



Growing McMinnville
MINDFULLY

**McMinnville Growth Management and
Urbanization Plan, 2003 – 2023**

City of McMinnville
Remand Order 12-WKTASK-001814
**FRAMEWORK PLAN AND
AREA PLANNING**

December, 2020
Appendix G

INTRODUCTION:

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 identified in Appendix B of the MGMUP, 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

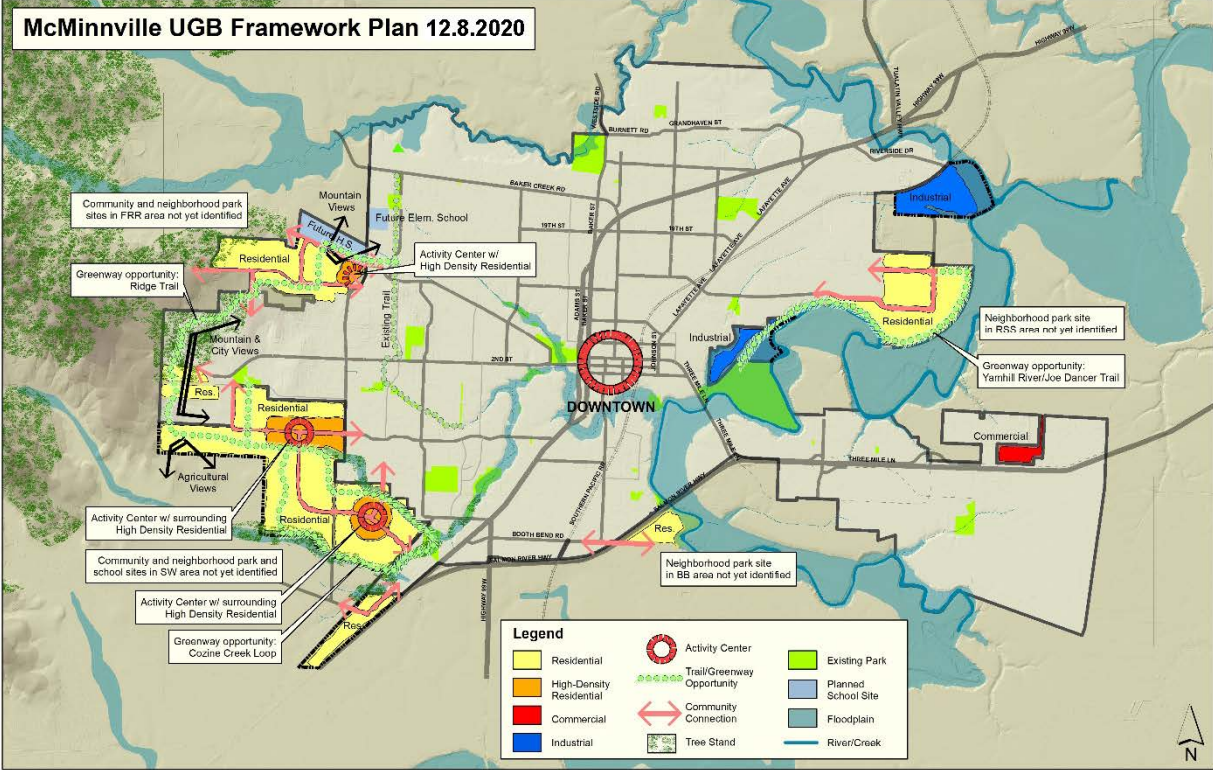
The order in which the planning process occurs is critical, because each step in the process builds upon the previous step and provides guidance for the future step. The ultimate result of the implementation and planning process is the development of the UGB in a manner that is consistent with the MGMUP 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 Appendix B of the MGMUP.

The purpose of Appendix G is to further describe the Framework Plan and Area Planning processes, and how those will be used to apply the land needs identified in the MGMUP to the UGB expansion areas. Appendix G includes a description and summary of the MGMUP Framework Plan. Appendix G also includes a description and summary of the Area Planning and Master Planning processes. Finally, Appendix G includes guidance for the City to consider when initiating and completing Area Plans for the UGB expansion areas. This guidance is based on the identified land use needs in Appendix B of the MGMUP. The guidance is intended to be conceptual and further refined through the Area and Master Planning process. However, guidance is provided for how identified land needs may be distributed between and within UGB expansion areas to fulfill those identified land needs in Appendix B of the MGMUP. Potential opportunities for land uses are also identified in this guidance for further consideration during the Area Planning process.

