



*Growing McMinnville*  
**MINDFULLY**

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

City of McMinnville  
Remand Order 12-WKTASK-001814

**THE PLAN**

December, 2020

**MGMUP**

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**Appendix D: Proposed Comprehensive Plan Policy Amendments**

**Appendix E: Proposed Zoning Ordinance Amendments**

**Appendix F: Proposed Comprehensive Plan Map Amendments**

**Appendix G: Framework Plan and Area Planning**

# EXECUTIVE SUMMARY:

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## 1.0 Background and Brief History of Planning Effort

This is the McMinnville Growth Management and Urbanization Plan (MGMUP or “Plan”). It was first started in 1994 as a periodic review task with the Oregon Department of Land Conservation and Development (DLCD) intended to update the City of McMinnville’s Comprehensive Plan and to plan for future growth in a proactive and strategic way that would maintain the special small town charm of McMinnville.

The MGMUP is the product of ten years of community engagement, community visioning and planning by the City of McMinnville from 1994 – 2003.

Based on a three year community visioning effort from 1997 – 1999 entitled McMinnville 2020, the MGMUP was first intended to plan for a future McMinnville, 2000 – 2020. However, after a couple of years of opposition and challenges from local and state land-use advocates, the City of McMinnville adjusted its planning horizon to 2003 – 2023, and adopted the McMinnville Growth Management and Urbanization Plan in 2003 via Ordinance No. 4796, which maintained the values and vision of McMinnville 2020.

The Plan was very progressive for its time. It was built upon the premise of smart growth planning of compact, mixed-used neighborhoods that provided residents with amenities, goods and services within a twenty minute walkshed in order to help alleviate pressure on the transportation network and to protect surrounding farmland.

Unfortunately the Plan continued to be plagued by opposition and eventually was appealed to the Oregon Court of Appeals (COA) in 2010. In 2011, the Court of Appeals determined that the City needed to revisit certain aspects of the Plan to ensure that it was compliant with Oregon state land-use laws and regulations related to the land selected for inclusion in the urban growth boundary (UGB), and the court remanded the Plan back to the City for additional analysis.

Disappointed and depleted by many years of opposition and challenges, the City elected to pause on its effort to move forward with the Plan.

In January, 2020, the McMinnville City Council asked planning staff to resurrect the MGMUP and work on the single assignment of error from the Court of Appeals.

The revisions focus on the need to expand the city’s urban growth boundary to accommodate future population growth, where that expansion would take place, and how the land in the expansion area would develop.

This is the MGMUP 2020 UGB Update to the 2003 McMinnville Growth Management and Urbanization Plan – McMinnville’s Remand Response to the COA.

The focus of this remand effort is on the alternatives analysis that evaluated where the city’s urban growth boundary should expand. That analysis is what the COA determined the City needed to reevaluate. This analysis and its conclusion can be found in Appendix C to this Plan, entitled the “Urbanization Report”.

## 2.0 Plan Documents

There are nine different components to this Plan. The Plan itself, which describes the vision that the City is striving to achieve and the path that the City is choosing to get there. And the

supporting appendixes that provide the details and implementation strategies for the plan's successful enactment.

## **MGMUP – The “Plan” or the McMinnville Growth Management and Urbanization Plan**

- **Appendix A – Population and Employment Forecast**
- **Appendix B – Buildable Lands Analysis**
- **Appendix C – Urbanization Report or the Alternatives Analysis**
- **Appendix D – Proposed Comprehensive Plan Policy Amendments**
- **Appendix E – Proposed Zoning Ordinance Amendments**
- **Appendix F – Proposed Comprehensive Plan Map Amendment**
- **Appendix G – The Framework Plan and Area Planning Process**

### **3.0 How the Remand Work Interacts with the Original Planning Documents**

The City has elected to retain most of the original work and documents to honor the years of community visioning that formed the basis for the Plan and to build on the community's previous investment in this effort. Each document blends both the original work and any updated analysis that is necessary to address COA requirements as part of this remand effort. The Plan notes when the original elements are being retained and when new analysis is being introduced or the original elements are being affirmed with a verification of achievement.

### **4.0 Vision of the Plan – the Seven Principles of Growth Management**

The MGMUP is predicated on seven principles of growth management that were developed as part of the McMinnville 2020 community visioning effort:

*Principle #1: Land Use Law. Comply with state planning requirements*

- Provide sufficient land to accommodate the 20-year forecast of population and employment growth. A sufficient supply for commercial and industrial land means not only that total acres could accommodate total employment, on average, but also that there are at least a few larger parcels in the right locations that could accommodate the needs of large employers.

*Principle #2: Historical Development Patterns. Respect existing land use and development patterns and build from them. Neighborhoods that have developed a historic scale and character should be preserved.*

- This principle implies that major land re-designations (e.g., a change in an area's existing land use designation inside the UGB from industrial to residential) will generally not be considered. Within these areas, however, exist individual parcels that should be re-designated. Such re-designation will be considered, based on location, adjacent land use, a parcel's history, its current use, and land use goals that may be achieved by its re-designation.

*Principle #3: Hazards and Natural Resources. Avoid development in areas of known hazards or natural resources*

- McMinnville should continue its practice of prohibiting development within the 100-year floodplain. In addition, development upon lands that exhibit moderate slope (12 percent to 25 percent) should be limited, and development on slopes greater than 25 percent should be avoided.

