



Growing McMinnville
MINDFULLY

www.growingmcminnvillemindfully.com

ORDINANCE No. 5098

- 1. Adopts the McMinnville Growth Management and Urbanization Plan (MGMUP)**
- 2. Adds land to the Urban Growth Boundary (UGB)**
- 3. Assigns Comprehensive Plan Designations to land in the UGB**
- 4. Adopts and/or amends selected Comprehensive Plan goals, policies and proposals.**
- 5. Amends Section 17 of the McMinnville Municipal Code – the Zoning Ordinance.**

McMinnville Growth Management and Urbanization Plan, 2003 – 2023 (MGMUP)

MGMUP – “The Plan”

- **Appendix A – Population and Employment Forecasts**
- **Appendix B – Buildable Lands Analysis**
- **Appendix C – Urbanization Report / Alternatives Analysis**
- **Appendix D – Comprehensive Plan Policy Amendments**
- **Appendix E – Zoning Ordinance Amendments**
- **Appendix F – Comprehensive Plan Map Amendments**
- **Appendix G – Framework Plan and Area Planning**

McMinnville Growth Management and Urbanization Plan, 2003

**Remand Data Set = Population Forecast,
HNA and EOA established in 2001.**

		Existing 2003 UGB	UGB Amendment, Phase I and II
Population Target	44,055 (28,500)	9,000	6,545
New Housing Units	6,014	3,503	2,511

Appendix A – Population and Employment Forecasts

Appendix B – Buildable Lands Analysis

McMinnville Growth Management and Urbanization Plan, 2003

UGB Amendment to Accommodate New Growth

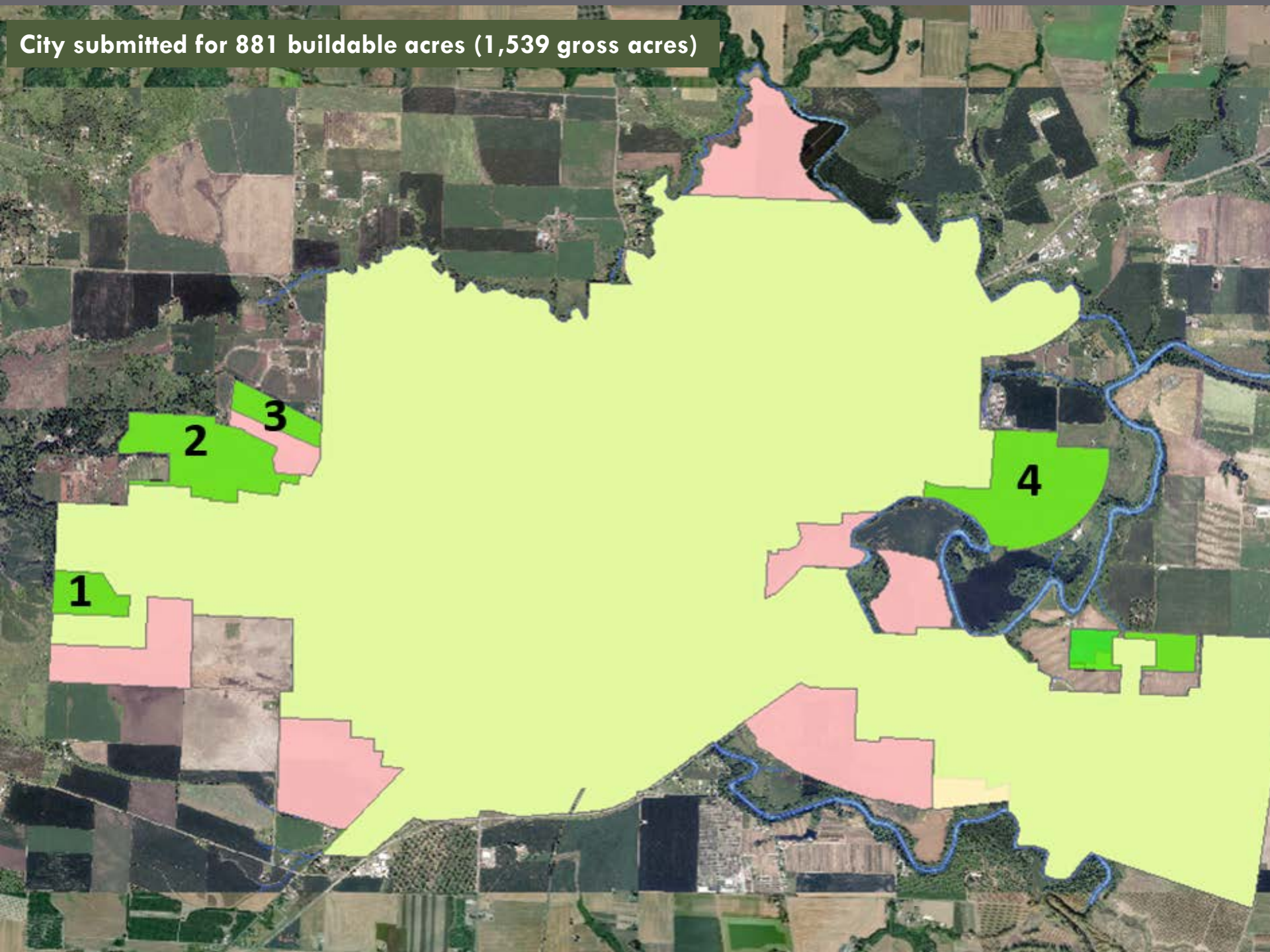
	Need	Phase I UGB	Phase II UGB
Population	6,545	259 gross buildable acres	662.40 gross buildable acres
New Housing Units	2,511		



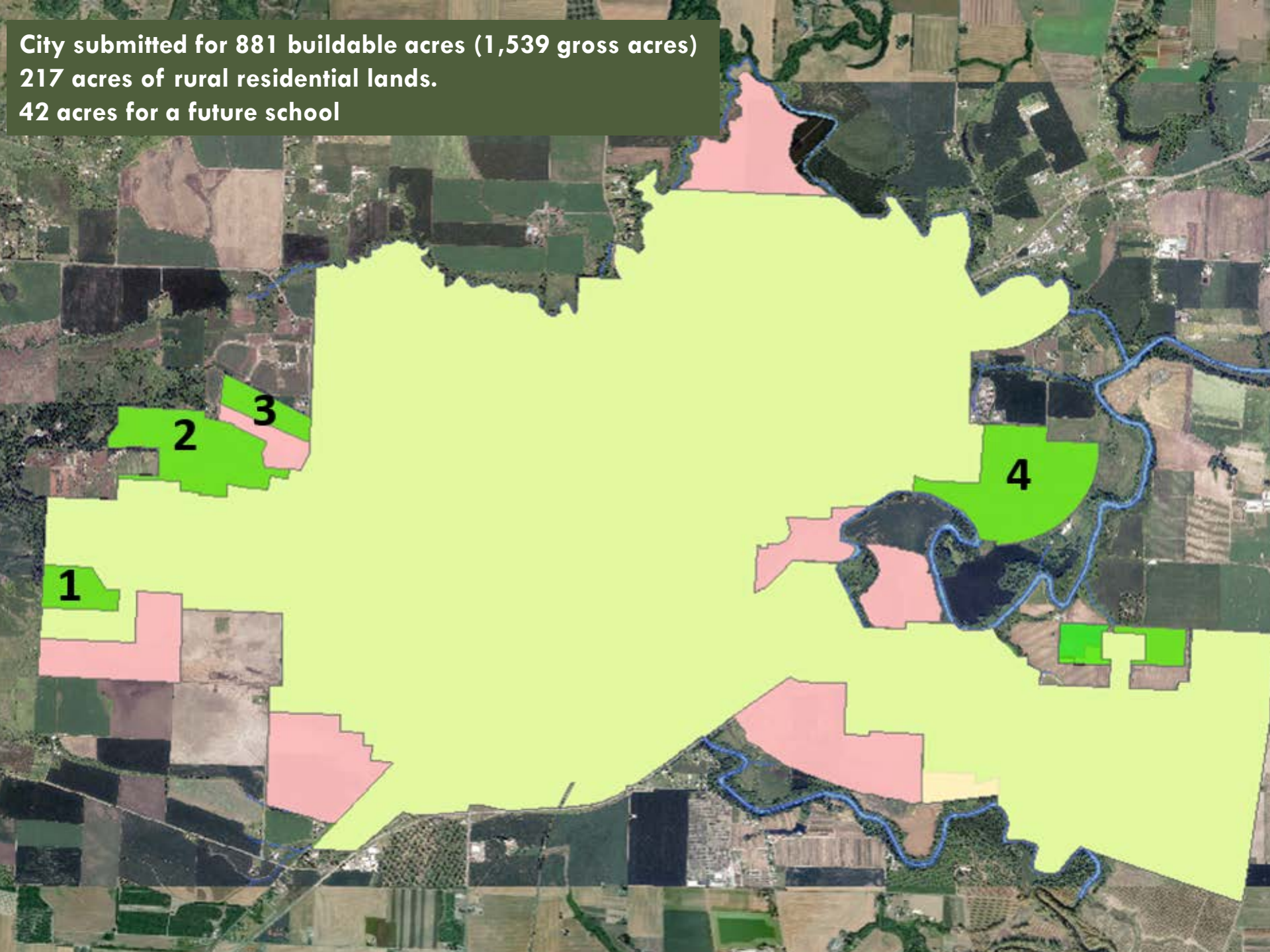
921.40
gross buildable acres

Appendix A – Population and Employment Forecasts
Appendix B – Buildable Lands Analysis

City submitted for 881 buildable acres (1,539 gross acres)

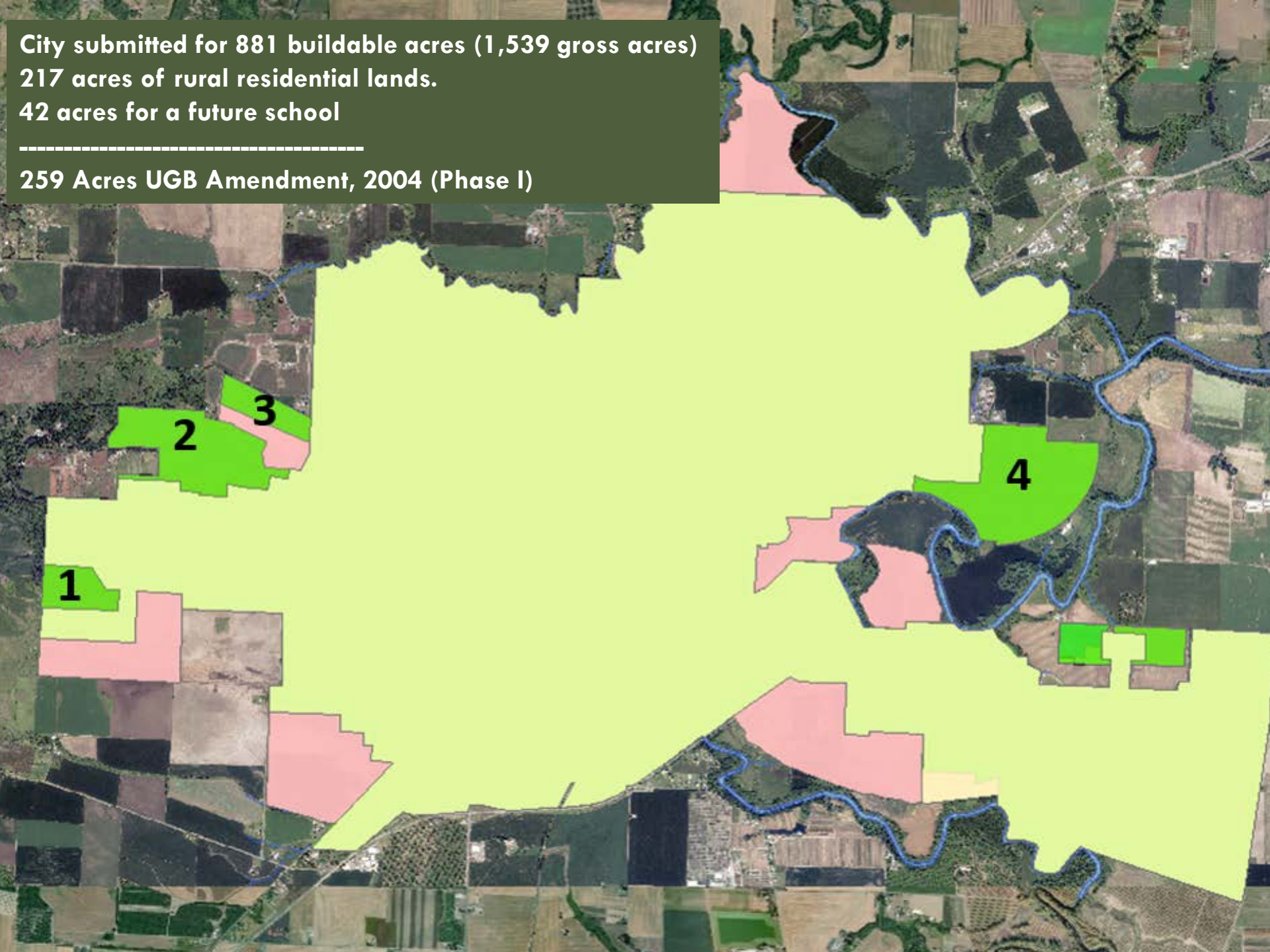


**City submitted for 881 buildable acres (1,539 gross acres)
217 acres of rural residential lands.
42 acres for a future school**



