



**City of McMinnville**  
**Planning Department**  
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## STAFF REPORT

**DATE:** April 23, 2019  
**TO:** Mayor and City Councilors  
**FROM:** Chuck Darnell, Senior Planner  
**SUBJECT:** Ordinance No. 5068 - Comprehensive Plan Text Amendments –  
Historic Preservation Plan (G 2-19)

### STRATEGIC PRIORITY & GOAL:



### GROWTH & DEVELOPMENT CHARACTER

Guide growth & development strategically, responsively & responsibly to enhance our unique character.

**OBJECTIVE/S:** Strategically plan for short and long-term growth and development that will create enduring value for the community

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### Report in Brief:

This action is the consideration of Ordinance No. 5068, an ordinance approving Comprehensive Plan Text Amendments to adopt the McMinnville Historic Preservation Plan and to include related goals and policies in the McMinnville Comprehensive Plan.

The City of McMinnville is proposing to amend Chapter III (Cultural, Historical, and Educational Resources) of the Comprehensive Plan by adding new goals and policies from the McMinnville Historic Preservation Plan to the chapter. The entire McMinnville Historic Preservation Plan is also proposed to be adopted as an appendix to the McMinnville Comprehensive Plan.

### Background:

The McMinnville Planning Commission's 2017-2019 Work Plan included the Historic Preservation Plan project as a long-range planning work product. In late 2017, the City of McMinnville applied for and received a Certified Local Government (CLG) grant to complete, among other activities, a Historic Preservation Plan to guide the City's historic preservation program for the next 15 to 20 years. After soliciting a request for proposals, a consultant, Northwest Vernacular Historic Preservation, was selected to complete the Historic Preservation Plan.

The consultants began by completing research into the City's existing historic preservation program, which served as a foundation for the recommendations eventually provided in the final Historic

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#### Attachments:

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Preservation Plan. The consultant's process for the completion of the Historic Preservation Plan included multiple public meetings, first to provide an overview of the planning process and also to share the preliminary findings from an Intensive Level Survey (ILS) that they completed in the residential area north of downtown, and second to share their preliminary recommendations and preliminary implementation plan. The initial public meeting was held on February 20th, 2018, and the final public meeting was held on May 23rd, 2018. The consultants also attended a regular monthly meeting of the Historic Landmarks Committee in March 2018 to discuss their initial findings and gather feedback on their early recommendations that would be included in the Historic Preservation Plan.

An online survey was developed to gather feedback from the general public as well. The survey was in multiple choice format, and provided the consultants with the general public's understanding of historic preservation in McMinnville. The consultants also completed in-depth interviews with specific stakeholders in the community. These stakeholders included owners of historic properties, owners of businesses in the downtown area, real estate professionals, contractors or other professionals in the construction industry, and members of local boards that are involved in or associated with historic preservation.

After completing all public outreach and targeted outreach to specific stakeholders, the consultants drafted the Historic Preservation Plan. The draft plan was shared with the Historic Landmarks Committee and Planning Commission for discussion and comment, at both of those group's June 2018 regular business meetings. Comments from both the Committee and Planning Commission were shared with the consultants. Staff worked with the consultants on revisions to the draft plan throughout the months of June 2018 and July 2018, and in August 2018 received a final draft of the Historic Preservation Plan.

The final draft of the plan, as provided by Northwest Vernacular Historic Preservation, was reviewed again by the Historic Landmarks Committee in September 2018. At that meeting, the Historic Landmarks Committee identified a concern with the historic context chapter of the plan, specifically that it did not include enough information on the pre-European settlement history of the McMinnville area and the perspectives of native cultures. The Historic Landmarks Committee suggested that additional language be added to the historic context chapter and that activities be described in the implementation chapter related to the further development of the historic context chapter to include more information on the pre-European settlement history of the McMinnville area. Those amendments were made to the Historic Preservation Plan by staff and the plan was brought back to the Historic Landmarks Committee for final review at their December 2018 regular meeting. After reviewing and approving of the amendments described above, the Historic Landmarks Committee recommended that the Historic Preservation Plan be forwarded to the Planning Commission and City Council for review and consideration.