*Principle #4: Physical and Topographic Boundaries. Consider the availability and cost of providing urban services to new development*

- It is not the case that new development should or must always occur where public facilities already exist or are contiguous to existing development. But a city has an obligation to take a long-run look at all the services the public sector must typically provide (certainly water, wastewater collection and treatment, storm-water collection, and roads; but also parks, schools, electricity, and other facilities and services)
- One of the objectives of this plan is to designate mixed-use activity centers that have existing or planned infrastructure adequate to support higher density and greater intensity development; both residential and non-residential. In so doing, several growth management goals are realized.
- In summary, this plan must be based in part upon urban containment and on the concentration of development in areas that have adequate carrying capacity to support such development. Urbanization of areas that are contrary to these principles should be avoided.

*Principle #5: Density. Adopt policies that allow the market to increase densities, and push it to do so in some instances*

- Some, but not all parts of the city should evolve into or be planned for denser, more compact development. Areas within McMinnville that, due to their proximity to major streets, other compatible development, and adequate supporting infrastructure, should be designated on the comprehensive land use plan for higher density development.
- The development of “activity centers” - highly concentrated areas of neighborhood scale commercial development and higher density housing - would be appropriate for such areas. This higher density development would assist in the promotion of affordable housing, increase in the mix of housing types, and expand transportation choices.
- Higher densities, if properly planned, also make smaller, locally owned business more viable by maximizing retail health at a neighborhood scale, and make the community more vibrant.

*Principle #6: Traditional Development. Consistent with principles #4 and #5, Allow and encourage development that meets the principles of "smart growth"*

- The key idea of "smart growth" is to create walkable, mixed-use communities instead of uniform, low-density residential development that means all trips are made by car, and most trips are forced on to already congested collector and arterial streets.
- Making neighborhoods walkable typically means smaller single-family lot sizes, a higher percentage of multifamily housing, and mixing commercial uses with residential ones (either vertically or horizontally). These types of developments exhibit many of the elements common to pre-World War II neighborhoods.

*Principle #7: UGB Expansions. Contain urban expansion within natural and physical boundaries, to the extent possible.*

- Over the course of the city's history, natural and man-made constraints have played a prominent role in shaping the direction and type of growth that has occurred in McMinnville. Baker Creek and the north and south branches of the Yamhill River, for example, have provided urban form and containment to the north and east.
- Use the State Highway system. Highway 18 skirts the southern edge of the urban area, separating McMinnville from the more productive farm lands that lay to the other side of the highway.

## 5.0 Urban Growth Boundary Amendment

The City of McMinnville determined that in order to accommodate future growth needs for housing, employment and livability that the urban growth boundary (UGB) needed to expand by approximately 1,538.45 gross acres and 880.66 gross buildable acres to accommodate a future planning horizon of 2003 – 2023. Since McMinnville is literally surrounded by high-value farmland, any discussion and analysis of urban expansion into the rural farm lands needs to be analyzed carefully and thoughtful in terms of overall impact.

The initial MGMUP submittal in 2003 resulted in 418 gross acres (or 259 gross buildable acres) of residential land being amended into the UGB boundary in 2004 (hereinafter referred to as “Phase I”). This amendment was substantially less than what was required to meet the City’s identified need for housing, employment and livability needs. The remainder of the land need and UGB amendment was appealed by 1000 Friends of Oregon, Friends of Yamhill County and Ilsa Perse to the COA, which eventually remanded the effort back to LCDC and subsequently to the City of McMinnville for one assignment of error – the analysis of lands to include within the proposed UGB amendment per the provisions of ORS 197.298, Goal 14, ORS 197.732(1)(c)(B), Goal 2, Part II (c), and OAR 660-004-0020.

This remand effort focuses on the remaining land need identified by the City of McMinnville for housing, employment and livability (parks, public facilities, etc.) as a “Phase II” effort of the MGMUP UGB amendment.

## 6.0 SUMMARY OF FUTURE GROWTH NEED

The City of McMinnville is continuing to use all of the data that informed the original Plan to determine land need – in terms of the Coordinated Population Forecast, Buildable Land Inventory, Housing Needs Analysis and Economic Opportunity Analysis, all of which have been adopted by the City of McMinnville and affirmed by DLCD. A summary of the data can be found in Appendix A and Appendix B of this Plan. Briefly, those documents call for the Plan to accommodate the following needs.

### 6.1 Planning Horizon Data\*

*\*See Appendix A, Population and Employment Forecast, and Appendix B, Buildable Lands Analysis, for details.*

**Planning Horizon = 2003 – 2023**

**Population Forecast in 2023 = 44,055**

**Increase in Population in Planning Horizon = 15,545**

**Housing Needed to Accommodate Population Growth = 6,014 Dwelling Units**

**Housing Supply Target = 60% single-family, 40% multi-family**

**Housing Density Target = 5.7 dwelling units/gross buildable residential acre**

**Employment Forecast in 2023 = 22,161 Employees**

**Increase in Employees in Planning Horizon = 7,420 Employees**

## 6.2 Land Need in UGB Expansion\*

\*Please see Appendix B, Buildable Lands Analysis, for details.