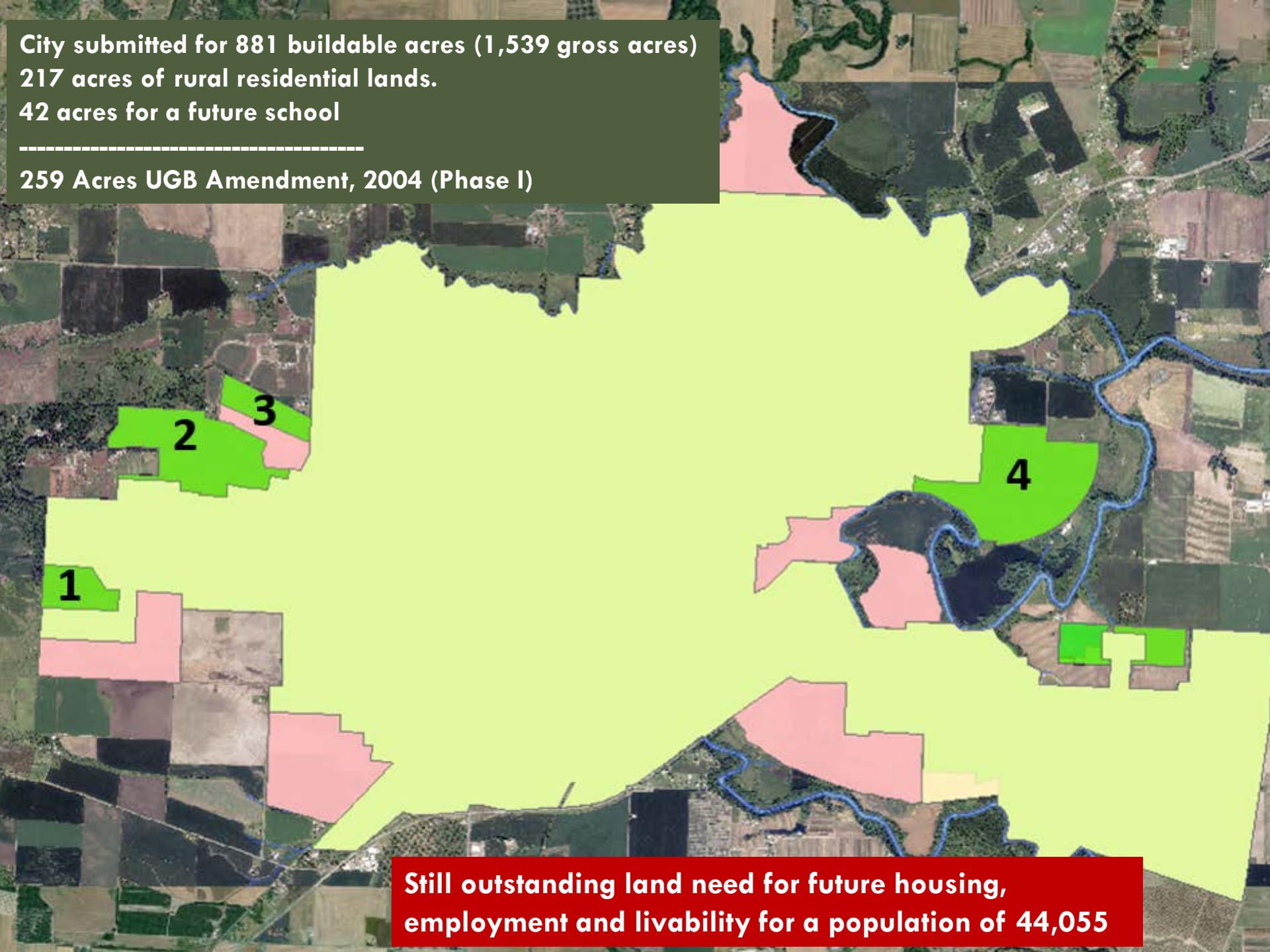
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259 Acres UGB Amendment, 2004 (Phase I)



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217 acres of rural residential lands.
42 acres for a future school**

259 Acres UGB Amendment, 2004 (Phase I)



**Still outstanding land need for future housing,
employment and livability for a population of 44,055**

THE LONG AND WINDY ROAD

1. City submits new plan for Phase II of the UGB in 2005
2. DLCD Director approves it.
3. Appealed to LCDC in 2006
4. LCDC approves it.
5. Appealed to Court of Appeals in 2007
6. Mediation in 2008
7. Petition for appeal affirmed in 2009
8. Court of Appeals decision in 2011
9. Remanded to LCDC in 2012
10. LCDC remanded to City in 2013
11. City elects to walk away for a while due to depleted resources and battle fatigue.

CITY COUNCIL PUBLIC HEARING, 12.2.20



COURT OF APPEALS DETERMINATION

Petitioners Submitted Three Assignments of Error:

- 1. Selection of Land**
- 2. Amount of Park Land Needed**
- 3. Amount of High Density Residential Land Needed**

The court rejected the second and third assignment of error without further discussion.

Remand was down to one remaining assignment of error – the selection of land for the UGB.

CITY COUNCIL PUBLIC HEARING, 12.2.20



**IN JANUARY, 2020, CITY COUNCIL DIRECTED
STAFF TO EVALUATE RESPONDING TO THE
2012 REMAND OF THE 2003 MGMUP**

CITY COUNCIL PUBLIC HEARING, 12.2.20





MCMINNVILLE'S UGB REMAND RESPONSE:

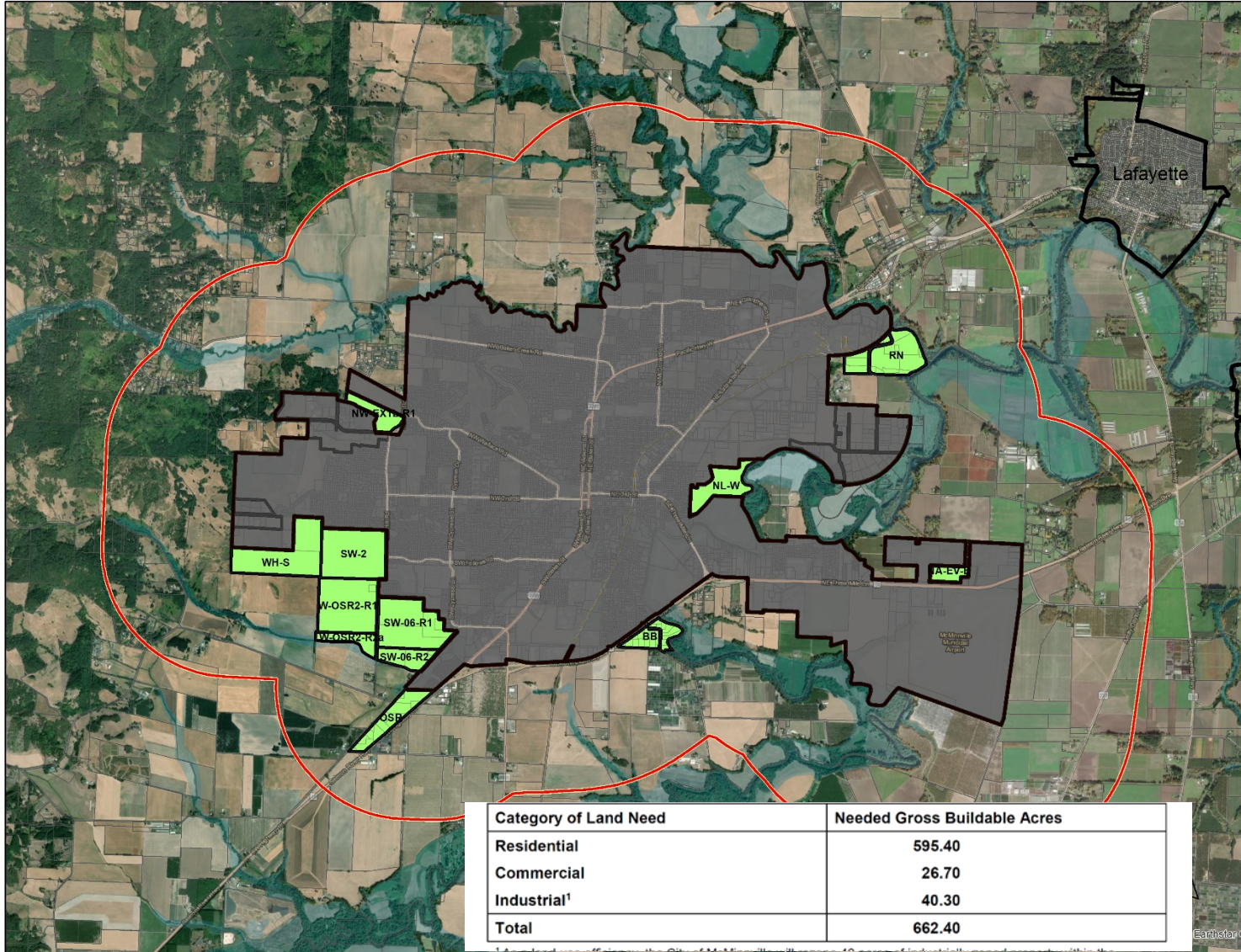
We are responding to the LCDC remand to the City of McMinnville for the MGMUP 2003-2023, first submitted in 2003 and modified in 2005.

LCDC 2012 remand based on 2011 Court of Appeals remand to LCDC.

CITY COUNCIL PUBLIC HEARING, 12.2.20



UGB AMENDMENT



City of McMinnville
UGB Evaluation

Draft UGB
Proposal

662.40
Gross
Buildable
Acres

862.40
Gross Acres

This is a draft map as of
10.13.2020 and is subject
to change until adopted

Category of Land Need	Needed Gross Buildable Acres
Residential	595.40
Commercial	26.70
Industrial ¹	40.30
Total	662.40



Earthstar ©

COMPREHENSIVE PLAN MAP AMENDMENT







**921.40 Gross
buildable acres**

**1280.30 Gross
Acres**

City of McMinnville UGB Evaluation

Draft UGB
Proposal

Showing
Proposed
Comp. Plan
for Phases 1 & 2

-  Current UGB
-  Areas Previously Added to UGB (Ph. 1)
-  Proposed UGB Expansion Areas (Ph. 2)
-
- Proposed Comp. Plan Map Designation
-  C (Commercial)
-  FP (Floodplain)
-  I (Industrial)
-  UH (Urban Holding)

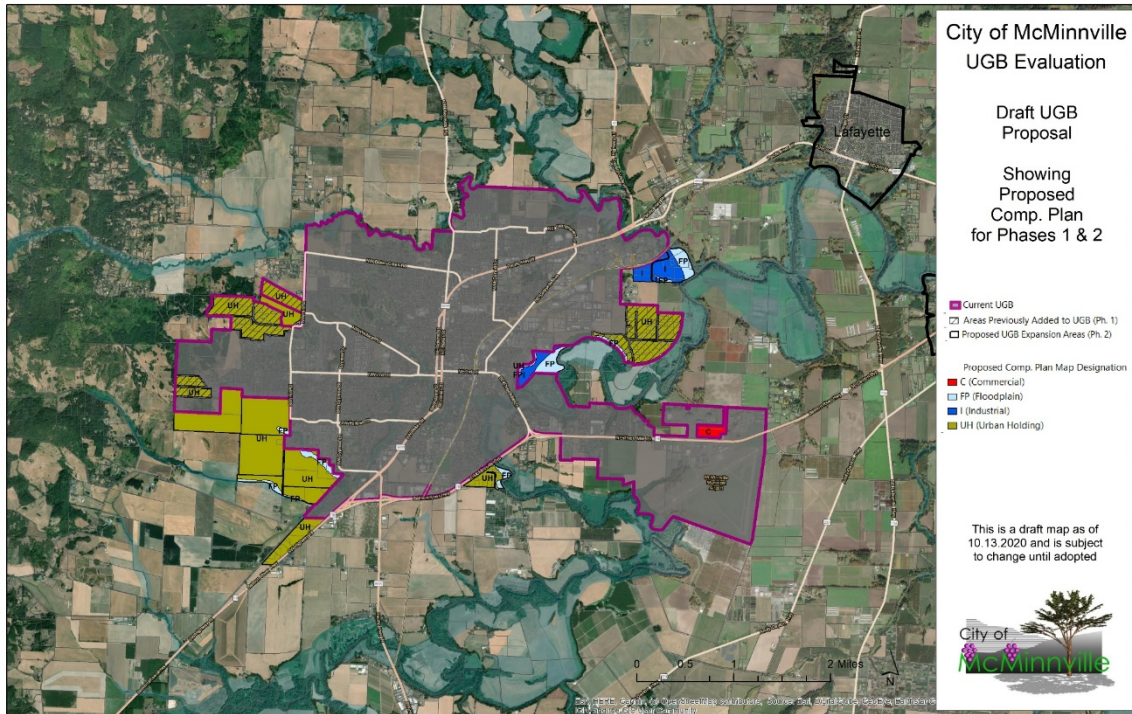
This is a draft map as of
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Comprehensive Plan Designation	Gross Acres
Urban Holding	1039.50
Commercial	27.50
Industrial	92.30
Floodplain	121.00
Total	1280.30