A public hearing was held by the Planning Commission on March 21, 2019. The public hearing was closed at the same meeting, following which the Planning Commission deliberated and then voted to recommend that the Council consider and approve the McMinnville Historic Preservation Plan and the Comprehensive Plan Text Amendments as outlined in Ordinance No. 5068.

### **Discussion:**

The City of McMinnville is proposing amendments to the McMinnville Comprehensive Plan to adopt the McMinnville Historic Preservation Historic Preservation Plan. The proposed Comprehensive Plan text amendments are two-fold. First, the text amendments would add new goals, policies, and proposals to Chapter III (Cultural, Historical, and Educational Resources) of the Comprehensive Plan. These goals, policies, and proposals are directly from Chapter 5 of the Historic Preservation Plan. Second, the text amendments would adopt the entire Historic Preservation Plan as an appendix to the overall McMinnville

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Comprehensive Plan. This will ensure that all of the relevant information in the Historic Preservation Plan is included in the City’s guiding planning document.

The full version of the McMinnville Historic Preservation Plan and proposed Comprehensive Plan text amendments are attached to this staff report as components of Ordinance No. 5068. The proposed text amendments are included in Ordinance No. 5068 as Attachment 1 to Exhibit A, and the McMinnville Historic Preservation Plan is included in Ordinance No. 5068 as Attachment 2 to Exhibit A. However, a brief summary of the Historic Preservation Plan is provided below.

The Historic Preservation Plan includes six chapters, which are described in more detail below:

1) Executive Summary

The executive summary includes an overview of historic preservation, and also includes a brief overview of the goals and policies to help guide the City’s historic preservation program, which are described in detail in Chapter 5.

2) Introduction

The introduction chapter includes an overview of the purpose of the Historic Preservation Plan, as well as the process that was followed during the development and drafting of the Historic Preservation Plan. This chapter also includes information on the benefits of historic preservation, with references to some documented successes in the effects of historic preservation efforts.

3) Historic Context

The historic context chapter provides an overview of the historic growth and development of McMinnville. It identifies five time periods of development in the city, each organized and associated with activities that were occurring during the time period, such as the entry of the railroad and early development of industry during the years of 1879 – 1903. After describing those development periods, information is provided on different property types and architectural styles that are easily identified throughout the city. Specifically, thirteen architectural styles are described that were prevalent throughout the different development periods. Examples are provided of properties within the city that still display the prominent architectural features from each key architectural style.

4) Current Status of Historic Preservation

This chapter begins with an overview of the City’s existing historic preservation program and the historic preservation work, such as surveys and inventories that have been completed in the past. The chapter also includes a list of additional areas within the city that could be further surveyed to provide more information on the historical significance of the structures within them. These areas include the Hayden Addition, Saylor’s Addition, Baker Addition, Martin Addition, Chandler’s 2<sup>nd</sup> Addition, residential areas around downtown, and an area along SE Baker Street south of downtown.

The chapter also identifies properties that may be eligible for further nomination as historic properties or historic districts. The consultants that completed the Historic Preservation Plan also had completed an Intensive Level Survey in the residential area north of downtown, and include some preliminary recommendations on a potential historic district in that area. Finally, this chapter includes the identification of certain areas of the city that have a high number of historic resources, and recommends evaluating the zoning in some of these areas to better support the retention of historic resources. The intention of evaluating the zoning in these areas would be to highlight opportunities to both retain historic character and support increased population densities and compatible uses.

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## 5) Goals, Policies, & Proposals

This chapter includes the specific goals, policies, and proposals that were developed through discussion with the community and the Historic Landmarks Committee. The goals, policies, and proposals are intended to provide guidance for the future of the City's historic preservation program, and identify activities that the Historic Landmarks Committee could complete to further historic preservation efforts throughout the city.