Framework Plan

The McMinnville Framework Plan identifies a general urban land use concept for lands that are included in the UGB expansion areas. The Framework Plan also identifies potential opportunity areas where certain land uses or urban forms may be desirable or feasible based on land characteristics and the existing built environment. Different types of land uses are shown in the Framework Plan in amounts that are roughly proportional to the acreage needed for these uses in the MGMUP (Appendix B). In addition, the Framework Plan identifies potential locations for major street corridors, neighborhood commercial nodes, and other land uses identified as needed in the MGMUP in a way that achieves a well-balanced land use distribution and development pattern. However, the potential locations shown in the Framework Plan are not binding. Further Area Planning and Master Planning will more specifically identify the locations and sizes of particular land needs after further consideration of an area’s characteristics and relationship to surrounding urban uses (whether existing or planned in other UGB expansion areas).

Figure 1 – MGMUP Framework Plan

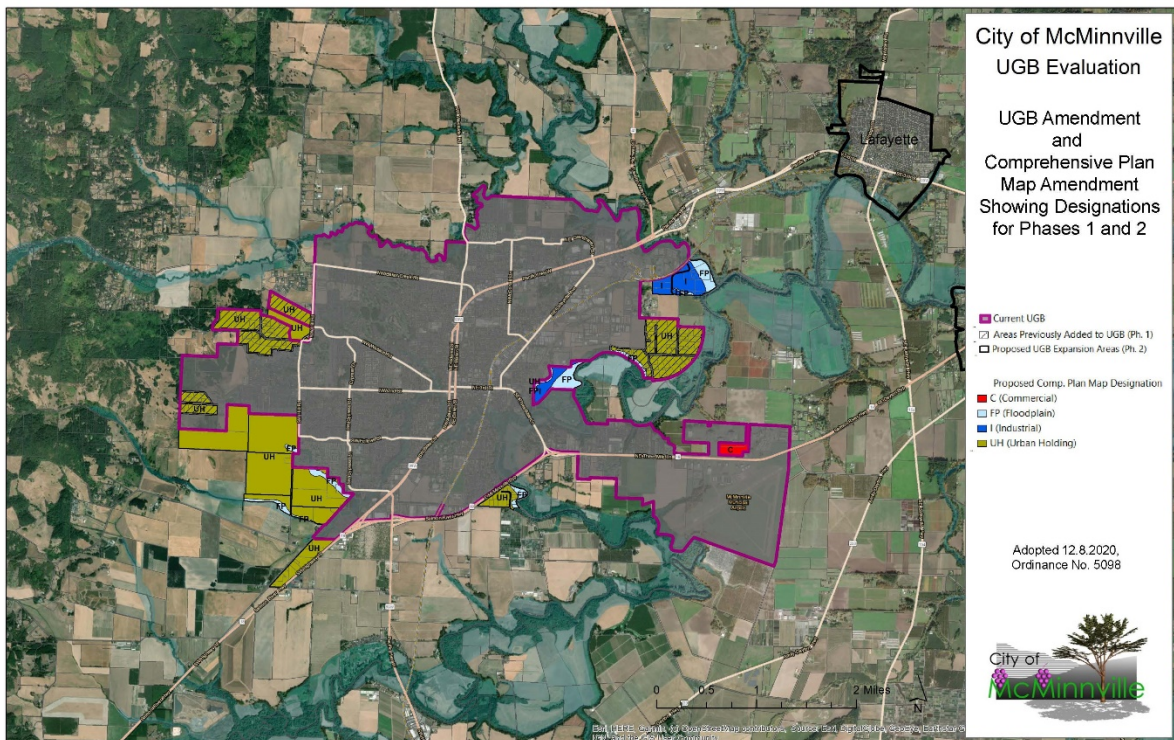


The McMinnville Framework Plan is included in the MGMUP. Therefore, the first step in the implementation process is complete with the adoption of the MGMUP. However, while the Framework Plan is included in the MGMUP and is referenced in it, the Framework Plan is not formally adopted with the MGMUP and is not binding on land owners, developers, or the City. 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). Lands with the UH comprehensive plan designation will retain their underlying, rural County zoning or may be placed in an Urban Holding zone.

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.