COMPREHENSIVE PLAN MAP AMENDMENT

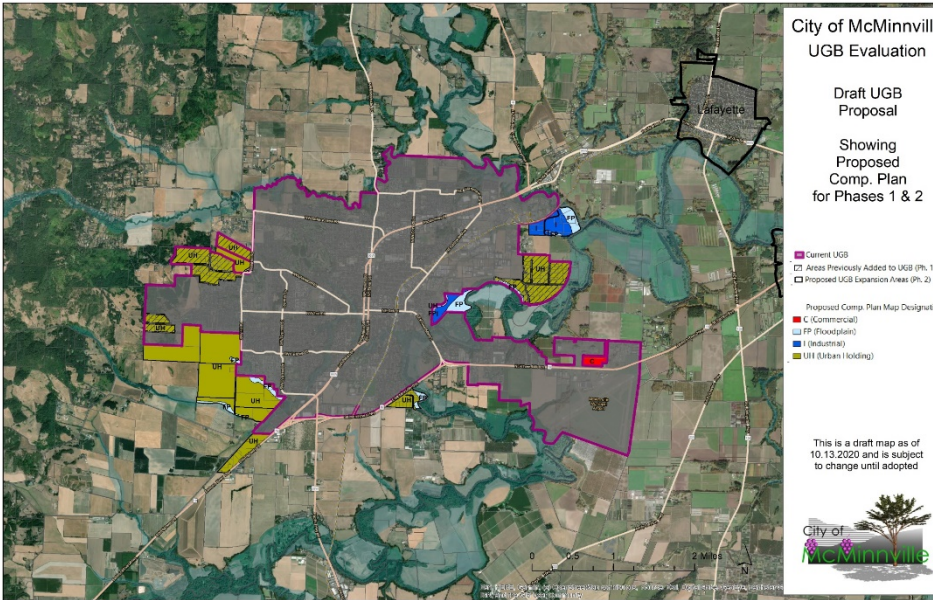
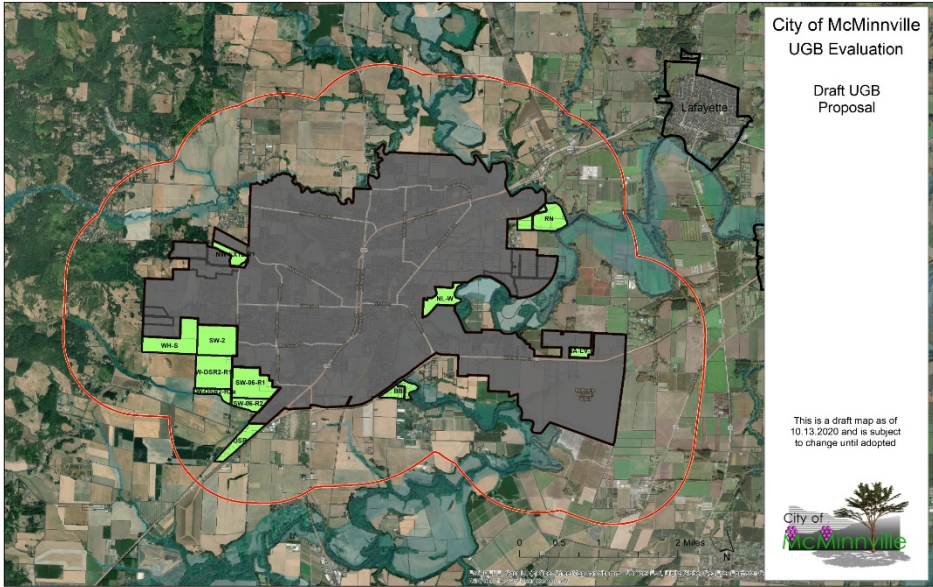
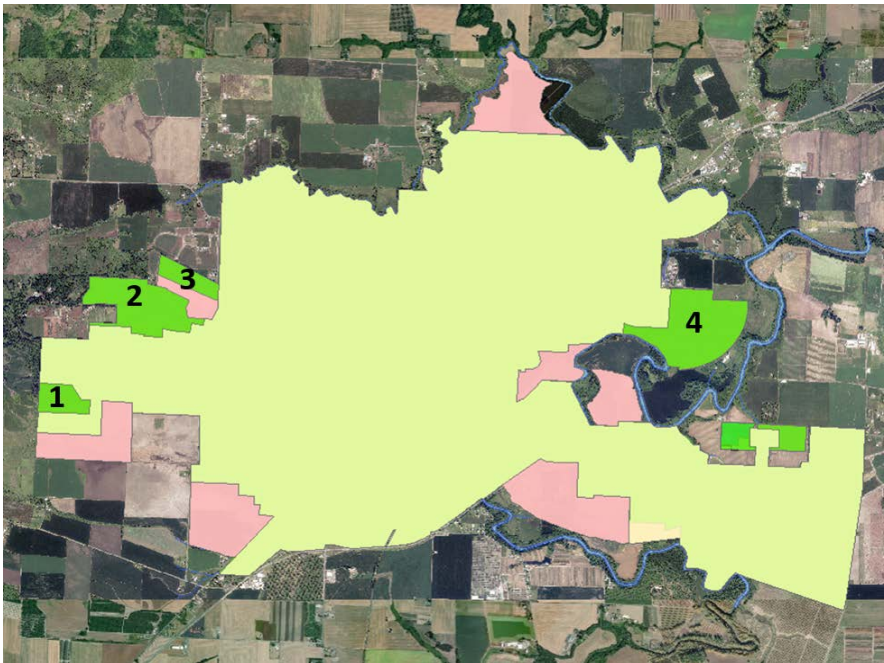
Comprehensive Plan Designation	Phase I	Phase II	Gross Buildable Acres (to satisfy land need)
Urban Holding	259.00	595.40	854.40
Commercial		26.70	26.70
Industrial ¹		40.30	40.30
Total	259.00	662.40	921.40



921.40 gross buildable acres

To serve a future population of 44, 055 people.

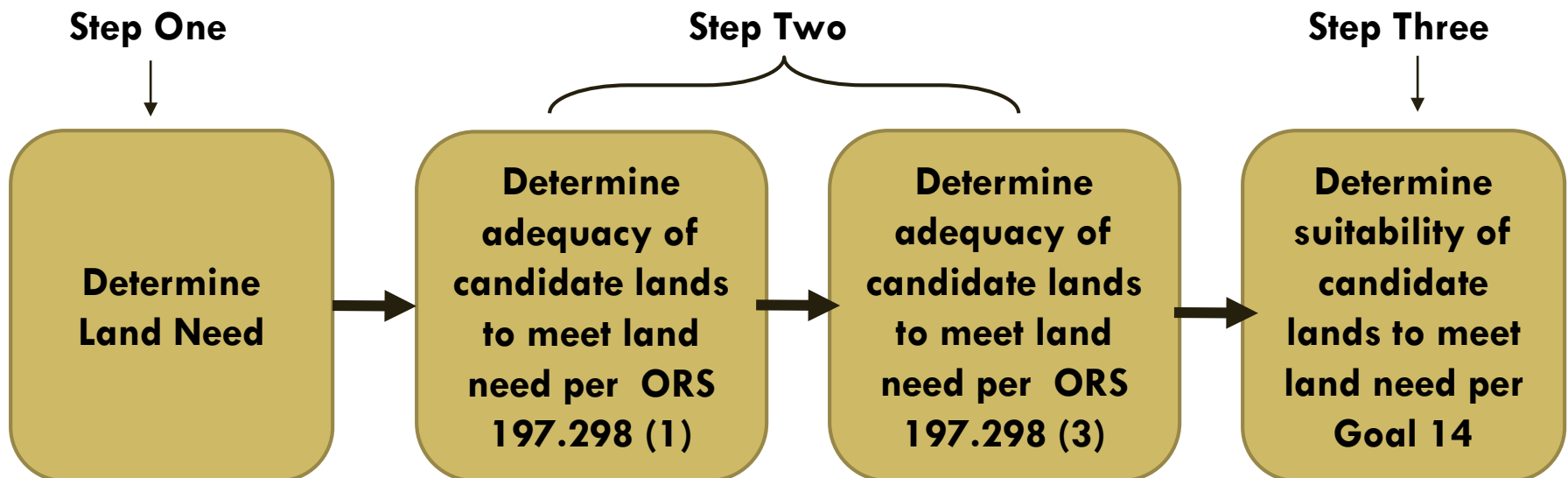
Approximately 2,511 dwelling units, 254 acres of park land, 106 acres of employment land, and 121 acres of other public and semi-public uses.



McMinnville 2020 Remand UGB Recommendation

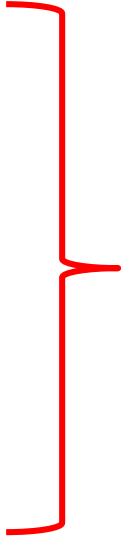
How and why did we end up with this boundary?

By following the Court of Appeals 'Roadmap' for UGB analysis.



LAND NEED – Phase I and II

Land Need	Gross Buildable Acres
New Housing	393.00
Parks	254.00
Public Schools	96.00
Private Schools	1.5
Religious	47.6
Government	0.9
Other Public	25.1
Commercial	106.00
Industrial	(46.00)
REVISED TOTAL	924.10



**RESIDENTIAL =
818.10 ACRES**

LAND NEED

Land Need	Gross Buildable Acres
Residential	818.10
Commercial	106.00
Industrial	(46.00)
TOTAL	924.10
Land-Use Efficiencies	-259.00
REVISED TOTAL	665.10

Phase 1 UGB Amendment:

217 Residential Acres

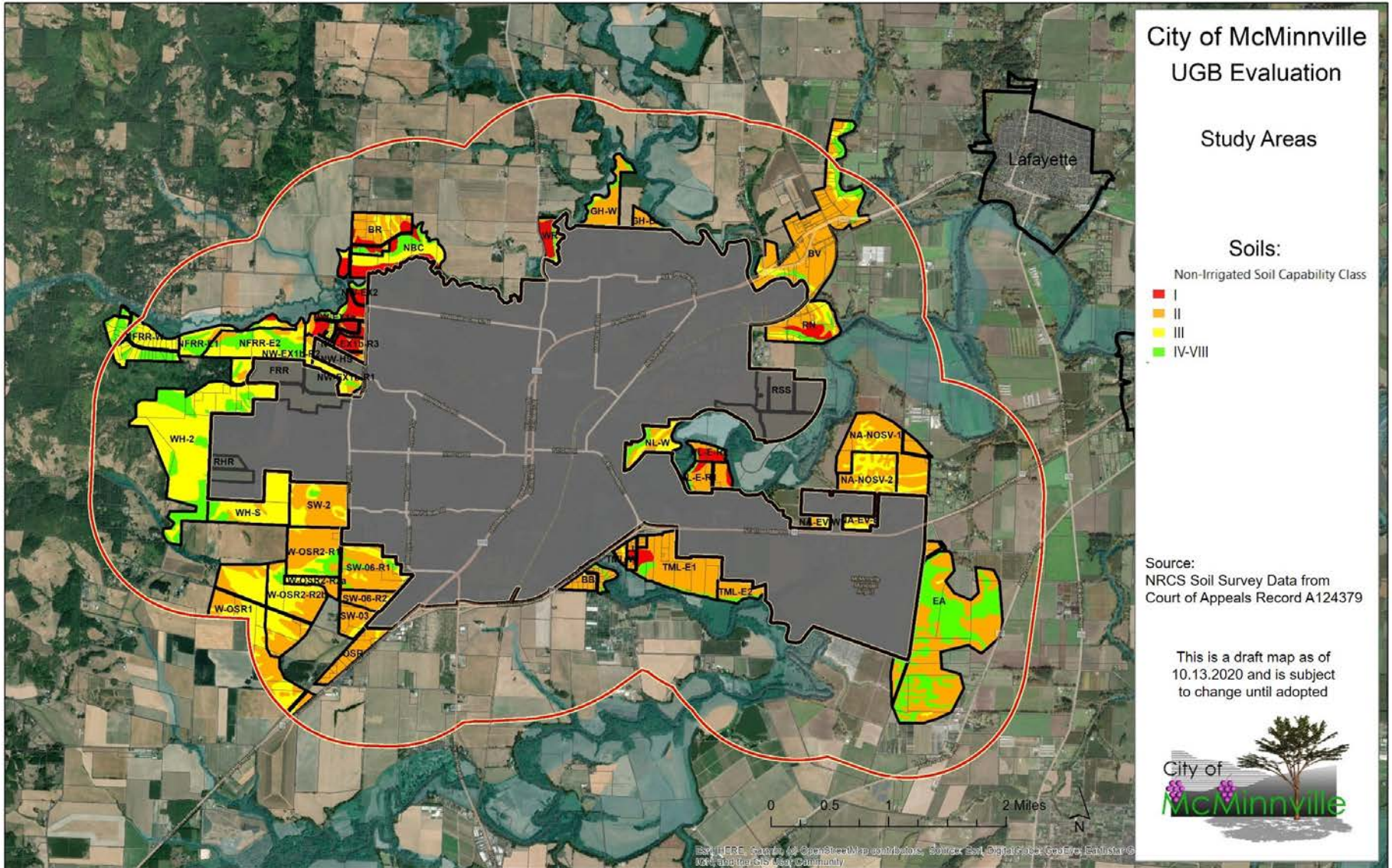
42 Public Schools Acres

Deduct from Total

LAND NEED – Phase II

Land Need	Gross Buildable Acres
Residential	559.10
Commercial	106.00
Industrial	(46.00)
TOTAL	665.10