The goals included in the Historic Preservation Plan are:

- Goal 1: Increase Public Awareness and Understanding of McMinnville's History and its Historic Preservation Program
- Goal 2: Encourage the Preservation and Rehabilitation of Historic Resources
- Goal 3: Document and Protect Historic Resources
- Goal 4: Increase Heritage Tourism

Each goal has specific policies and proposals, which include more specific activities that the City and the Historic Landmarks Committee can complete to achieve the overarching goal. These goals, policies, and proposals are what is proposed to be added to Chapter III (Cultural, Historical, and Educational Resources) of the McMinnville Comprehensive Plan, and can be seen in detail in the draft text amendments included in the attached decision document.

## 6) Implementation

The implementation chapter takes the goals, policies, and proposals from Chapter 5 and organizes them into a sequence in order to help the Historic Landmarks Committee prioritize activities and build on previous work. The proposals/activities are organized into short-term, mid-term, long-term, and ongoing timeframe, and were organized into these timeframes as follows:

- Short-term: between 2019 and 2023. This phase focuses on public education and outreach and updating the inventory with survey work from recent years.
- Mid-term: between 2024 and 2028. This phase builds on education and outreach and begins additional inventory work and policy updates.
- Long-term: between 2029 and 2033. This phase continues education, outreach, and inventory work and finalizes policy and program updates.
- Ongoing: these proposals will continue each year and directly support the proposals outlined in each phase.

The implementation chapter will be used by the Historic Landmarks Committee to develop future work plans, such as the one that was completed for 2017-2018 and included the development of the Historic Preservation Plan.

## 7) Appendices

The Plan also includes two appendices. Appendix A (to the Historic Preservation Plan) contains the community survey questions and responses, as well as the stakeholder interview questions. Appendix B (to the Historic Preservation Plan) contains additional maps of some of the areas that are suggested for further surveying or historic preservation work.

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As discussed above, the Planning Commission held a public hearing at their regular meeting on March 21, 2019. Notice of the proposed Comprehensive Plan text amendments was published in the newspaper and circulated for agency comment. No public comments were received prior the public hearing. One resident provided oral testimony during the hearing, which focused on the importance of completing more outreach about the city's designated historic resources. Staff would note that there are many proposals in the Historic Preservation Plan related to Goal 1, which is to Increase Public Awareness and Understanding of McMinnville's History and its Historic Preservation Program.

One set of comments was received by the Planning Department from McMinnville Water and Light, who provided suggested amendments to the City's proposed Comprehensive Plan text amendments that focused on the provision of modern utility services to historic structures. Those comments and suggested amendments are attached to this staff report. The Planning Commission reviewed the McMinnville Water and Light comments and suggestions, but did not support inclusion of all of the suggested amendments. The Planning Commission found that the scale and scope of the McMinnville Water and Light suggested amendments were more detailed and specific than the higher policy-level intent of the other policies and proposals, and also that some of the proposed amendments did not coincide with the policy that they were recommended to be listed under.

The Planning Commission did propose a new proposal to respond to the McMinnville Water and Light comments, which was proposed to be provided under Goal III 4 (Encourage the Preservation and Rehabilitation of Historic Resources) and Policy 17.07 (Strengthen the integration of historic preservation in city planning to capitalize on neighborhood history and character as city assets). The Planning Commission recommended proposal is included in the Comprehensive Plan text amendments as Proposal 3.24 as follows: "Work with utility providers to develop standards for the provision of modern utility services to historic resources and historic buildings. Provision of modern utility services shall be coordinated and integrated into the design process to ensure the preservation of the resource or building's historic character."

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### **Fiscal Impact:**

None.

### **Recommendation:**

Staff recommends that the Council adopt Ordinance No. 5068 which would approve G 2-19, as recommended by the Planning Commission.

**"THAT BASED ON THE FINDINGS OF FACT, THE CONCLUSIONARY FINDINGS FOR APPROVAL, AND THE MATERIALS SUBMITTED BY STAFF AND RECOMMENDED BY THE PLANNING COMMISSION, I MOVE TO ADOPT ORDINANCE NO. 5068."**

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