**Table E-1: Total additional acres needed in the McMinnville UGB, 2003-2023**

Category of Land Need	Needed Gross Buildable Acres
Residential	818.00
Commercial	106.00
Industrial <sup>1</sup>	(46.00)
<b>Total</b>	<b>924.00<sup>2</sup></b>

<sup>1</sup> The City of McMinnville will retain its surplus in Industrial Land to achieve its economic development strategy.

<sup>2</sup>The overall land need has increased from the original 880.66 gross buildable acres in 2003 to 924.00 gross buildable acres in 2020 due to the application of a Conservation Easement on 81 acres of buildable land within the city's existing urban growth boundary that prohibits any future development on the property in perpetuity. This effort though was able to find another 40 acres of land efficiency to decrease that overall impact to 43 acres.

In 2004, McMinnville added 418 gross acres (or 259 gross buildable acres) into the UGB as Phase I of this effort. The remaining acres in the proposed UGB amendment were appealed to the Court of Appeals which eventually remanded the Plan back to the City of McMinnville for further evaluation and refinement.

**Table E-2: Phase II total additional acres needed in the McMinnville UGB, 2003-2023**

Category of Land Need	Phase I Amendment (Gross Buildable Acres)	Phase II Amendment Need (Gross Buildable Acres)
Residential	259.00	559.00
Commercial		106.00
Industrial <sup>1</sup>		(46.00)
<b>Total</b>	<b>259.00</b>	<b>665.00</b>

<sup>1</sup> The City of McMinnville will retain its surplus in Industrial Land to achieve its economic development strategy.

## 7.0 COMPREHENSIVE PLAN MAP AMENDMENT

### 7.1 Comprehensive Plan Designations (Phase II)

The adoption of this Plan (Phase II) will result in a Comprehensive Plan Amendment to expand the city's existing urban growth boundary by 862.40 gross acres with 662.40 gross buildable acres to accommodate the city's future land need. (See Appendix C, Urbanization Report, for more details).

The City of McMinnville will use an Urban Holding (UH) Comprehensive Plan Designation for all land in the UGB until land use planning is completed that enables the adoption of urban land use designations. This will allow for maximum efficiencies of land use within the UGB expansion area and ensure that the City's need for housing types, commercial uses, and public amenities is achieved. Table E-3 lists the proposed Phase II plan designations.



**Table E-3: Comprehensive Plan designations in the McMinnville UGB, 2003-2023, Phase II, gross buildable acres**

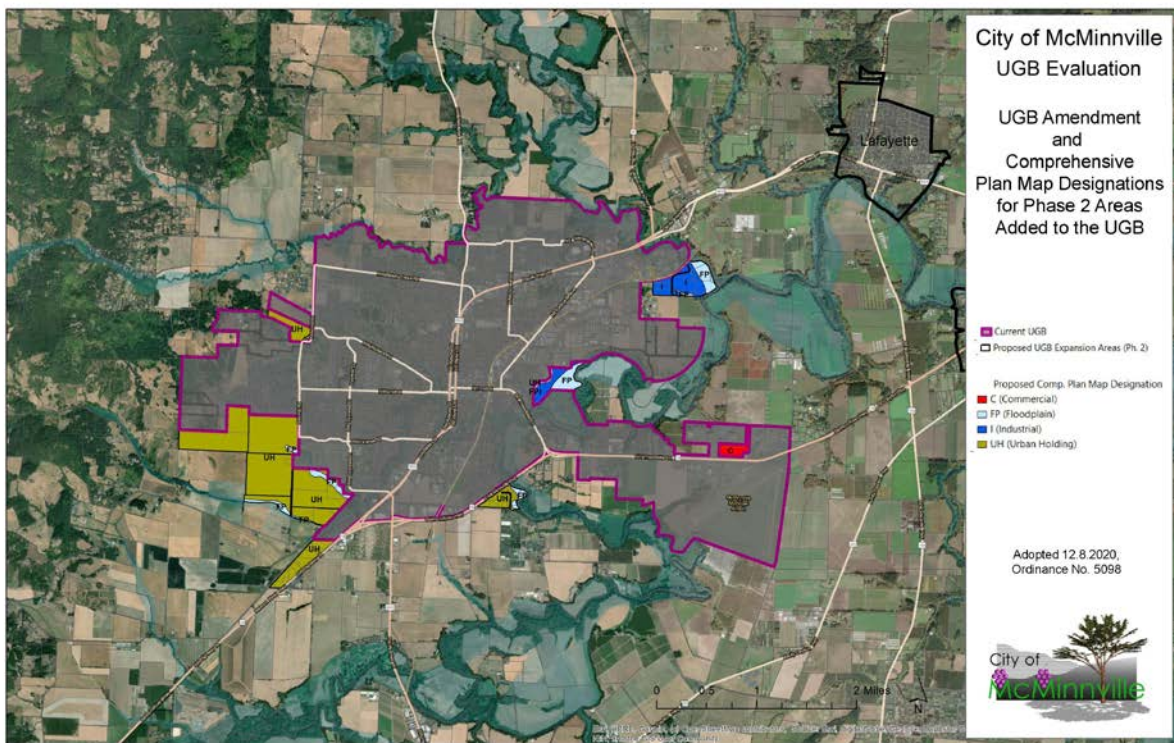
Comprehensive Plan Designation	Gross Buildable Acres
Urban Holding	595.40
Residential	0.00
Commercial	26.70
Industrial <sup>1</sup>	40.30
<b>Total</b>	<b>662.40</b>

<sup>1</sup> As a land-use efficiency, the City of McMinnville will rezone 40 acres of industrially zoned property within the existing UGB to a commercial zone, and amend its UGB with an exception area that will be designated industrial to preserve more higher value, higher priority farmland within the UGB expansion study area.