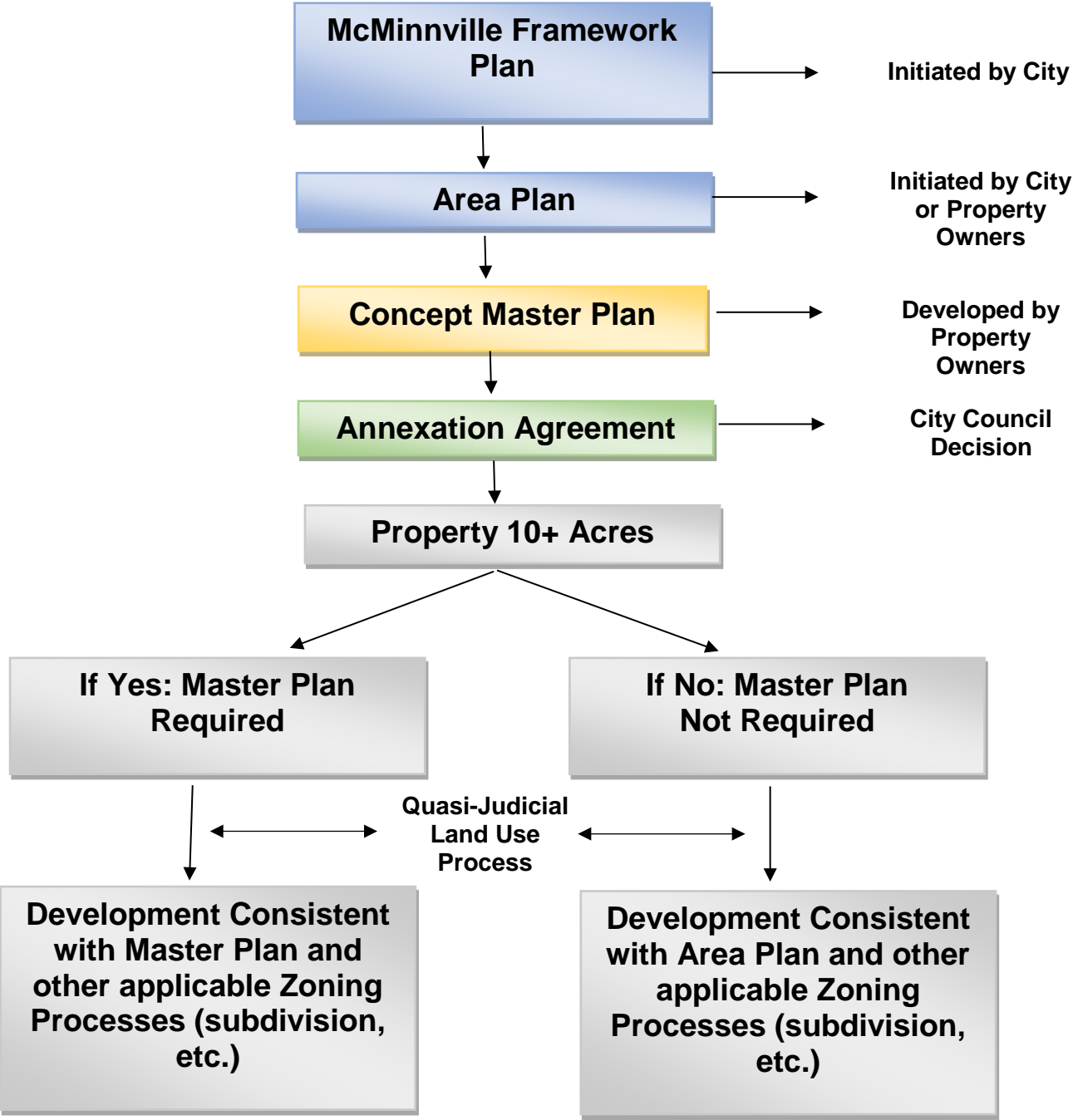
After completion of an annexation agreement, a final Master Plan must be approved prior to the development of any land that is greater than 10 acres in size. Applications for Master Plans require approval by the City Council and required notices to state agencies and affected property owners. This land 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 MGMUP. More specifically, Appendix B and Appendix C (Urbanization Report) of the MGMUP identify the detailed land needs that must be accommodated within the UGB expansion areas. Those land needs are summarized below.

Appendix B summarizes housing, employment and livability land needs as follows:

Table 1: Total additional housing, employment and livability acres needed in the McMinnville UGB, 2003-2023 after land-use efficiencies are applied. (MGMUP)

Category of Land Need	Needed Gross Buildable Acres
New Housing	392.90
Parks	254.00
Schools	96.00
Private Schools	1.50
Religious	47.60
Government	0.90
Semi-Public Services	22.50
Infrastructure	2.60
Commercial	106.00
Total	924.00

Appendix B provides further definition of the land needs for some of the specific land use types that are planned to be accommodated within the residential land category:

HOUSING:

Table 11 (Appendix B): Type of Residential Acreage Needed in the UGB.