IDENTIFYING STUDY AREAS

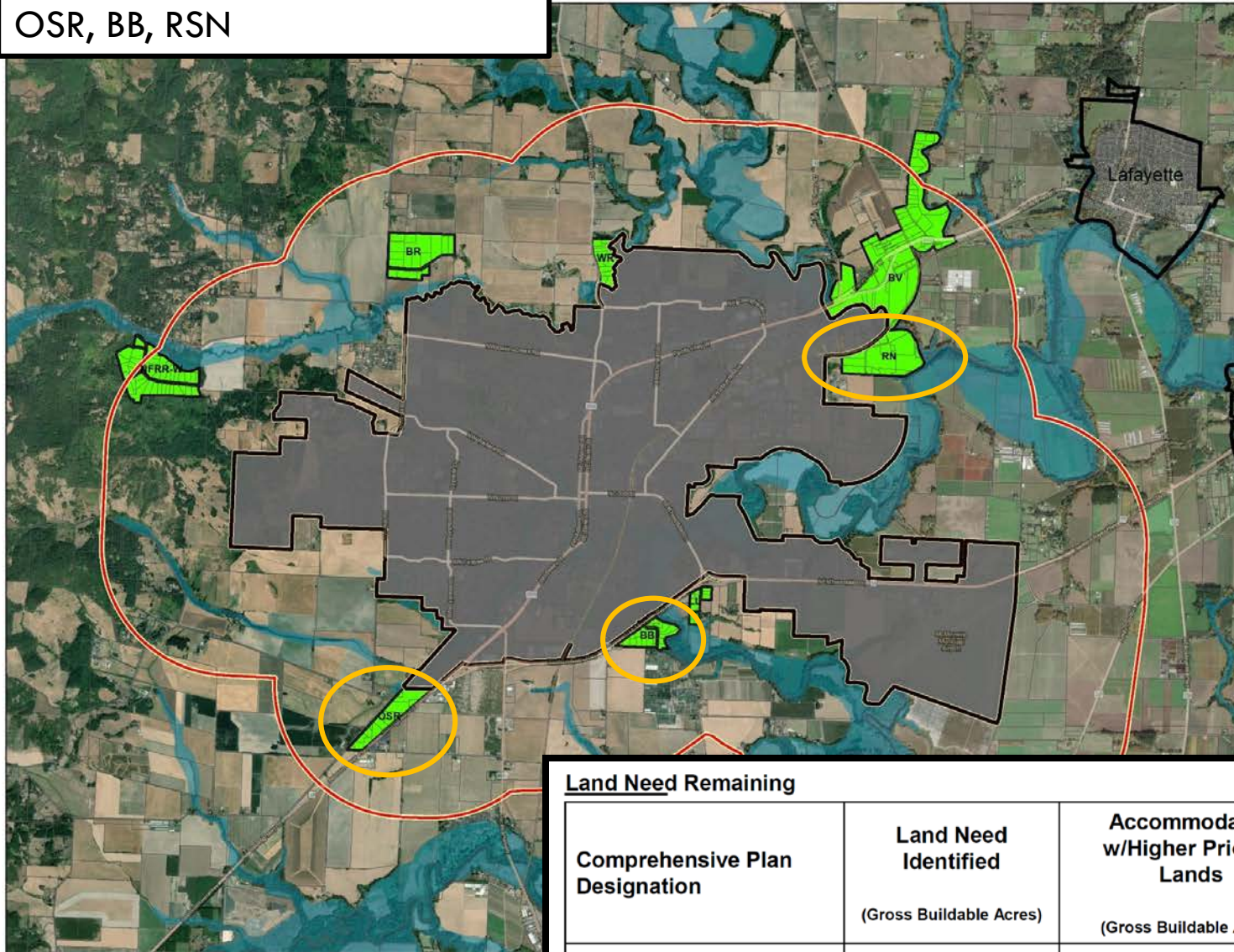


Evaluate Study Areas for Adequacy and Suitability

Apply 19 Screening Criteria with approximately 50 Different Data Sets

Factor 3	Factor 5
Wastewater Engineering	Distance to Services
Wastewater Costs	Park, Schools, Other Public Amenities
Water Engineering	Social Equity and Justice
Water Costs	Hazard Risks
Transportation Engineering	Natural Resources
Transportation Costs	Factor 6
Factor 4	Soil Priority
Urban Integration	High Value Farmland
Commercial Suitability	Factor 7
Housing Suitability	Agricultural Adjacency
Development Capacity	Type of Nearby Agricultural Use

Recommended for Inclusion:
OSR, BB, RSN



City of McMinnville
UGB Evaluation

Study Areas

Exception
Areas

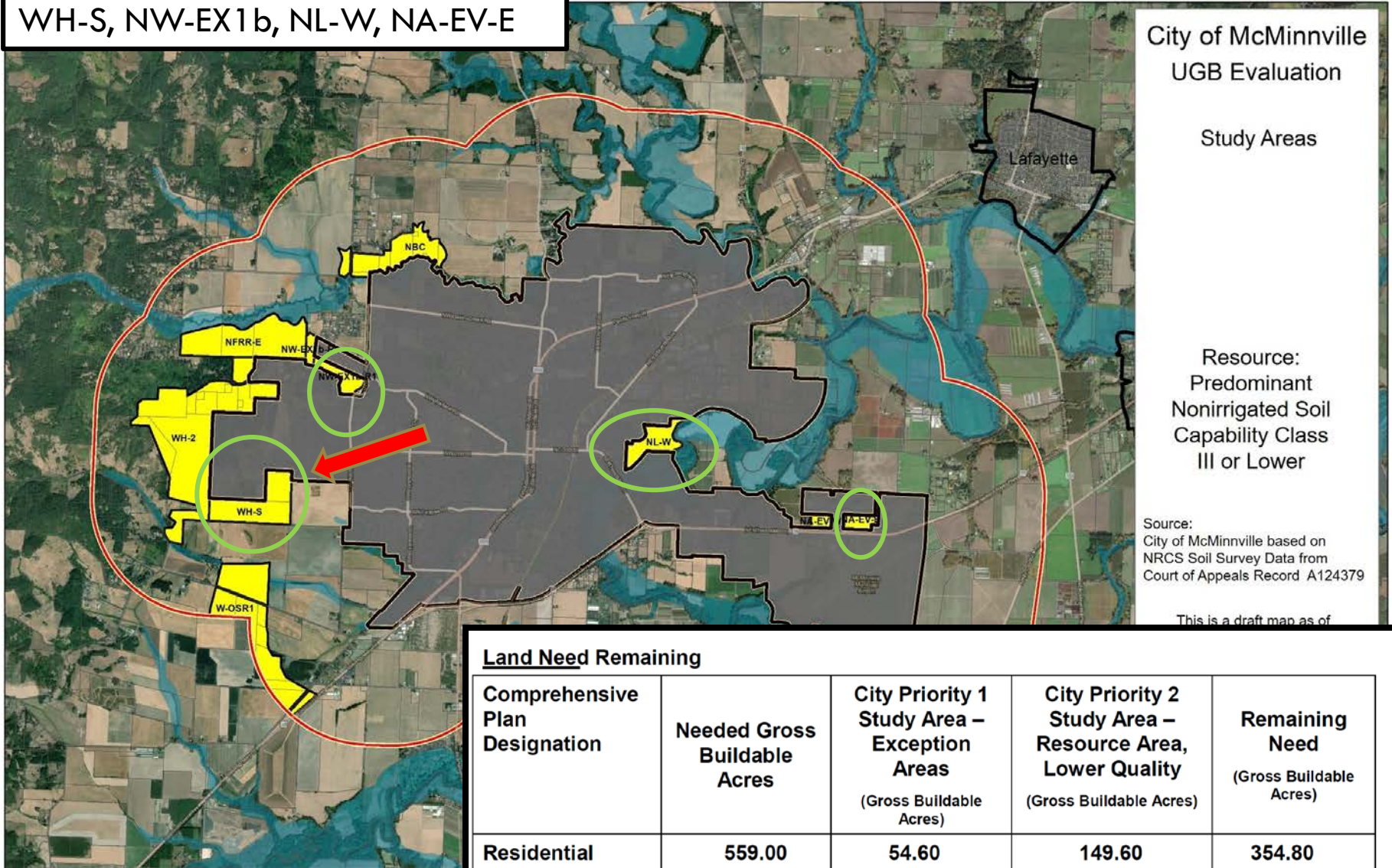
Source:
Yamhill County Zoning

This is a draft map as of
10.13.2020 and is subject

Land Need Remaining

Comprehensive Plan Designation	Land Need Identified (Gross Buildable Acres)	Accommodated w/Higher Priority Lands (Gross Buildable Acres)	Remaining Need (Gross Buildable Acres)
Residential	559.00	54.60	504.40
Commercial	106.00	36.30	69.70
Total	665.00	90.90	574.10

**Recommended for Inclusion:
WH-S, NW-EX1b, NL-W, NA-EV-E**



City of McMinnville
UGB Evaluation

Study Areas

Resource:
Predominant
Nonirrigated Soil
Capability Class
III or Lower

Source:
City of McMinnville based on
NRCS Soil Survey Data from
Court of Appeals Record A124379

This is a draft map as of

Land Need Remaining

Comprehensive Plan Designation	Needed Gross Buildable Acres	City Priority 1 Study Area – Exception Areas (Gross Buildable Acres)	City Priority 2 Study Area – Resource Area, Lower Quality (Gross Buildable Acres)	Remaining Need (Gross Buildable Acres)
Residential	559.00	54.60	149.60	354.80
Commercial	106.00	36.30	30.70	39.00
Total	665.00	90.90	180.30	393.80

City of McMinnville UGB Evaluation

Draft UGB Proposal

- Predominant Nonirr. Soil Cap. Class
- N/A (Exception Areas)
 - I
 - II
 - III or III+IV

Source:
City of McMinnville based on
NRCS Soil Survey Data from
Court of Appeals Record A124379
(for Resource Areas)

Yamhill County Zoning
(for Exception Areas)

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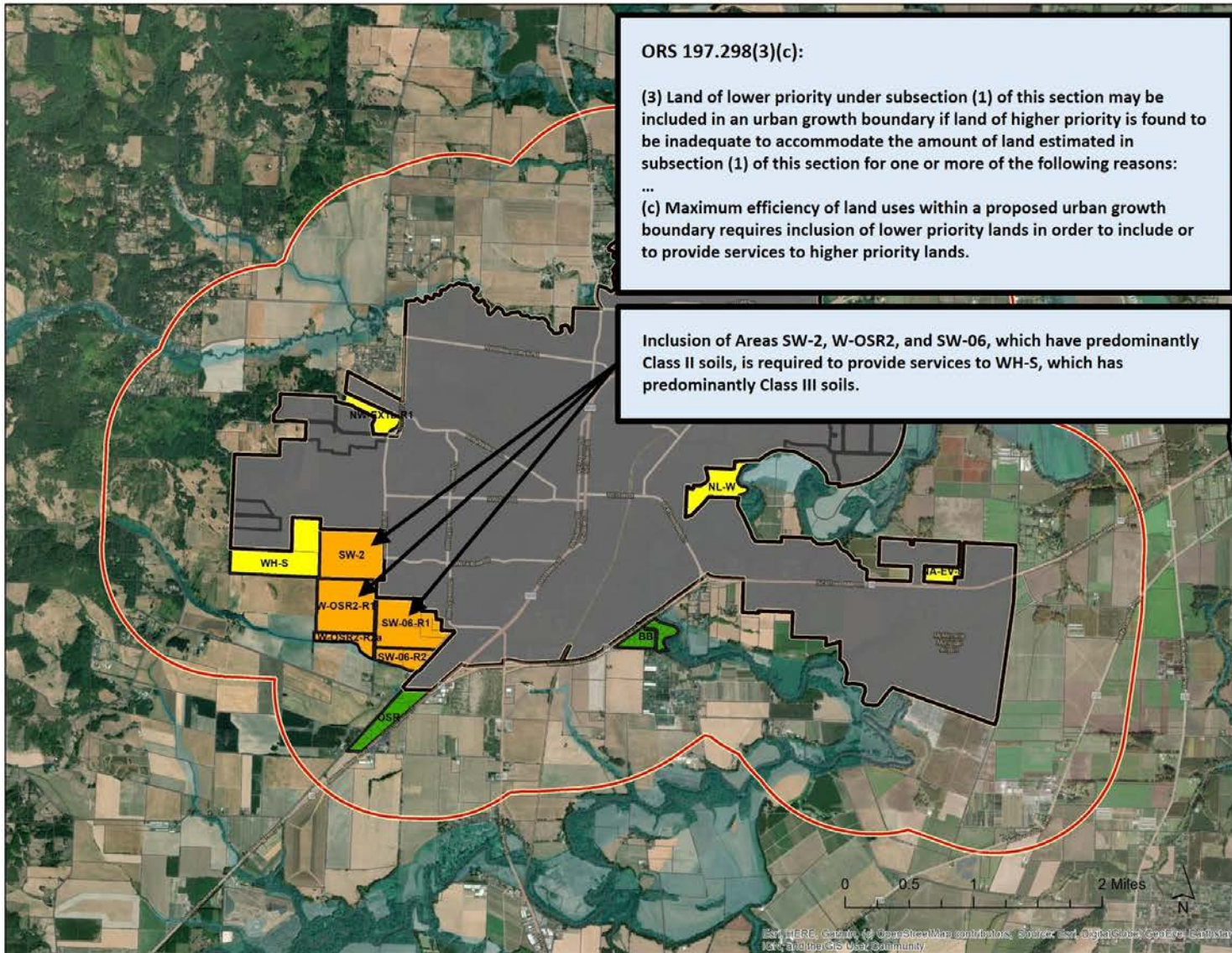