## 7.2 Comprehensive Plan Map Amendment (Phase II)

Map E-1 is the proposed McMinnville MGMUP UGB comprehensive plan map amendment (Phase II). *(Included on the map is land within the City of McMinnville’s floodplains that are not considered buildable and therefore do not meet an identified land need, but which are being included in the UGB amendment as a means to protect the riparian habitat and to mitigate negative agricultural conflicts between urban and rural uses.)*

**Map E-1: McMinnville MGMUP Remand UGB Comprehensive Plan Map Amendment (Phase II)**



### 7.3 Comprehensive Plan Designations (Phase I and II)

The final UGB amendment to support this Plan (Phase I and Phase II) will be 1,280.30 gross acres, and 921.40 gross buildable acres. .

**Table E-4: Comprehensive Plan designations in the McMinnville UGB, 2003-2023, gross buildable acres, (Phase I and Phase II)**

<b>Comprehensive Plan Designation</b>	<b>Gross Buildable Acres (to satisfy land need)</b>
<b>Urban Holding</b>	<b>854.40</b>
<b>Residential</b>	<b>0.00</b>
<b>Commercial</b>	<b>26.70</b>
<b>Industrial<sup>1</sup></b>	<b>40.00</b>
<b>Total</b>	<b>921.40</b>

Some of the proposed UGB expansion includes acreage that is not buildable, such as floodplains, land with slopes that are greater than 25%, and land that already has development on it. Table E-5 describes the total gross acres of UGB expansion land needed to accommodate the City’s identified housing, employment and livability needs.

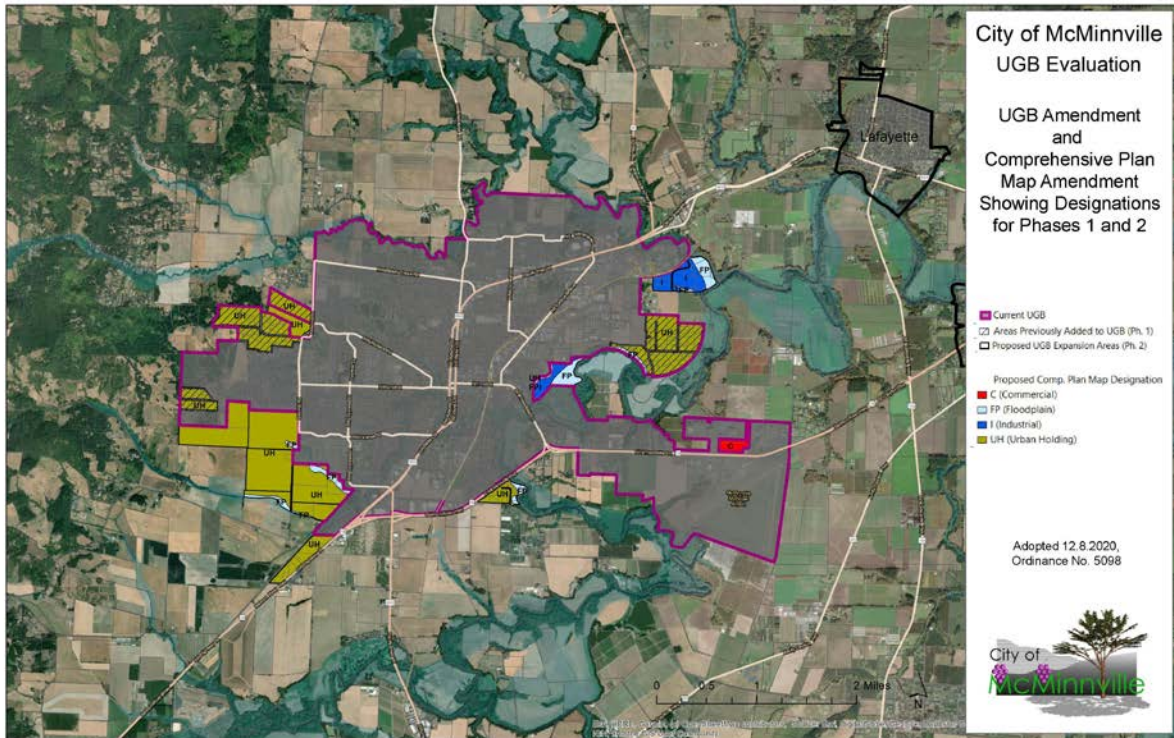
**Table E-5: Comprehensive Plan designations in the McMinnville UGB, 2003-2023, gross acres, (Phase I and Phase II)**

<b>Comprehensive Plan Designation</b>	<b>Gross Acres</b>
<b>Urban Holding</b>	<b>1039.50</b>
<b>Commercial</b>	<b>27.50</b>
<b>Industrial</b>	<b>92.30</b>
<b>Floodplain</b>	<b>121.00</b>
<b>Total</b>	<b>1280.30</b>

