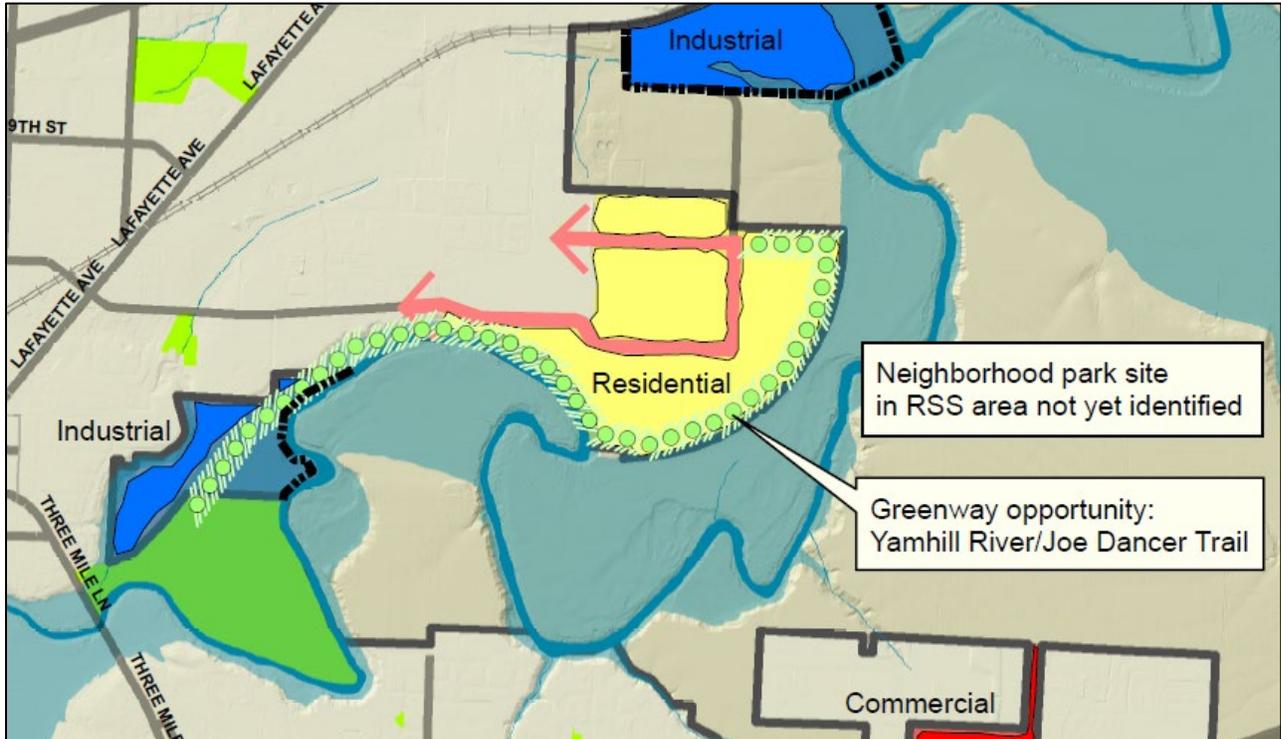
To further provide services to support this residential area and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, the Fox Ridge Road Area Plan should incorporate one neighborhood park of a 5-acre minimum size to serve existing park service gaps as well as future development in this growth area along Fox Ridge Road in western McMinnville. This park should be co-located on or near the future high school site. It should include opportunities for passive and active recreation that are accessible to all residents with a 10-minute (or ½ mile) walk of their home. The Fox Ridge Road Area also includes several natural and geographic features that provide an excellent opportunity for a natural resource park. Natural green spaces or greenways should be considered that could connect the Fox Ridge Road Area to the West Hills and Redmond Hill Road area, potentially in the form of a ridgeline greenway/greenspace. A greenway/greenspace could also serve to preserve the tree stands in the Fox Ridge Road and West Hills areas that currently provide habitat for protected avian species.

Connectivity and coordination with the development of the high school site will be important in the Fox Ridge Road Area Plan. Land uses should anticipate the development of this major community feature, and land uses should transition appropriately to surrounding areas. Any trail networks considered should incorporate connectivity to the high school site. Bike and pedestrian connectivity should also be considered in the Area Plan, with consideration of connecting to the existing trails and linear parks (BPA and Westside trail systems) that are located just east within the existing UGB and may be able to be linked via Wallace Road.