ORS 197.298(3)(c):

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

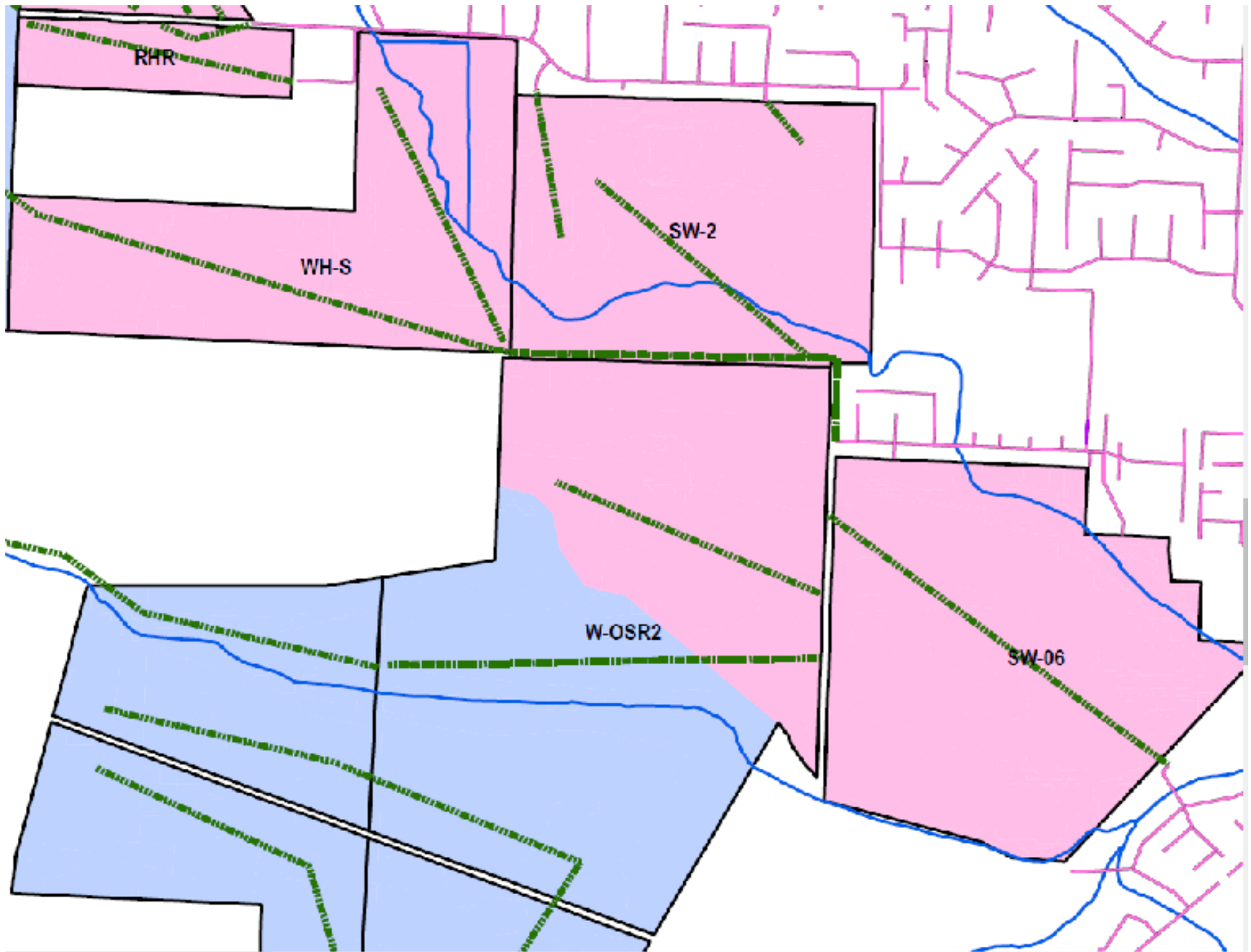
...
(c) Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

Inclusion of Areas SW-2, W-OSR2, and SW-06, which have predominantly Class II soils, is required to provide services to WH-5, which has predominantly Class III soils.



Map HERE, Credits to OpenStreetMap contributors, Source: sat, DigitalGlobe, GeoEye, Earthstar (IGN), and the GIS User community

Southwest Sewer Solution



City of McMinnville UGB Evaluation

Draft UGB Proposal

- Predominant Nonirr. Soil Cap. Class
- N/A (Exception Areas)
 - I
 - II
 - III or III+IV

Source:
City of McMinnville based on
NRCS Soil Survey Data from
Court of Appeals Record A124379
(for Resource Areas)

Yamhill County Zoning
(for Exception Areas)

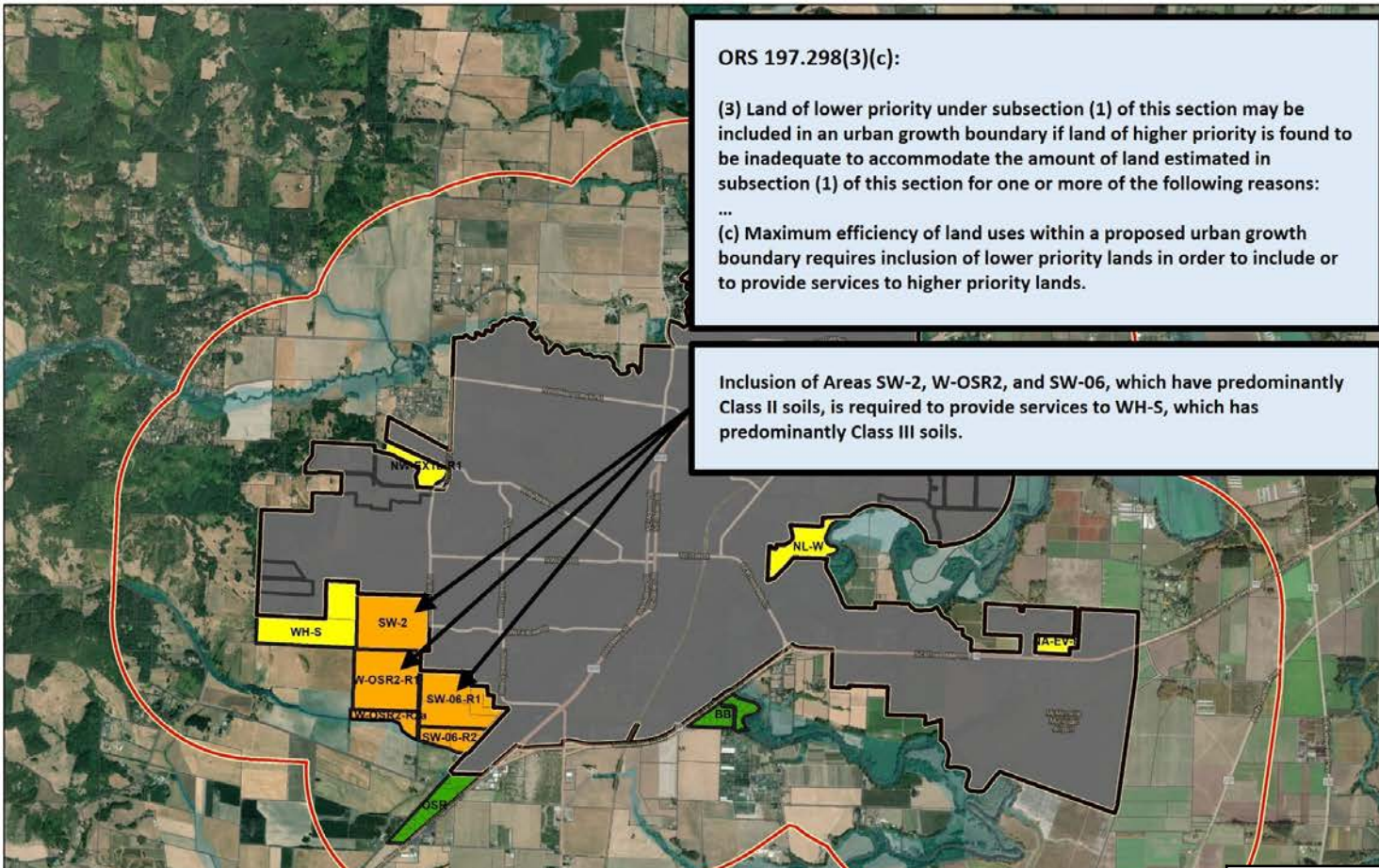
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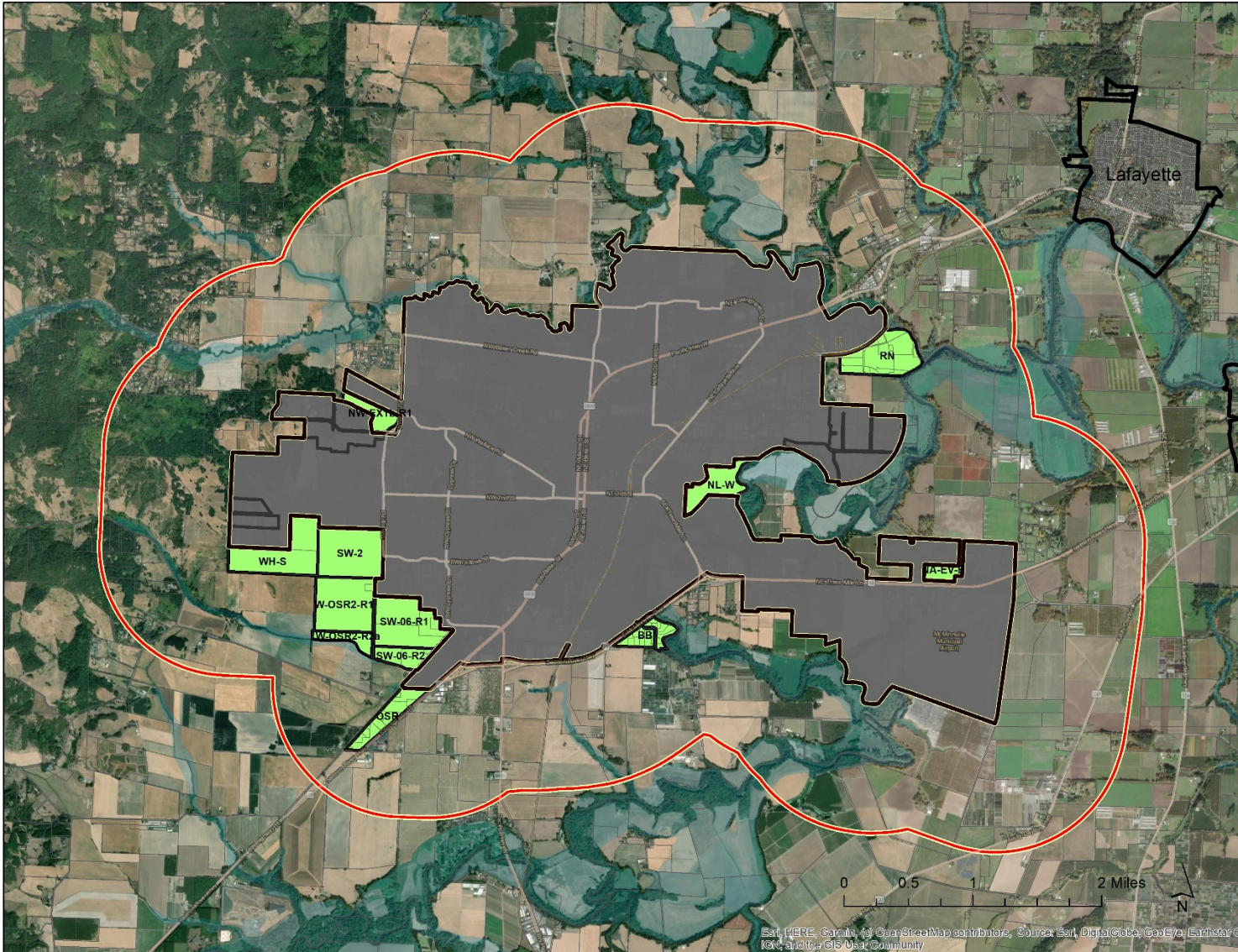


Category of Land Need	Needed Gross Buildable Acres
Residential	595.40
Commercial	26.70
Industrial ¹	40.30
Total	662.40

Category of Land Need	Phase II Amendment Need (Gross Buildable Acres)
Residential	559.00
Commercial	106.00
Industrial¹	(46.0)
Total	665.00