Zone	Needed Gross Buildable Acreage
R1	104.10
R2	236.80
R3	78.90
R4	80.40
R5	36.70
TOTAL	536.90

Source: EcoNorthwest, 2003

PARK LAND:

Table 23 (Appendix B). Estimated parkland need, 2000-2020

Park Type	Current Net Acres	Adopted Standard	Acres Needed for 44055 Population	Projected Acreage Deficit (Need)
Neighborhood Parks	0	2.0 acres / 1000	88.11	88.11
Community Parks	145.49 ^a	6.0 acres / 1000	264.33	118.84
Greenways/ Greenspaces/ Natural Areas ^b	102.50	6.0 acres / 1000	264.33	106.81
Subtotals	247.99		616.77	313.76
			Total Projected Need	314 Acres

Source: City of McMinnville, 2003

^a This includes the 21.03 acre Walker/Kraemer property purchased by the City after the adoption of the Parks Master Plan

^b This includes an acreage reduction of 55.02 acres representing a 34% floodplain usage factor found in other parkland of this type

SCHOOL NEEDS:

No adjustments were made for land needed for schools. The *McMinnville Residential Land Needs Analysis* presented the following conclusion with respect to land needed for schools:

“With the exception of the one future middle-school site, the District owns no other undeveloped land within the current UGB. Therefore, 96 acres (48 Elementary School acres, 16 Middle School acres, and 32 High-School acres) of additional, vacant residential buildable land is needed to accommodate projected year 2020 District needs.”

SUMMARY OF LAND NEEDS:

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

- Residential Land: 818.10 acres
 - 36.7 acres for R-5 High Density zoning
 - 254 acres for parks
 - 88.11 acres for Neighborhood Parks
 - 58.84 acres for Community Parks (reduced from 118.84 acres due to increased Joe Dancer Park)
 - 106.81 acres for Greenways/Greenspaces/Natural Areas
 - 43 acres for schools
 - Reduction from 96 acres to account for High School site in northwest McMinnville that was included in UGB (42 Acres)
 - Reduction to remove Cottonwood Elementary School site (11 Acres)
 - Remaining housing lands to remain in residential classifications that result in the target density of 5.7 dwelling units per acre and provide other uses identified for inclusion in residential category (religious, government, semi-public, etc.)
- Commercial Land: 39.3 acres
 - Reduction from 106.00 acres to account for:
 - One UGB expansion area (NA-EV-E) that is identified on the proposed Comprehensive Plan Map as Commercial, and is 26.7 acres in size
 - Commercial rezone of 40 acres of industrial land within existing UGB

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) Southwest Area – Potentially with subareas:
 - 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
- 2) Fox Ridge Road, NW-EX1b-R3, and High School Site
- 3) Riverside South
- 4) Redmond Hill Road (potentially include with the Southwest Area Plan)
- 5) Booth Bend Road
- 6) Riverside North

Potential Assignment of Land Need:

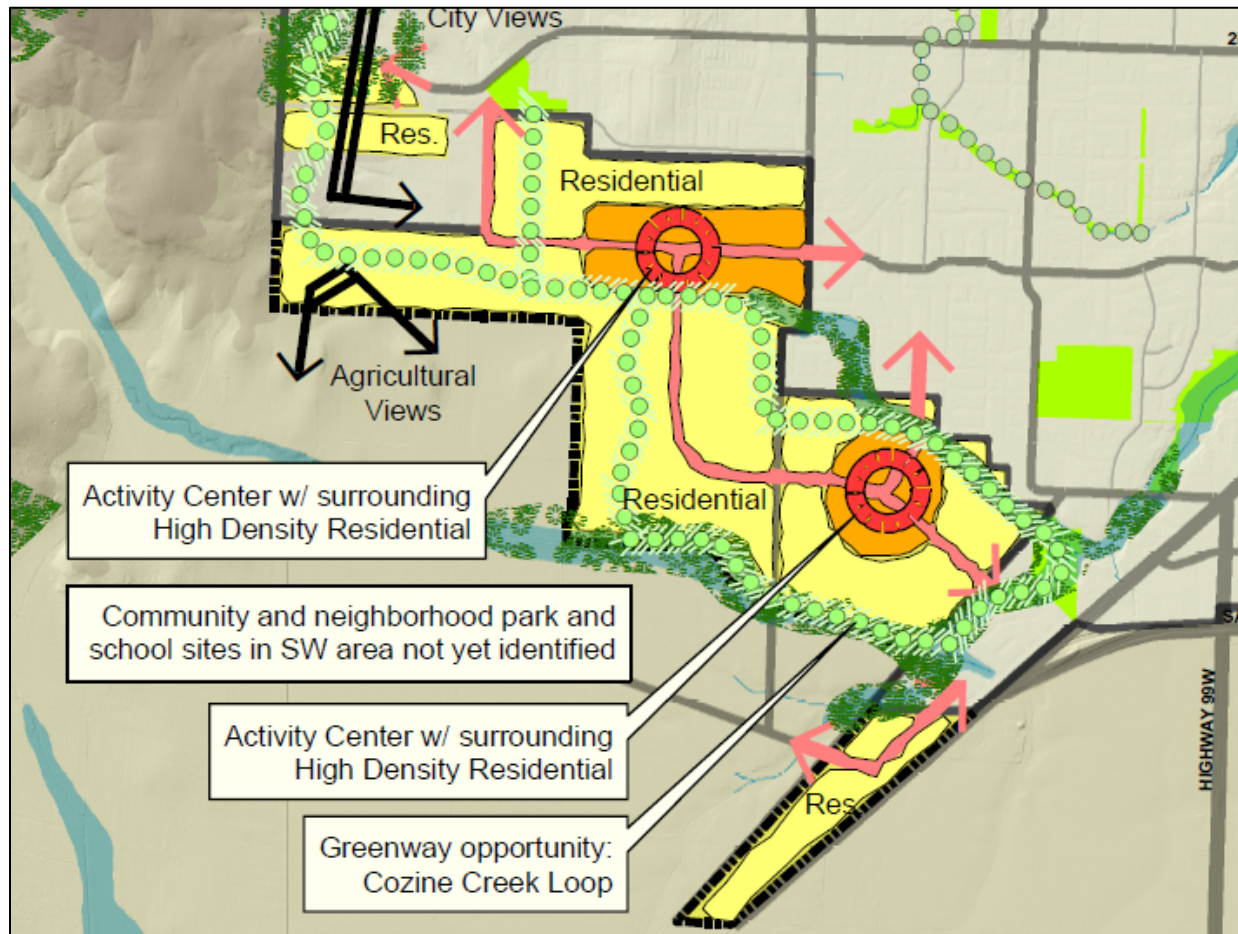
Land Need		Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road	Riverside North
Residential							
R-5	36 acres						
Parks							
Neighborhood Park	88.11 acres						
Community Park	58.84 acres						
Greenways/Natural Areas	106.81 acres						
Schools	43 acres						
Commercial	39.3 acres						
Industrial	Surplus						

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 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 MGMUP, the Southwest Area should incorporate two neighborhood parks of 5-10 acres in size. The neighborhood parks should be placed to ensure that every residence is within a ½ mile of a neighborhood park, as described in the City of McMinnville Parks, Recreation, and Open Space Master Plan. The Southwest Area should also incorporate one or two community parks to accommodate the community park land need identified in the

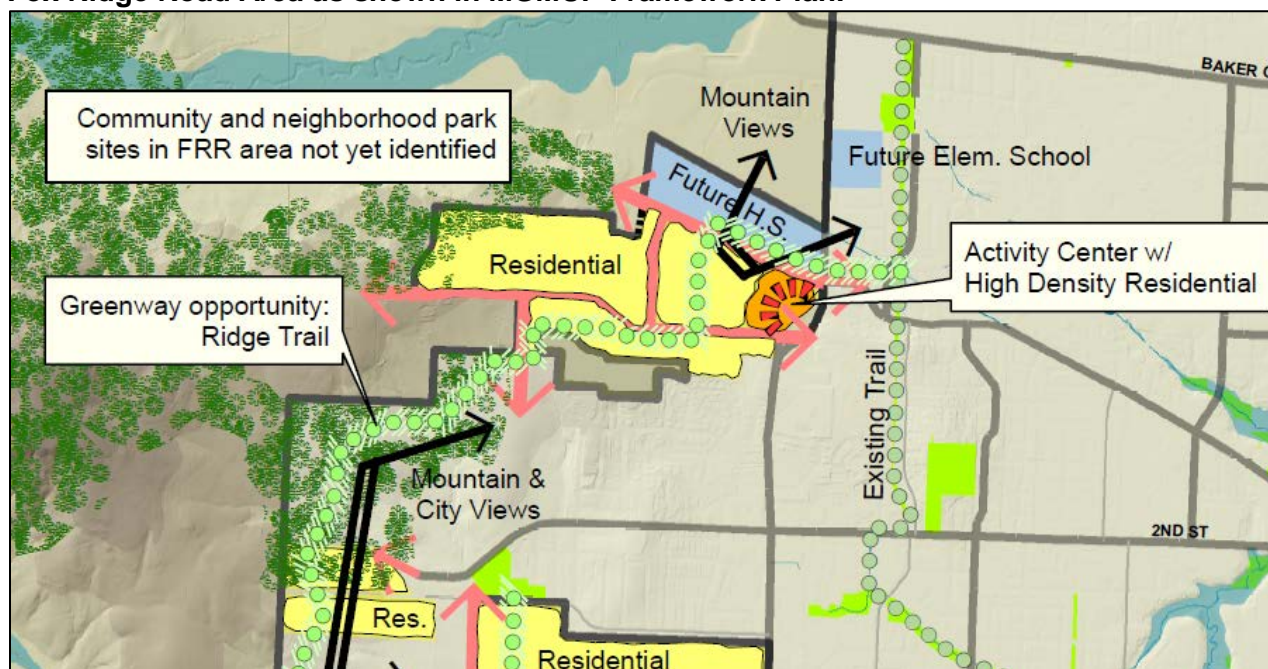
MGMUP. The Southwest Area also has the opportunity for the development of greenway linear parks along the Cozine Creek per the greenway land need identified in the MGMUP. A bike and pedestrian trail system could also be considered that connects the NACs and other major amenities (parks, schools, etc.) 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.