### 7.4 Comprehensive Plan Map Amendment (Phase I and Phase II)

Map E-2 is the proposed McMinnville MGMUP UGB comprehensive plan map amendment (Phase I and Phase II). The City of McMinnville is proposing that the land which was included in 2004 also be designated as Urban Holding in order to accommodate Area Planning. *(Included on the map is land within the City of McMinnville’s floodplains that are not considered buildable and therefore do not meet an identified land need, but which are being included in the UGB amendment as a means to protect the riparian habitat and to mitigate negative agricultural conflicts between urban and rural uses.)*

**Map E-2: McMinnville MGMUP Remand UGB Comprehensive Plan Map Amendment, 2003-2023, (Phase I and Phase II)**



**8.0 Implementation Plan - Proactive Planning Prior to Annexation**

The success of this Plan is predicated on comprehensive strategic community planning of the UGB expansion land prior to annexation to the City of McMinnville and development. This Plan depends upon the successful implementation of many different Comprehensive Plan proposals (see Appendix D, Proposed Comprehensive Plan Policy Amendments for more details), Zoning Ordinance Amendments (see Appendix E, Proposed Zoning Ordinance Amendments for more details), and a Framework Plan, Area Planning and Master Planning process (see Appendix G – Framework Plan and Area Planning Process for more details). These sequential planning steps will ensure that all of the city’s future land needs for housing, employment and livability for the planning horizon of 2003-2023 can be accommodated within the principles of smart growth planning that is the hallmark of the McMinnville 2020 community visioning effort, and can be supported with the appropriate infrastructure systems.

**8.1 Comprehensive Plan Policy Amendments**

With the adoption of this Plan, the City of McMinnville is committing to the necessary planning work to support the appropriate development in the UGB expansion area. There are several proposed policies that are related to the Framework plan and refinement planning steps. There also are proposals to update the appropriate public facility plans to serve the expansion areas (Parks and Recreation, Wastewater, Transportation, Water, etc.).

The proposed Comprehensive Plan Policy Amendments also recommend the development and adoption of several new comprehensive plan and zoning designations to clarify land uses per the adopted maps of the City of McMinnville. These proposals include an Open Space and

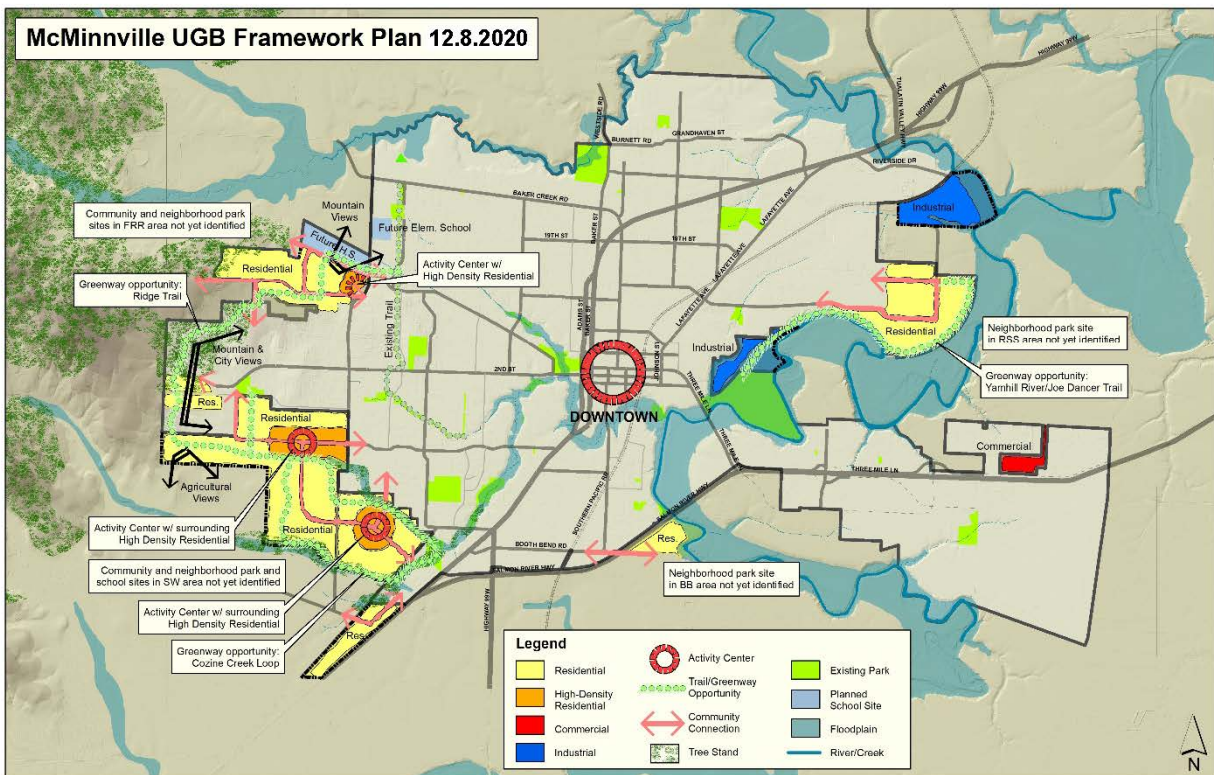
Recreation comprehensive plan designation, a Parks Zone, a Public Facilities Zone, an Airport Zone, etc.