City of McMinnville UGB Evaluation

Draft UGB Proposal



This is a draft map
and subject to change
prior to approval.
10.16.2020



Map HERE, Esri, Mapbox, OpenStreetMap contributors, Source: Esri, DigitalGlobe, GeoEye, Earthstar © IGN, and the GIS User Community

McMinnville 2020 Remand UGB Recommendation

IMPLEMENTATION METHODOLOGY

- **Appendix A – Population and Employment Forecasts**
- **Appendix B – Buildable Lands Analysis**
- **Appendix C – Urbanization Report / Alternatives Analysis**
- **Appendix D – Comprehensive Plan Policy Amendments**
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- **Appendix G – Framework Plan and Area Planning**

City of McMinnville UGB Evaluation

Draft UGB
Proposal

Showing
Phases 1&2

Resource Areas:
Non-Irrigated Soil Capability Class

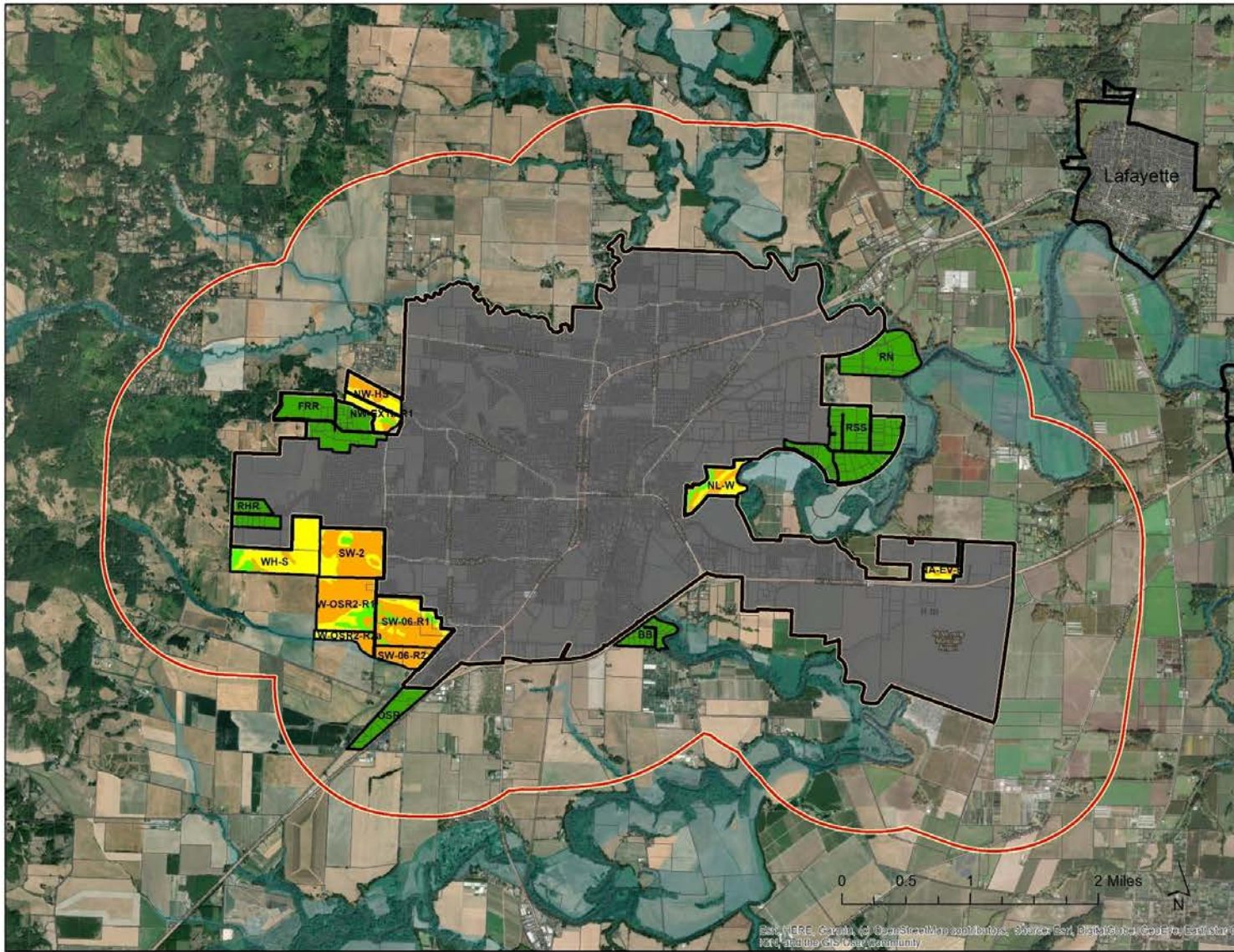
- I
- II
- III
- IV-VIII

Exception Areas:
Exception Areas

Source:
NRCS Soil Survey Data from
Court of Appeals Record A124379
(for Resource Areas)

Yamhill County Zoning
(for Exception Areas)

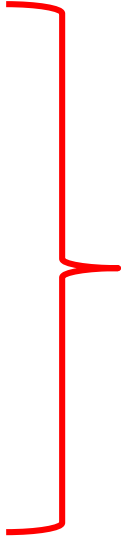
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Base Map: City of McMinnville. Source: NRCS Soil Survey Data from Court of Appeals Record A124379 and Yamhill County Zoning.

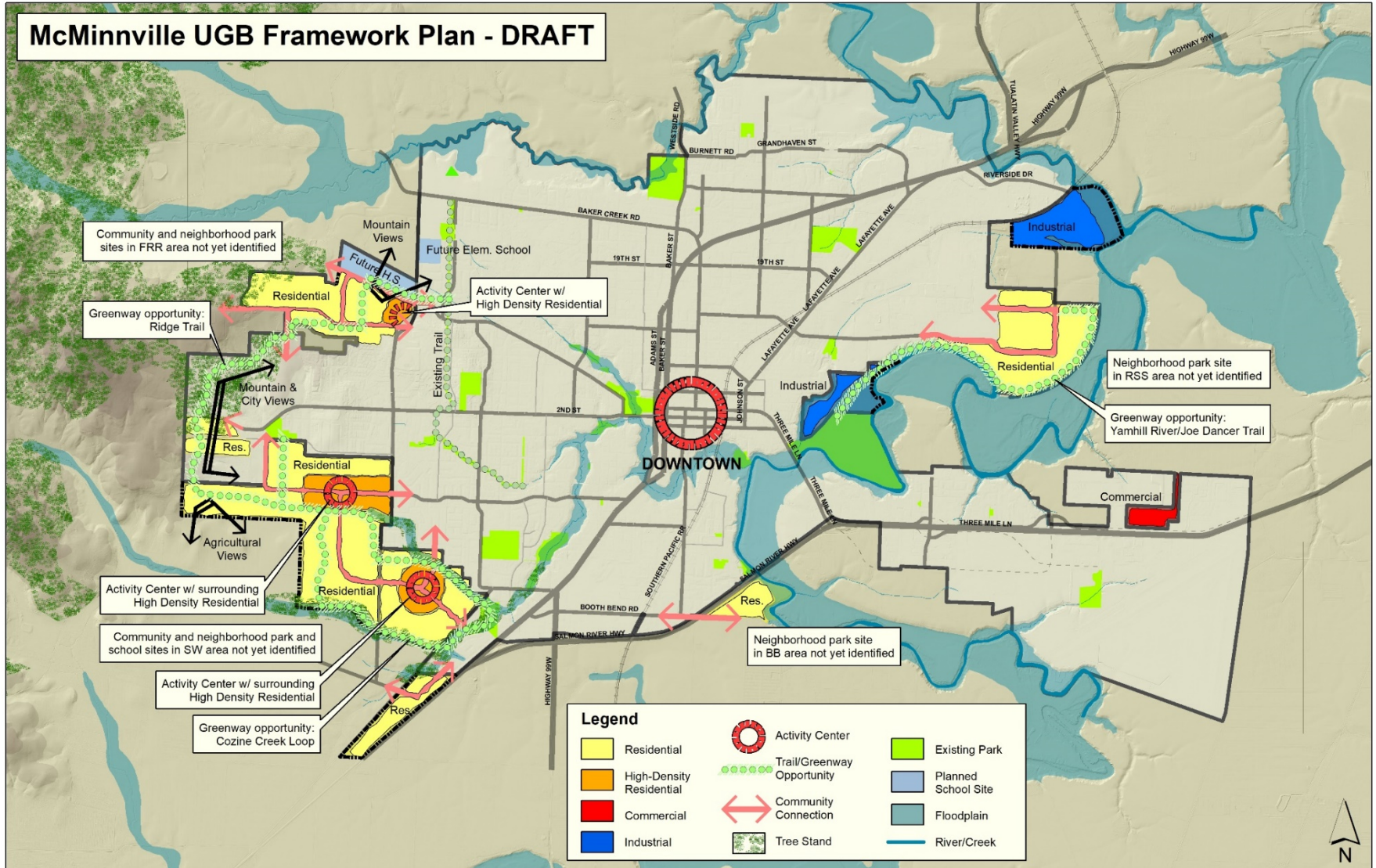
LAND NEED – Phase I and II

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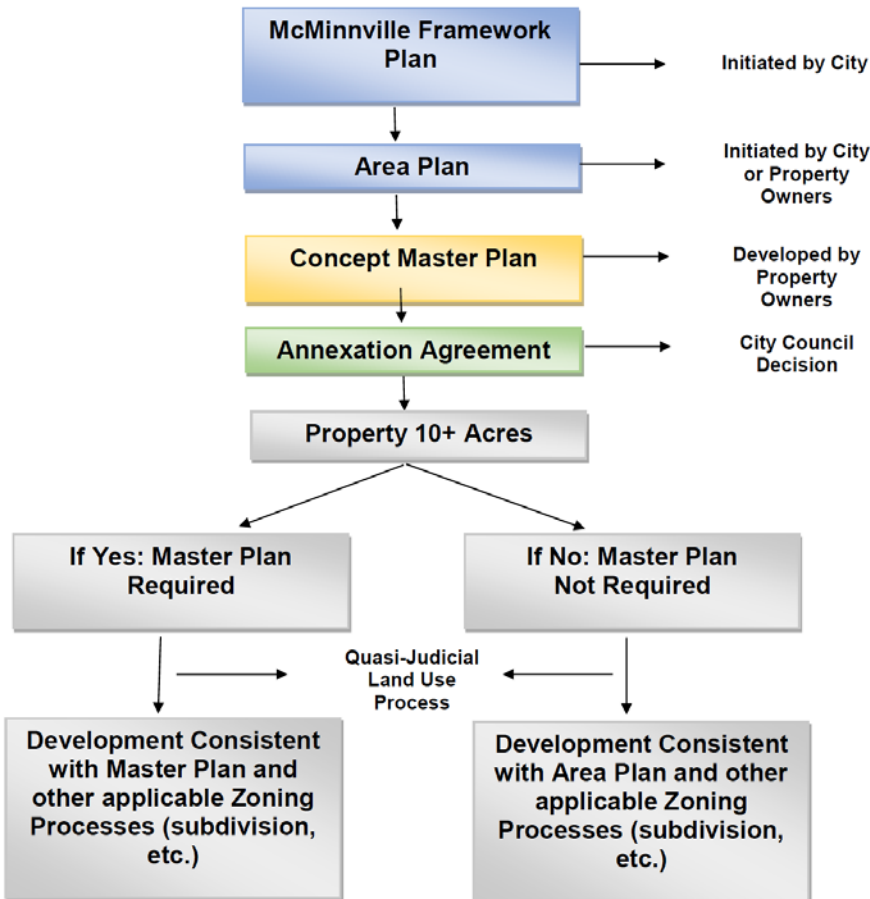
**RESIDENTIAL =
818.10 ACRES**