Future school sites 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, additional school sites 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 43 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:



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.

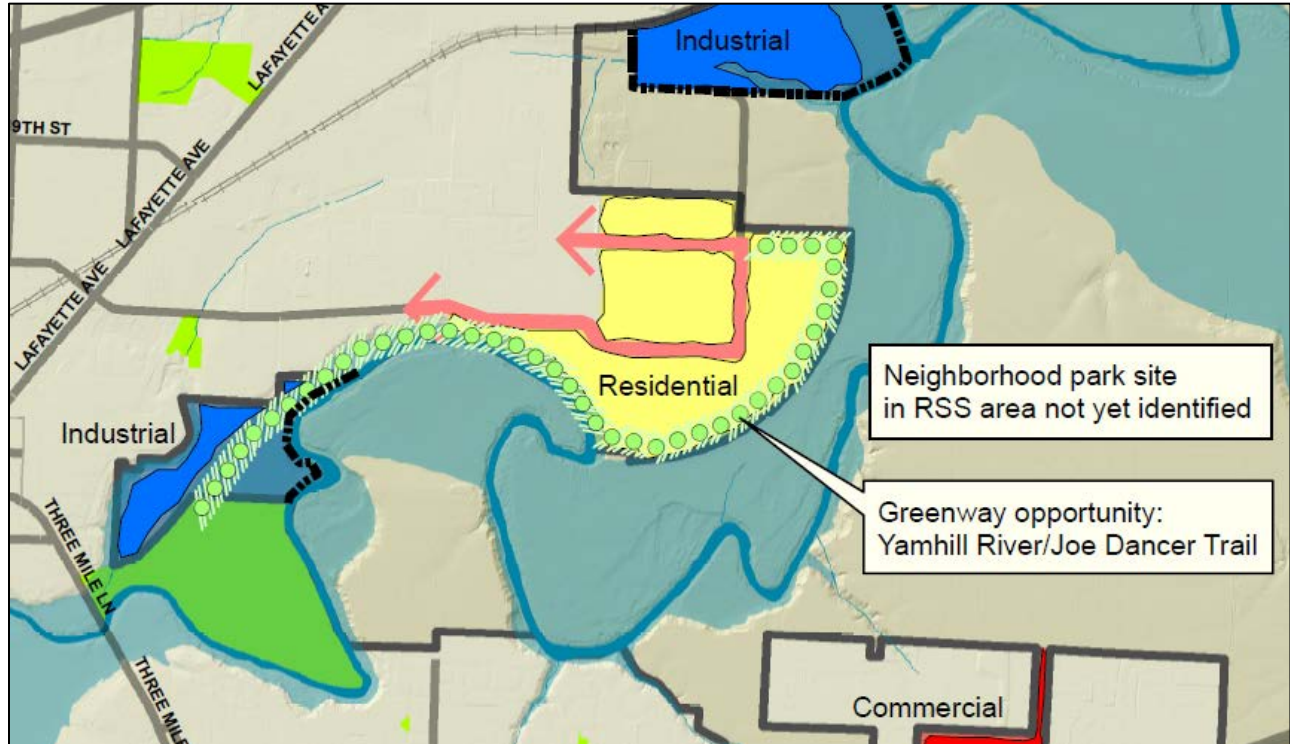
To further provide services to support this residential area and to accommodate the park land need identified in the MGMUP, the Fox Ridge Road Area Plan should incorporate one neighborhood park of approximately 3 - 5 acres in size. The neighborhood park should be placed to ensure that every residence is within a ½ mile of a neighborhood park, and due to slopes should likely be placed in the northern portion of the area. The Fox Ridge Road Area also includes a several natural and geographic features that provide an excellent opportunity for a natural resource community park. Natural greenspaces 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:



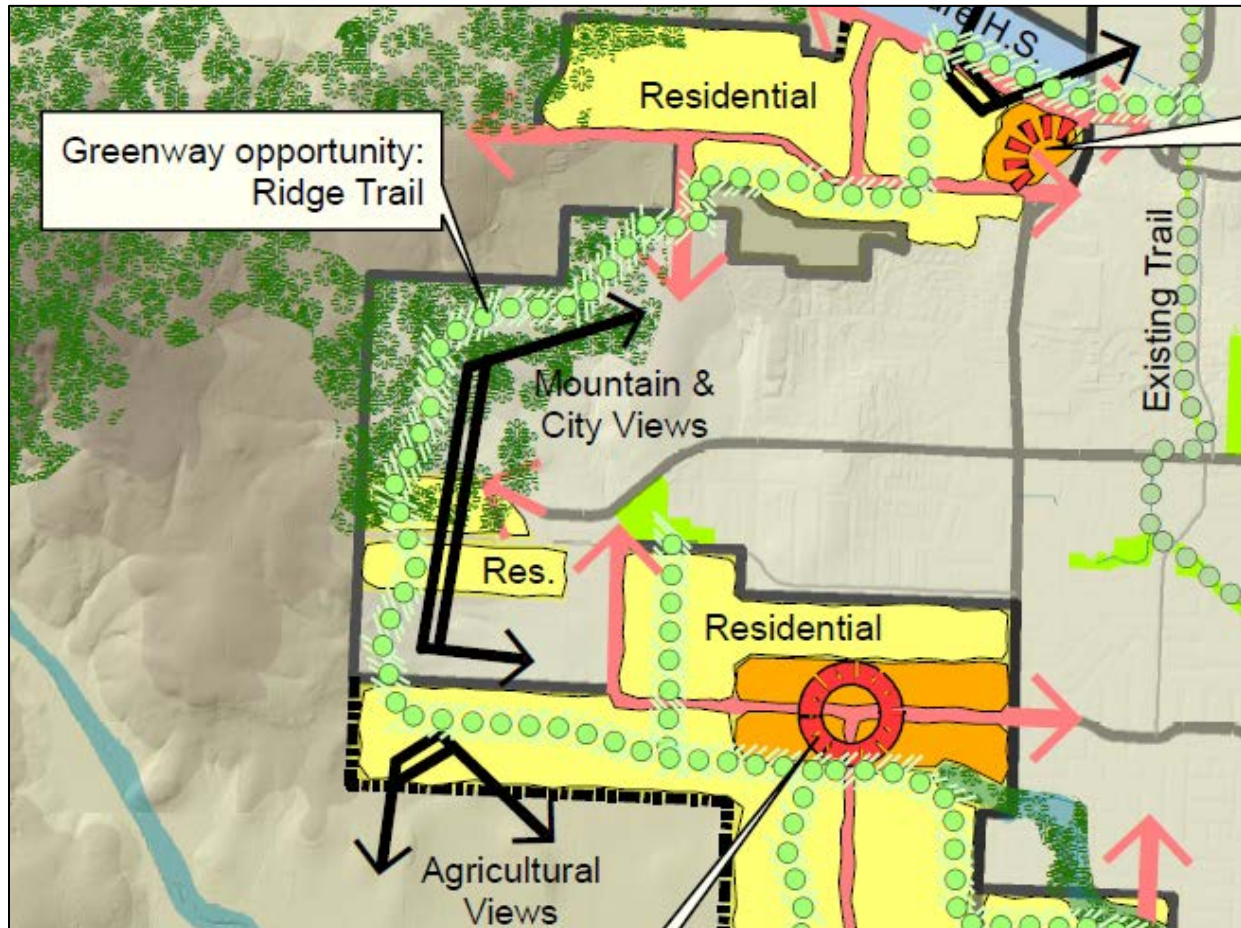
The Riverside South area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Riverside South area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the MGMUP, a neighborhood park of approximately 10 – 13 acres in size should be included in the Riverside South Area Plan. This neighborhood park should be on the larger spectrum of the size of neighborhood parks as identified in the City of McMinnville Parks, Recreation, and Open Space Master Plan, due to the Riverside South area's location and separation from other residential areas within the existing UGB.