## 8.2 Zoning Ordinance Amendments

Proposed zoning ordinance amendments include a new high density residential zone (R-5) to help the City achieve its affordable housing and density needs for housing, a neighborhood activity center overlay district that enables the smart growth planning that is the hallmark of this Plan, and master planning guidelines to help ensure that new developments on parcels of 10 acres or more are master planned in a thoughtful and coherent manner in relationship with each other to achieve the community’s overall future vision for itself.

## 8.3 Framework Plan

A Framework Plan is included as part of the Plan, which provides general guidance for development in the UGB expansion areas. The Framework Plan is only for illustrative purposes and is not an adopted “comprehensive plan” map.



## 8.4 Area Plans

The City will engage in a thoughtful and intentional area planning process for all of the distinctive areas of the UGB expansion land to ensure that the proposed future development in those areas serve the city’s needs and values. The Area Plans should follow the overall guidance of the Framework Plan. These Area Plans will be informed through a community engagement process and adopted by the City Council. The area plans will describe where and what type of housing will be allowed in the area, location of neighborhood serving commercial

and office development, major road networks necessary to serve the area, and the general location of parks, trails and public facilities.

The Area Plans will be based on the identified land needs in this Plan.

## **8.5 Master Plans**

Prior to annexation into the City of McMinnville, any parcel larger than 10 acres will need to submit a concept master plan to the McMinnville City Council for review as part of the annexation agreement. The concept master plan will need to demonstrate how the proposed development achieves the covenants of the adopted Area Plan for that specific area, and how it achieves the City's adopted Great Neighborhood Principles.

This concept master plan will become part of the annexation agreement with the City of McMinnville and will need to successfully be adopted as a Final Master Plan land-use decision with a public review and engagement process prior to granting city zoning and development entitlements to the property.

# REMAND NOTES:

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**MGMUP 2020 Remand:**

The MGMUP 2020 Remand builds upon the foundational documents of the McMinnville Growth Management and Urbanization Plan (MGMUP or “Plan”) that were developed from 1994 to 2005, and that are established in the legal record of the Court of Appeals of the State of Oregon Decision A134379, 1000 Friends of Oregon, Friends of Yamhill County, and Ilsa Perse, Petitioners versus the Land Conservation and Development Commission(LCDC), and the City of McMinnville, Respondents, Land Conservation and Development Commission 06WKTASK001709, 08WKTASK001760, July 13, 2011.

On February 29, 2012, LCDC issued Remand Order 12-WKTASK-0001814 to the City of McMinnville in the matter of Periodic Review, Task 1 and the amendment of the urban growth boundary for the City of McMinnville for further findings consistent with the court’s final opinion and order.

The Court of Appeals decision focused on the City of McMinnville’s alternatives analysis for identifying suitable land in an UGB amendment to satisfy the city’s identified land need for housing, employment and livability in the planning horizon of 2003-2023.

Since the original MGMUP was based on ten (10) years of community engagement and decision-making, the City of McMinnville has chosen to respond to the remand by maintaining the majority of the existing MGMUP and its appendixes, where possible, that were originally provided as part of that legal record. Exceptions are noted with updates indicated by these highlighted boxes.

Some sections of the MGMUP required substantial updates based on a change in methodology or analysis approach that was prompted in response to Court of Appeals of the State of Oregon Decision A134379. Where those substantial updates were identified, sections of the original MGMUP were removed and noted as such in these highlighted boxes.

The Plan document and its appendixes have all been updated, and one new appendix has been added, “Appendix G – Framework Plan and Area Planning”. This addition responds to the LCDC Remand Order and Court of Appeal direction to identify how the City’s particular land needs will be achieved in the expansion area.

## I. INTRODUCTION:

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*Original 2003 Plan Language . . . .*

### **McMinnville will continue to grow; that growth will require additional land for urban development**

Since 1980, McMinnville's population has almost doubled, increasing by more than 14,000 between 1980 and 2002. As of January 1, 2003, McMinnville had an estimated 28,500 residents. McMinnville has been one of the fastest growing cities in Oregon and is now the 15<sup>th</sup> most populated city in the state.<sup>1</sup>

This growth in population, and associated development, has caused McMinnville's physical and social landscape to change dramatically. During the past two decades:

- McMinnville experienced unprecedented development of multi-family housing, nearly depleting its available inventory; residential development pushed to the limits of the current urban growth boundary on the west and southwest.
- Large-scale commercial development occurred in both northeast and southwest McMinnville; and industry continued to expand in the Riverside Drive area.
- A world-class museum to house the historic HK-1 Flying Boat ("Spruce Goose") was constructed on Three Mile Lane.
- Linfield College, with acquisition of the former Hewlett-Packard property, has undertaken an ambitious expansion of its campus.
- The composition of the population changed: many more Hispanics, and those that require assisted care, now call McMinnville their home.
- The City estimates that the population will continue to grow in the next 20 years adding 15,545 people and bringing the total city population to 44,055 in 2023.<sup>2</sup> These new residents will require additional land for housing, commerce, industry, schools, parks, and places of worship among other uses.