APPENDIX G – FRAMEWORK PLAN AND AREA PLANNING

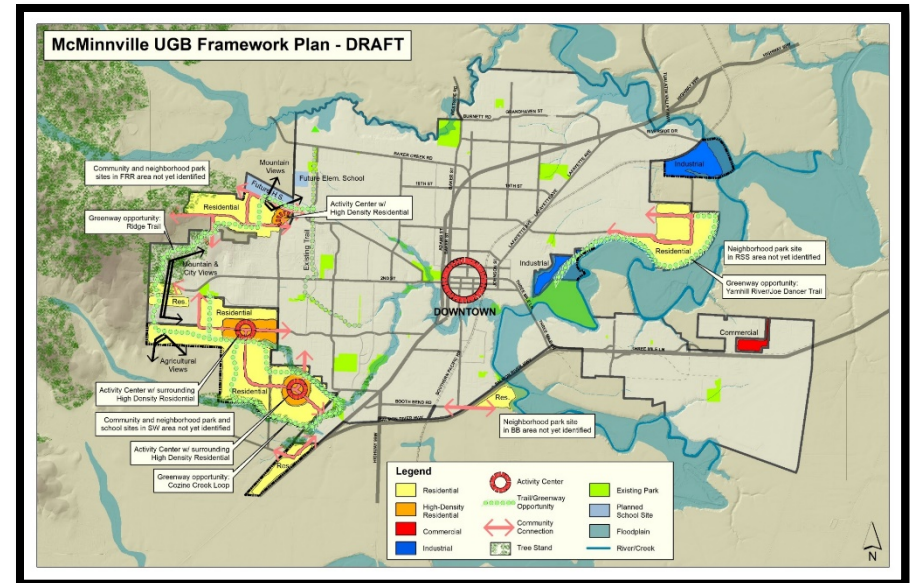


APPENDIX G – FRAMEWORK PLAN AND AREA PLANNING

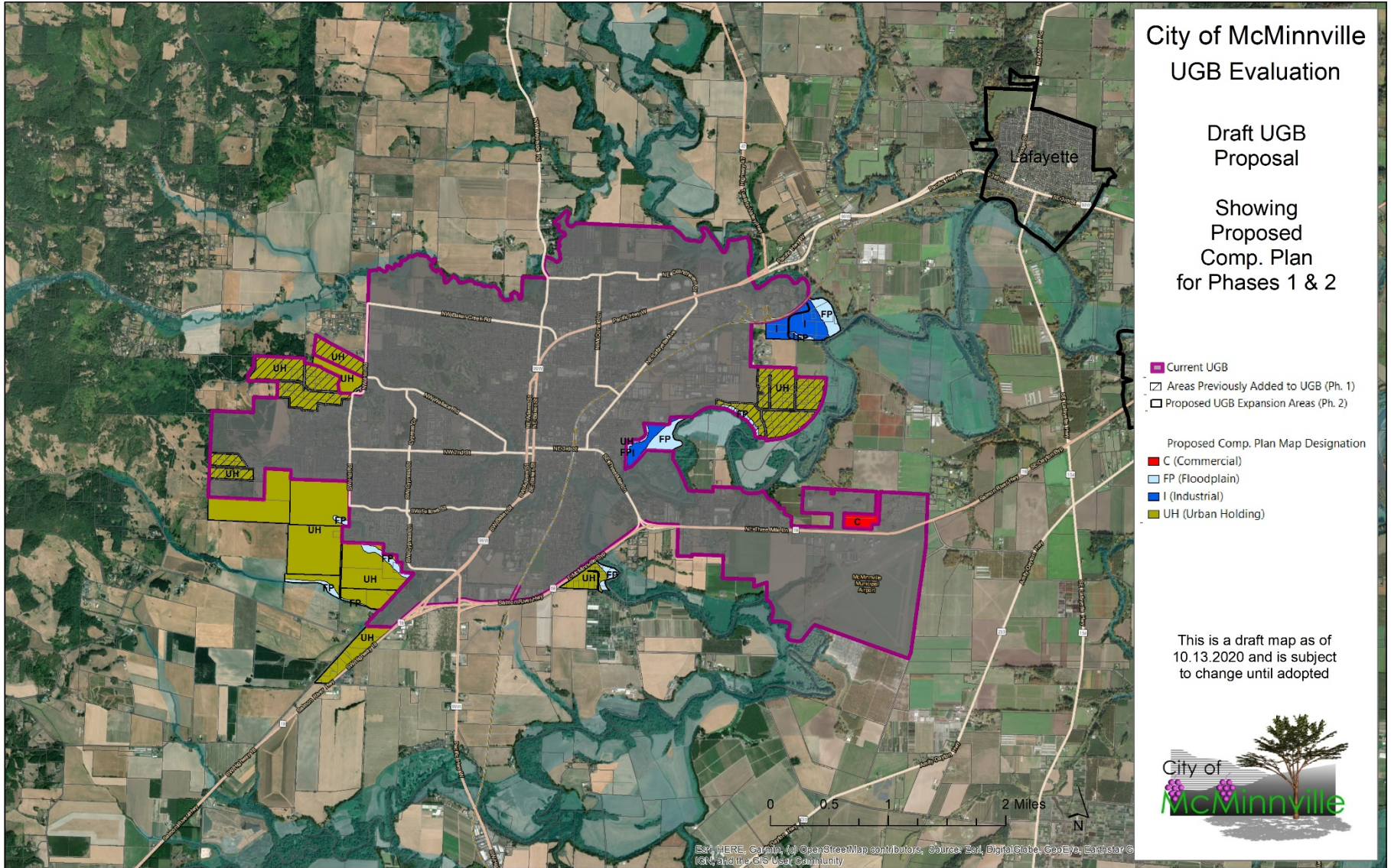
UGB Expansion Area Planning Process



- 1) Southwest Area
- 2) Fox Ridge Road
- 3) Riverside South
- 4) Redmond Hill Road
- 5) Booth Bend Road
- 6) Riverside North



APPENDIX F – COMPREHENSIVE PLAN MAP



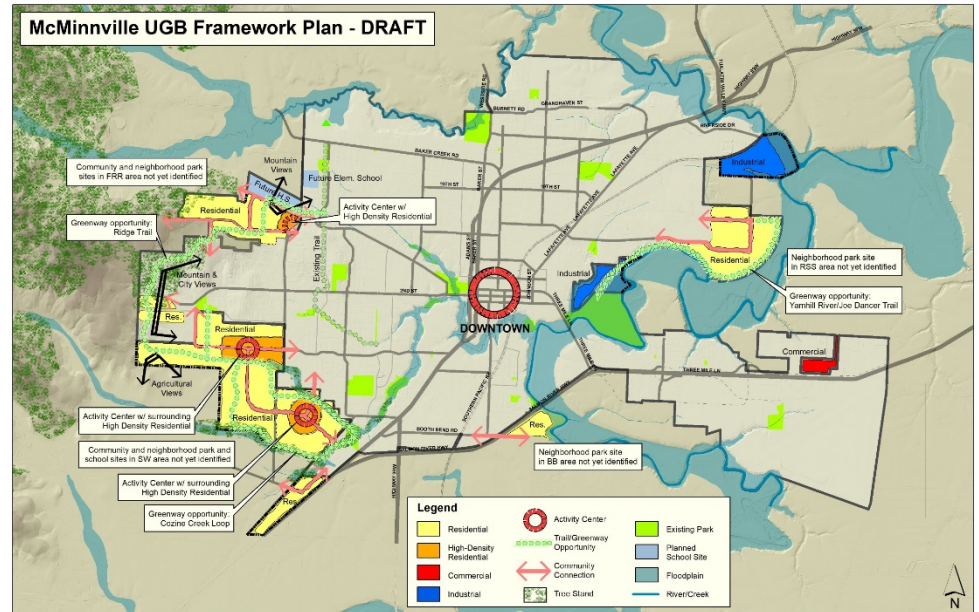
APPENDIX E – ZONING ORDINANCE AMENDMENTS

PROPOSE THREE NEW SECTIONS TO CHAPTER 17:

17.10 Area and Master Planning Process

17.22 High Density Residential Zone

Neighborhood Activity Center Overlay Zone



APPENDIX D – COMPREHENSIVE PLAN POLICY AMENDMENTS (Vol. II)

Volume II – Goals, Policies and Proposals

Chapter II – Natural Resources

Chapter V – Housing

Chapter VII – Facilities and Services

Chapter IX - Urbanization

LONG RANGE PLANNING

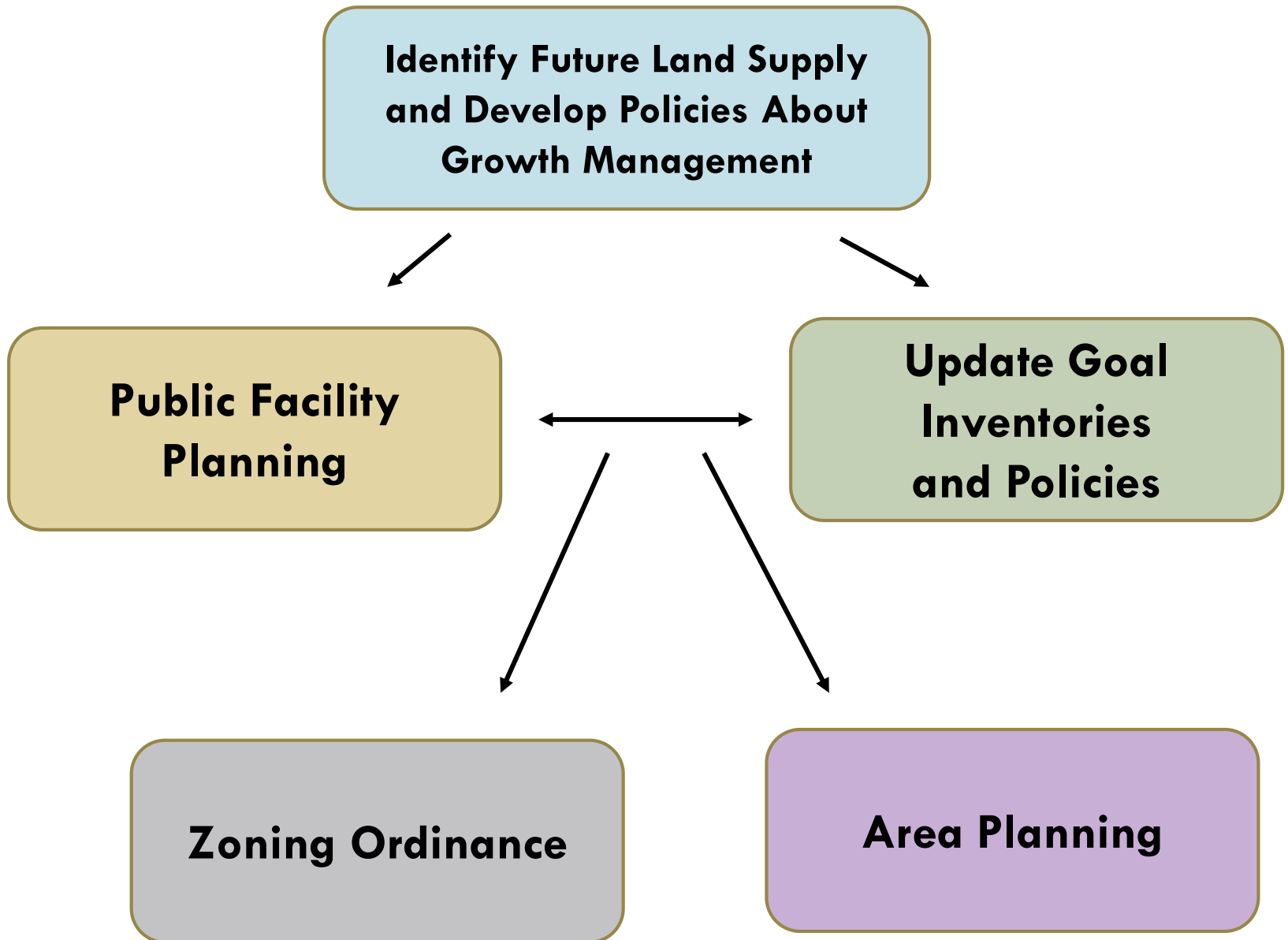


Table 5. Make-up of the McMinnville UGB Amendment, 2003-2023 per ORS 197.298(1)

Priority Lands Classification	% of Overall UGB Area
Exception Areas	44.4 %
Class IV – VI Soils	8.1%
Class III Soils	19.4%
Class II Soils	28%

- This McMinnville UGB amendment increases the overall acreage of the McMinnville urban growth boundary by 17.6% (assumes existing McMinnville urban growth boundary is 7,293 acres) and accommodates a 35% increase in population.
- This McMinnville UGB Amendment accounts for 0.2% (2/10 of 1%) of Yamhill County’s acreage (assumes 458,240 acres).
- This McMinnville UGB amendment will urbanize 0.4% (4/10 of 1%) of Yamhill County’s exclusive farm use land (assumes 192,351 acres of EFU land in Yamhill County).

PUBLIC ENGAGEMENT

Date	Event	Time
October 14	Chamber of Commerce	12:00-1:00 pm
October 16	1000 Friends, Friends of Yamhill County	2:00-3:00 pm
October 21	Rotary	12:00-1:00 pm
November 3	Oregon DLCD	3:00-4:30 pm
November 4	Kiwanis	12:00-1:00 pm
November 11	Public Information Session	6:30-8:00 pm
November 13	Public Information Session	2:00-3:30 pm
November 17	Public Information Session	6:30-8:00 pm
November 23	Public Information Session	8:00-9:00 am
November 23	Public Information Session	8:00 – 9:00 pm
December 1	Council Public Hearing	6:00 pm
December 2	Council Public Hearing	6:00 pm
December 3	Council Public Hearing and First Reading	6:00 pm
December 8	Council Second Reading if needed	7:00 pm
December 10 or 17	Yamhill County Board of Commissioners Meeting	10:00 am

PUBLIC NOTICES FOR PUBLIC HEARINGS

Mailed Public Notices and Maps to:

- ***Impacted Property Owners (Phase I)*** – 105 Properties
Already in the UGB but Comprehensive Plan Designation will change.
- ***Impacted Property Owners (Phase II)*** – 65 Properties
Recommended for inclusion in the UGB
- ***Adjacent Property Owners*** – 700 Properties
Properties within 300 feet of impacted properties.

Published in the News Register:

- **November 24**
- **November 27**
- **December 1**

WRITTEN PUBLIC TESTIMONY RECEIVED:

- **Letter from Charlie Walker, 12.01.2020**
- **Letter from Al Ashcroft, 12.01.2020**
- **Letter from MEDP, 12.02.2020**
- **Letter from McMinnville Properties LLC, 12.02.2020**
- **Email from Christine Anderson, 12.2.2020**

**FOLLOWING UP ON QUESTIONS
FROM DECEMBER 1, 2020**

CITY COUNCIL PUBLIC HEARING, 12.2.20



PUBLIC COMMENT:

Friends of Yamhill County concern re: distance and dispersal recommendations for high and medium density housing relative to restriction to NACs versus flexibility throughout city's UGB.