### Riverside South Area Plan:

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

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



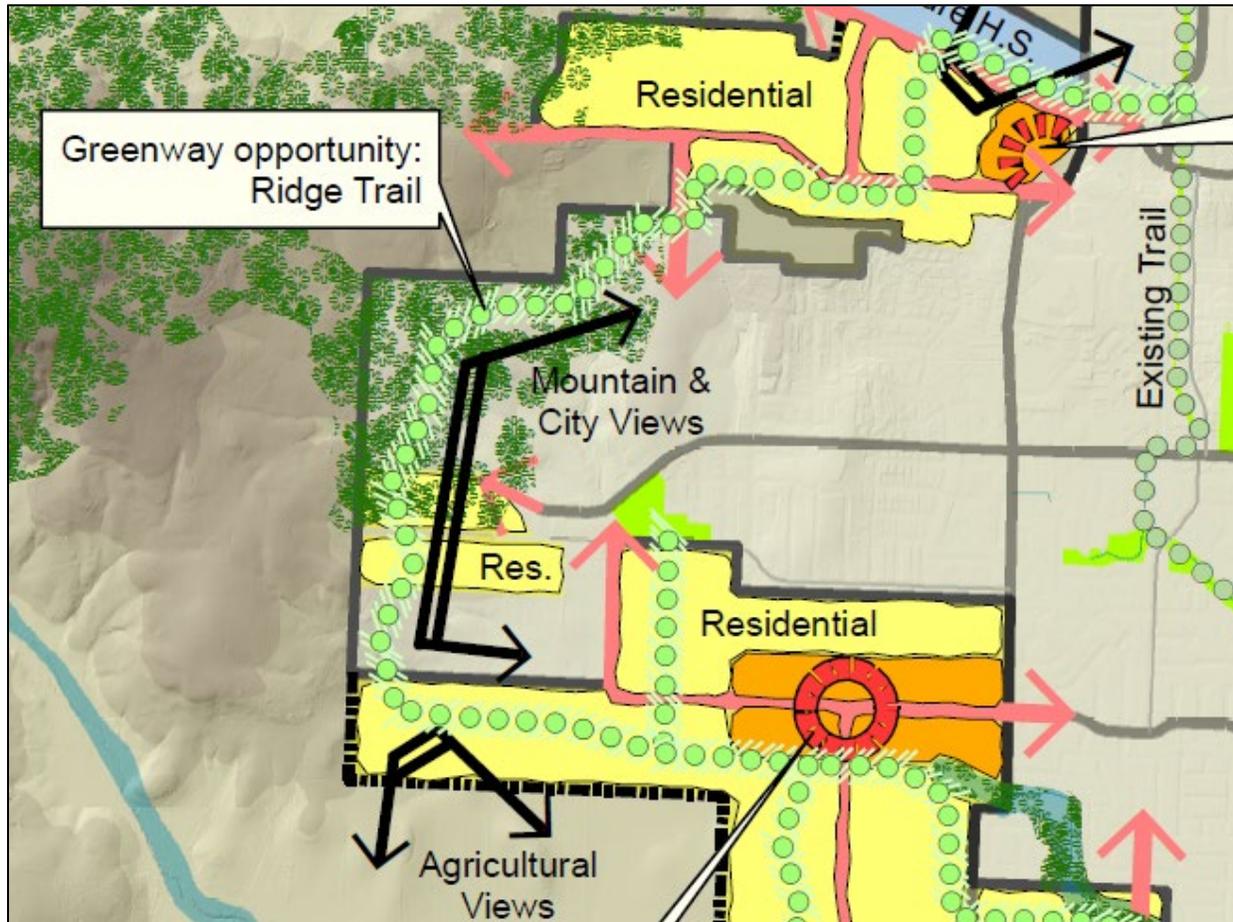
The Riverside South area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Riverside South area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. However, to provide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

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

### Redmond Hill Road Area Plan:

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

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



The Redmond Hill Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Redmond Hill Road area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. Due to its elevation, existing development pattern, and proximity to other existing parks, the Redmond Hill Road area may not be suitable for an additional neighborhood park. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, there may be an opportunity for a greenway/greenspace park to provide connectivity between the Southwest Area to the south and the West Hills and existing UGB to the north. This greenway/greenspace could potentially be in the form of a ridgeline trail that provides for overlooks that highlight views of the adjacent farmland and city.

**Booth Bend Road Area Plan:**

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

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



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



**EXHIBIT D:  
Ordinance No. 5170**

**CITY OF MCMINNVILLE  
PLANNING DIVISION**  
231 NE FIFTH STREET  
MCMINNVILLE, OR 97128  
503-434-7311  
[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

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

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

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

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

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

**APPLICANT:** City of McMinnville

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

**HEARINGS BODY:** McMinnville Planning Commission

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

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

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

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

**PROCEDURE:** The application is subject to the legislative land use procedures specified in Sections 17.72.120 - 17.72.160 of the McMinnville Municipal Code.

**CRITERIA:** Amendments to the McMinnville Comprehensive Plan must be consistent with Oregon State Regulations (ORS) governing Oregon land use goals, the Goals

and Policies in Volume II of the Comprehensive Plan and the Purpose of the Zoning Ordinance.

**APPEAL:** The City Council's decision on this legislative amendment will be submitted to the Department of Land Conservation and Development for consideration pursuant to the post-acknowledgment plan amendment process in ORS 197.610 et seq. The City Council's decision on a legislative amendment may be appealed to the Oregon Land Use Board of Appeals (LUBA) within 21 days of the date written notice of the City Council's decision is mailed to parties who participated in the local proceedings and entitled to notice and as provided in ORS 197.620 and ORS 197.830, and Section 17.72.190 of the McMinnville Municipal Code.

**DECISION**

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

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**DECISION: APPROVAL**  
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City Council: \_\_\_\_\_  
Kim Morris, Mayor of McMinnville

Date: February 10, 2026

  
Planning Commission: \_\_\_\_\_  
Sidonie Winfield, Chair of the McMinnville Planning Commission

Date: 2.11.26

  
Planning Department: \_\_\_\_\_  
Heather Richards, Community Development Director

Date: 2.11.26

## **I. Application Summary:**

The City's Comprehensive Plan is divided into three volumes per the following:

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

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

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

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

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

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

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

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

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

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

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

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

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

**Land Use Efficiency Measures – Industrial Land**

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

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

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

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

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

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

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

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

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

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

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

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

## **II. GENERAL FINDINGS**

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

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

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

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

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

This findings document provides conclusionary findings regarding consistency with applicable provisions of state and local law. Supporting these is a factual basis upon which the conclusory findings rest.

### **III. FINDINGS OF FACT**

The fact base includes the data referenced in the PROS Plan and its appendices, as well as the information provided in the record.

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

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

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

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

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

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

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

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

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

November 2023 HNA, including:

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

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

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

**V. CONCLUSIONARY FINDINGS:**

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

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

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