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 MGMUP, 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:

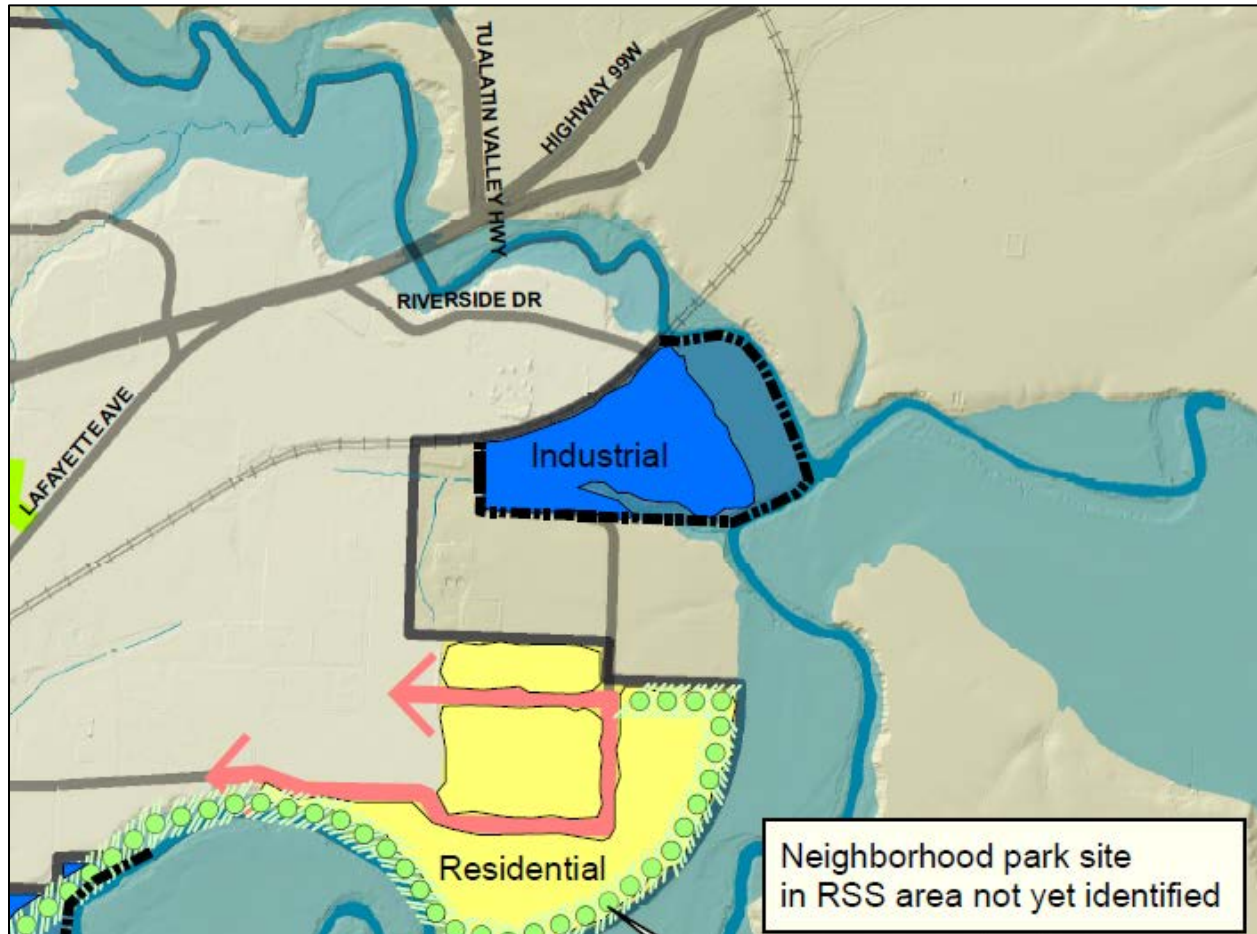


The Booth Bend Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Booth Bend Road Area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the MGMUP, a neighborhood park of approximately 3-5 acres in size should be included in the Booth Bend Road Area Plan. 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.

Riverside North Area Plan:

The Riverside North Area Plan should include the entire area designated as Industrial along Riverside Drive on the proposed Comprehensive Plan Map.

Riverside North as shown in MGMUP Framework Plan:



The Riverside North area will be only industrial land uses. However, some opportunities exist that could accommodate some of the park land need identified in the MGMUP. The Riverside North area is adjacent to the Yamhill River floodplain along its eastern and southern boundaries, which could present an opportunity for a small greenway/greenspace trail. This greenway/greenspace may primarily serve industrial workers in the immediate area due to the Riverside North areas separation from other UGB areas. Connectivity should be considered in the Riverside North Area Plan, with the primary connectivity occurring along Riverside Drive, which currently travels through the area. Additional street networks may be minor due to the size of the Riverside North area, but could build off of Riverside Drive to provide additional connectivity to future industrial development.