Allocation of need for R-5 between existing and expansion areas.



CITY COUNCIL PUBLIC HEARING, 12.2.20



PUBLIC COMMENT

Is the guidance for restrictions of high and medium density housing relative to the focus area of the NACs to limiting?

RESPONSE

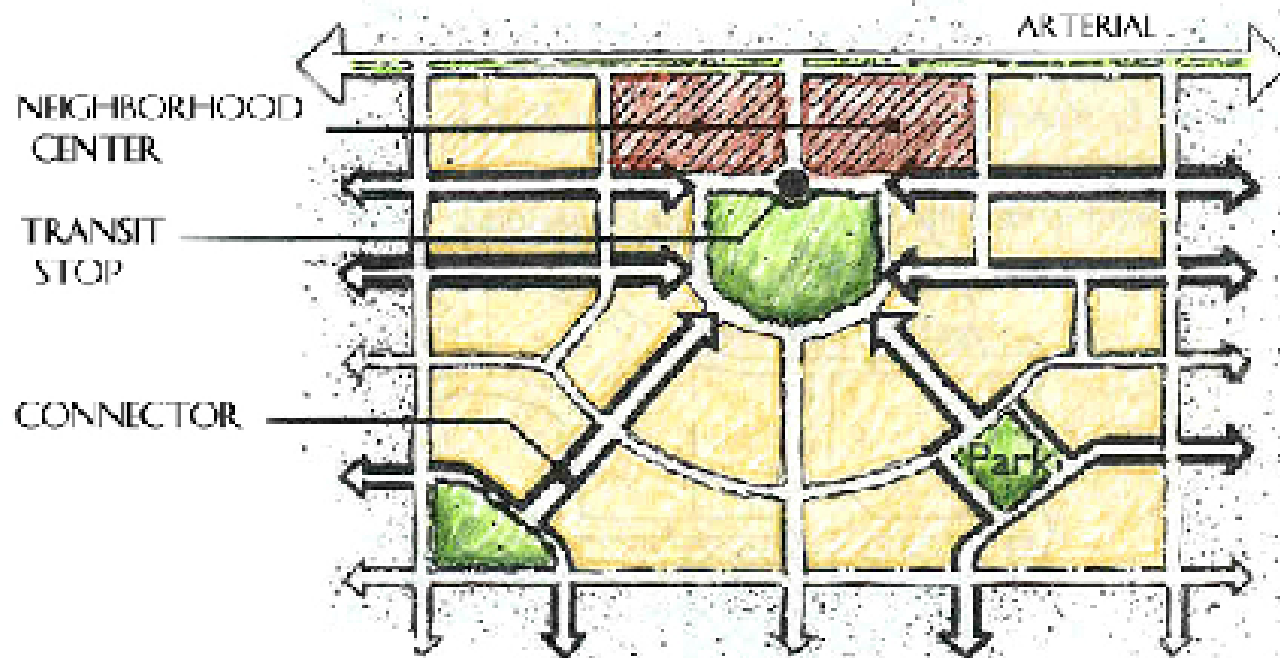
- The distance limits for R-5 were intended to apply within the NACs; they do not limit the approval of medium density zoning outside of NAC overlay boundaries.
- The distance limits also are intended to ensure that is a break in the housing form in corridors linking NACs to promote compact nodal development rather than linear strip development.

CITY COUNCIL PUBLIC HEARING, 12.2.20

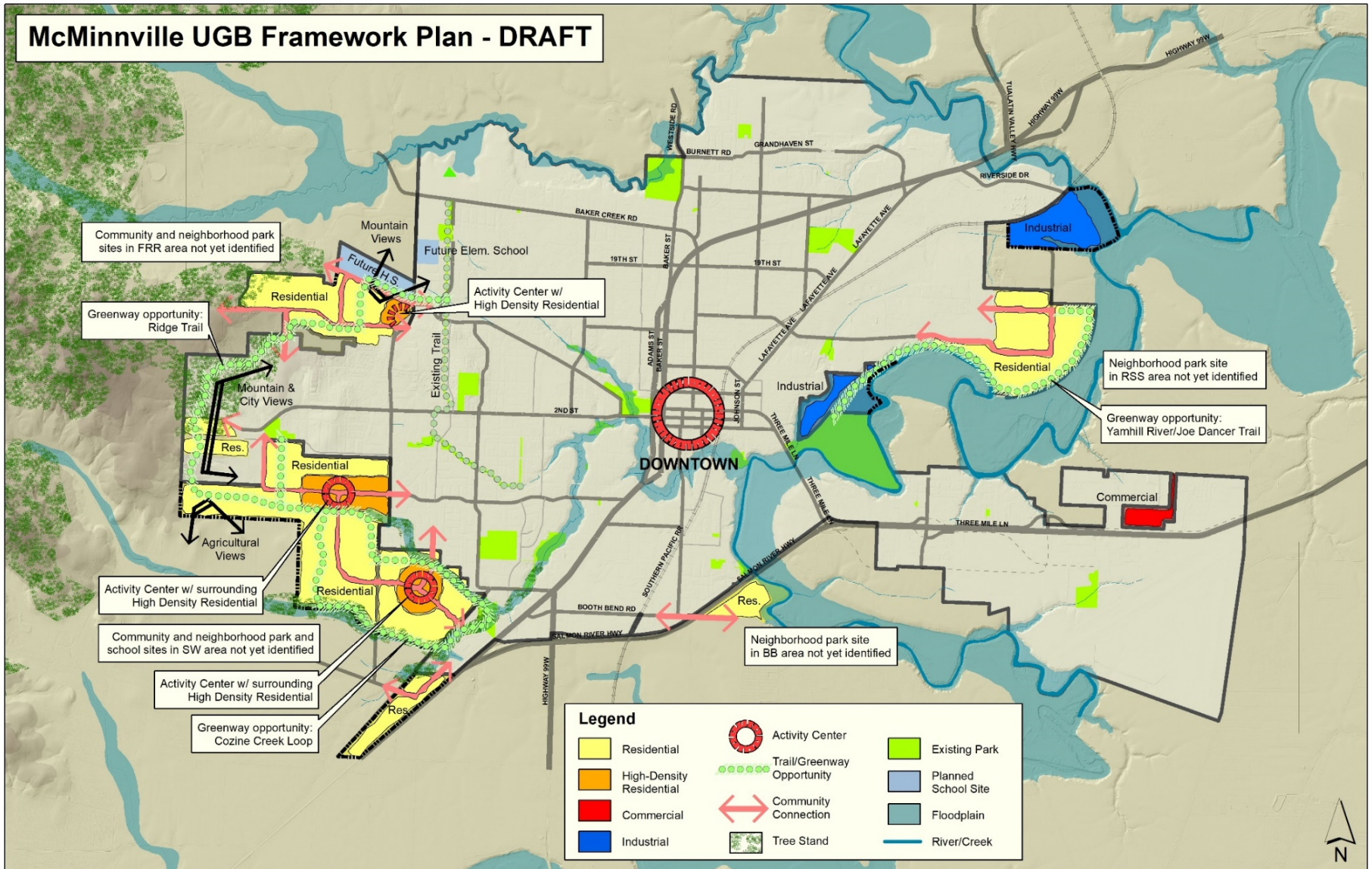


NAC Concept Form

Figure 2



McMinnville UGB Framework Plan - DRAFT



PUBLIC COMMENT

Does the City's policies prohibit locating high and medium density housing in areas other than the NACs?

RESPONSE

- New proposed policy 71.12 , “Lands zoned R-5 should be located within existing or planned transit corridors. In addition, it should be dispersed throughout the community and integrated into neighborhood areas so that high density housing is not concentrated and segregated in one specific area of the city.
- New proposed policy 71.11, “High-Density residential contains housing of densities from 8 to 30 units per acre, depending on where the high density dwellings are located (the highest densities being in the downtown commercial core and neighborhood activity centers.”

CITY COUNCIL PUBLIC HEARING, 12.2.20



RESPONSE

Proposed Amendment to Existing Policy, 71.13

The following factors should serve as criteria in determining areas appropriate for high-density residential development:

- 1. Areas which are not committed to low or medium density development, unless identified for infill and/or redevelopment;*
- ~~2. Areas which can be buffered by topography, landscaping, collector or arterial streets, or intervening land uses from low density residential areas in order to maximize the privacy of established low density residential areas;~~*
- 3. Areas which have direct access from a major collector or arterial street;*
- 4. Areas which are not subject to development constraints ~~limitations~~;*
- 5. Areas where the existing public facilities have the capacity for additional development;*
- 6. Areas within a one-half mile wide corridor centered on existing or planned public transit routes;*
- 7. Areas within one-quarter mile from neighborhood and general commercial shopping centers or designated neighborhood activity center; and*
- 8. Areas adjacent to, or incorporating, either private or public permanent open space.*

CITY COUNCIL PUBLIC HEARING, 12.2.20



RESPONSE

Proposed Amendment to Existing Policy 90.00.

Greater residential densities shall be encouraged to locate along collectors and minor arterials, within one-quarter mile from neighborhood and general commercial shopping centers or within neighborhood activity centers, and within a one-half mile wide corridor centered on existing or planned public transit routes.

Proposals:

8.70 The City should evaluate its locational policies for low, medium, and high-density residential development to ensure they sufficiently allow for “finer-grained” zoning and land use with a mix of housing types and densities within a neighborhood without segregated land use patterns that can result from conventional zoning districts uniformly applied to large land areas.

CITY COUNCIL PUBLIC HEARING, 12.2.20



RESPONSE

Existing Policy 71.09 Medium and High-Density Residential (R-3 and R-4) - The majority of residential lands in McMinnville are planned to develop at medium density range (4 – 8 dwelling units per net acre). Medium density residential development uses include small lot single-family detached uses, single family attached units, duplexes and triplexes, and townhouses. High density residential development (8 – 30 dwelling units per net acre) uses typically include townhouses, condominiums, and apartments:

- 1. Areas that are not committed to low density development;*
- 2. Areas that have direct access from collector or arterial streets;*
- 3. Areas that are not subject to development limitations such as topography, flooding, or poor drainage;*
- 4. Areas where the existing facilities have the capacity for additional development;*
- 5. Areas within one-quarter mile of existing or planned public transportation; and*
- 6. Areas that can be buffered from low density residential areas in order to maximize the privacy of established low density residential areas. (Ord. 4961, January 8, 2013; Ord. 4796, October 14, 2003)*

CITY COUNCIL PUBLIC HEARING, 12.2.20



RESPONSE

New Proposed Amendment to Existing Policy 71.09 Medium and High-Density Residential (R-3 and R-4) - The majority of residential lands in McMinnville are planned to develop at medium density range (4 – 8 dwelling units per net acre). Medium density residential development uses include small lot single-family detached uses, single family attached units, duplexes and triplexes, and townhouses. High density residential development (8 – 30 dwelling units per net acre) uses typically include townhouses, condominiums, and apartments:

- 1. Areas that are not committed to low density development;*
- 2. Areas that have direct access from collector or arterial streets; or a local collector street within 600' of a collector or arterial street; or (similar to proposed MMC Amendment 17.21.010(C))*
- 3. Areas that are not subject to development limitations such as topography, flooding, or poor drainage;*
- 4. Areas where the existing facilities have the capacity for additional development;*
- 5. Areas within one-quarter mile of existing or planned public transportation; and*
- ~~6. Areas that can be buffered from low density residential areas in order to maximize the privacy of established low density residential areas.~~*

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PUBLIC COMMENT

The Residential Housing Needs Analysis describes a need for 72 acres of R5 zoning and this proposal only states the need for 36 acres of R5 zoning in the expansion land. How can the city meet its residential need if it does not account for the 72 acres of R5 zoning?

RESPONSE

- The Residential Housing Needs Analysis identified the need for 112 acres of multi-family housing (tri-plex or larger). Both the R4 and R5 zone allow this housing type. Table 3 of the Plan (page 20) Then based on land-use efficiencies the City determined that identified the need for 40 acres of R4 zoned land and 72 acres of R5 zoned land to achieve this need. The City planned for all 72 acres of R5 zoned land to occur within NACs, 36 acres in the existing UGB and 36 acres in the expansion area (Table 71, Findings, page 165).

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PUBLIC COMMENT

The Residential Housing Needs Analysis describes a need for 72 acres of R5 zoning and this proposal only states the need for 36 acres of R5 zoning in the expansion land. How can the city meet its residential need if it does not account for the 72 acres of R5 zoning?

RESPONSE

- Table 2 and Table 3 of the Plan, and Table 7 and Table 8 of Appendix B indicated a need for 1,685 apartment units as a housing type in the planning horizon.
- The City anticipated that this would be achieved with 72 acres of R5 zoned land and 40 acres of R4 Zoned land. 36 acres of the R5 zoned land was intended to occur within the existing UGB. Since the plan was held up in the court system for five years, the 36 acres of R5 zoned land did not occur within the UGB.
- Revised Technical Memorandum #17 shows that 900 units of multi-family housing was developed within the existing UGB since the adoption of the 2003 plan, 53% of the overall planned need for this housing type.

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