Using technically accepted and legally required procedures for estimating land needs to accommodate the expected growth, the City concludes that there is not enough buildable land remaining within the present urban growth boundary (UGB) to accommodate this projected need. If past land use policies and practices remain static, and market trends are as predicted, McMinnville will require that more than 1,000 acres of vacant buildable land be added to its present urban growth boundary in order to accommodate this need.

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<sup>1</sup> Portland State University estimated McMinnville's July 1, 2002 population at 28,200.

<sup>2</sup> Appendix A provides justification for the population and employment forecasts.

### **MGMUP 2020 Remand:**

For the Remand Response, the City will continue to rely on its 2003-2023 planning horizon, and the 2023 population forecast (44,055) for this UGB proposal, as allowed by the Remand order and applicable legal standards.

The City will also continue to rely on the buildable lands inventory, housing needs analysis and economic opportunity analysis for the 2003-2023 planning period since they were acknowledged, found to be consistent with state law, and affirmed by the Court of appeals. (See Attachment 5 to Appendix C of this Plan for LCDC Remand Order WKTASK-001814 Court of Appeals Decision A134379, City of McMinnville Ordinances 4796, 4840, 4841, and the Court of Appeals legal record.)

Some modifications were made to the land need to reflect significant changes to buildable land that have occurred since the time of the original MGMUP adoption in 2003. Those changes in land need are described in more detail in Chapter II of this MGMUP 2020 Remand Plan, and Appendix B and Appendix C to this Plan.

## **McMinnville must make choices about the best way to accommodate that growth**

McMinnville recognizes the value that the surrounding farm and forestlands add to its identity, economy, and quality of life. The City's policies should be modified in such a way as to reduce the potential conversion of this resource land to urban use. McMinnville also recognizes the need for its current and future residents to have affordable housing, a healthy economic climate, and land on which to build parks, schools, and places of worship. Choices must be made about how to balance these competing goals of land conservation and land development.

## **This Growth Management and Urbanization Plan describes the City's choices**

This **Growth Management and Urbanization Plan** proposes specific policies and actions that McMinnville must adopt and undertake to achieve its vision of a compact and livable community. This Plan will serve as a long-range guide for public policy decisions concerning the overall growth and development of McMinnville. It will be adopted as part of the City's Comprehensive Plan. The Plan focuses on the physical growth and development of the city but also addresses quality of life issues such as the preservation of our historic downtown, retention of farmland, protection of environmentally sensitive lands, and stabilization of neighborhoods.

The Plan offers a strong direction for preserving open space, preventing commercial strip development along McMinnville's arterials, promoting transit and pedestrian-oriented development, providing for economic growth and housing opportunities, strengthening its historic downtown, and connecting neighborhoods and land uses. It also aims to contain urban development within the natural and manmade edges that visually define and contain McMinnville's urban form. As its centerpiece, this plan offers a new direction for McMinnville with a system of "neighborhood activity centers" to promote pedestrian-friendly alternatives to unattractive, inefficient strip development and uses isolated from one-another. As proposed, these activity centers will include highly connected, pedestrian-oriented commercial and office cores, surrounded by higher-density residential uses. The commercial, office and residential concentrations at activity centers are mutually reinforcing and will support future transit service



and promote walking. Neighborhoods, connected by pedestrian corridors and local streets to activity centers, will transition from higher to lower densities as one moves outward.

This Plan also takes the position that McMinnville should encourage a diversity of development patterns and housing types, including protection of its traditional development and design patterns as well as its conventional suburban residential neighborhoods. When appropriate, the City should use traditional design principles in new development. Put simply, the City recognizes that one key to a livable, sustainable future with a high quality of life and a healthy economy is to ensure that the option remains for its citizens to live, work, shop, and recreate in a variety of development types. McMinnville is committed to establishing and retaining land uses, policies, and infrastructure that will protect the viability of neighborhoods, as they are the key building block to quality of life, McMinnville style. This can most effectively be achieved by establishing standards that are people-oriented and that create an environment rich in housing and transportation choices, adequate public parks and open spaces, and a healthy economy.

This Growth Management and Urbanization Plan is intended to complement the McMinnville Transportation System Plan by promoting land use patterns that support transportation choice. It is also the intent of this plan to provide the background and justification necessary to support the expansion of the current McMinnville urban growth boundary, as well as provide planning for those expansion areas.

**MGMUP 2020 Remand:**

The MGMUP 2020 Remand retains the elements of the original MGMUP that implement the City of McMinnville's vision of a compact and livable community, with a focus on the physical growth and development of the city, and also addressing quality of life issues such as the preservation of the historic downtown, retention of farmland, protection of environmentally sensitive lands, and stabilization of neighborhoods. This vision, which was developed and refined over the entire timeframe from 1994 to 2006, involved widespread community engagement that is reflected in the legal record of the Court of Appeals of the State of Oregon Decision A134379.

Where necessary to respond to the Court of Appeals remand decision, the Court of Appeals legal record, and applicable land use laws of the State or the City of McMinnville, updates and amendments are proposed to the original MGMUP. The proposed plan and land use regulation amendments are identified throughout this MGMUP 2020 Remand, but still implement the vision and direction of the original MGMUP, as described above.

## II. CONTEXT FOR CHOICE: EXPECTED GROWTH

### *Original 2003 Plan Language . . . .*

Over the course of the past few years, the City conducted an exhaustive review and study of its recent development history, national, state, and local housing trends, economic data, and characteristics of each of the more than 8,000 individual parcels of land within its present urban growth boundary in order to define its future urban land needs and ability to meet those demands. These studies, which culminated in the “McMinnville Residential Land Needs Analysis” and the “McMinnville Economic Development Plan,” provide extensive documentation and insight as to how McMinnville’s future land use and development patterns may form, based upon our recent history and existing land use policies.

The City estimates that an additional 15,545 residents will reside in McMinnville in the next twenty years, bringing the projected total population of the city in the year 2023 to 44,055 (see Appendix A for additional justification for the population and employment forecasts). This increment of growth reflects a 2.2 percent annual increase during the planning period, an annual rate of growth some 1.2 percent less than has been experienced in McMinnville in the preceding two decades, and 0.7 percent less than has been experienced in McMinnville for the 100-year period between 1900 and 2000.

**Table 1. Coordinated population forecast, 2003-2023, Yamhill County and McMinnville**

<b>Date</b>	<b>Yamhill County</b>	<b>McMinnville</b>	<b>Ratio of McMinnville to County</b>
2000 Census	84,992	26,499	31.2%
2002 PSU	87,500	28,200	32.2%
2003	88,887	28,510	32.1%
<b>2023</b>	<b>125,144</b>	<b>44,055</b>	<b>35.2%</b>
Change, 2003-2023			
Number	36,257	15,545	
Percent	40.8%	54.5%	
AAGR	1.7%	2.2%	

Source: US Census (2000); PSU CPRC (2002), ECONorthwest  
 Note: 2003 and 2023 Yamhill County extrapolated from 1997 OEA long-term forecast; 2003 and 2023 McMinnville figures assume a 2.2% average annual growth rate using the 2002 PSU estimate, the same growth rate previously supported by DLCD and Yamhill County.

**MGMUP 2020 Remand:**

For the Remand Response, the City will continue to rely on its 2003-2023 “McMinnville Residential Land Needs Analysis” and “McMinnville Economic Opportunities Analysis” for this UGB proposal, as allowed by the Remand and applicable legal standards.

As a group, National, State, and local trends suggest that these future McMinnville residents will exhibit the following general characteristics:<sup>3</sup>

- The number of “traditional families” (married couple with one or more children at home) will continue to decline.
- The number of female heads of household, and people living alone will increase. Couples without children also will see an increase (Baby boomers now reaching their 50’s and that have, or are about to, move into the “empty nest” stage of life).
- Household income will be higher.
- The overall average age will be higher.
- The percentage of Hispanic residents will increase slightly.

The following general characteristics of housing and land need are assumed to serve this future demographic:

- Due to growth and demographic trends, the percentage of the City’s total population in group quarters will decrease slightly. The City, however, will add 400 new group quarters units.
- Increases in persons per household due to the city’s growing Hispanic population will be offset by increases in female, heads of household, and an aging population such that it will remain flat from its year 1990 figure of 2.54.
- An additional 6,014 new dwelling units will need to be constructed to provide housing for the anticipated growth.
- Density of new housing will increase from 4.7 du/gross residential acre for the period 1988-2000, to 5.7 du/gross residential acre for the period 2003-2023—an 18% increase
- Residential density will average 7.2 dwelling units per net acre (or 5.7 dwelling units/gross buildable acre), an 18 percent increase from the average density experienced in the city’s most recent decade of growth.
- To meet Park Master Plan standards, an additional 254 acres of neighborhood, community, and greenspace/greenway park land will be needed.
- There will need to be an additional 96 acres of land for public schools arranged in a manner that minimizes the need for bussing.
- An additional 75 acres of land will be needed to accommodate other religious, public and semi-public uses.
- The McMinnville economy will tend to mirror the State and National economies and, as such, will experience slow to moderate growth during the planning period.

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<sup>3</sup> The *McMinnville Residential Lands Study* describes how demographic trends will impact housing in more detail.

- Residents will want to live closer to where they work and play.
- Multi-family living space will increase.
- There will be a movement toward higher density housing in mixed use patterns as an alternate to—or to complement—existing suburban development patterns.
- An additional 106 acres of land will be needed to accommodate commercial uses.

Table 2 shows McMinnville will need 6,014 new dwelling units. Density of new housing will increase from 4.7 du/gross residential acre for the period 1988-2000, to 5.7 du/gross residential acre for the period 2003-2023—an 18% increase. Net density is 7.2 du/net residential acre—a 22% increase over the historical average of 5.9 du/net residential acre between 1988 and 2000.

**Table 2. Forecast of *needed* new dwelling units and land need by type, McMinnville, 2003-2023**

Housing type	Number of DU	Needed DU by Type	Density (DU/ Net Res Acre)	Density (DU/Gross Res Acre)
<b>Single-family</b>	<b>3,607</b>	<b>60.0%</b>	<b>5.4</b>	<b>4.3</b>
Detached (R-1)	601	10.0%	4.5	3.3
Detached (Other)	1,804	30.0%	5.5	4.1
Manufactured in subdivisions	601	10.0%	5.5	5.0
Manufactured in parks	601	10.0%	6.5	5.9
<b>Multi-family</b>	<b>2,407</b>	<b>40.0%</b>	<b>14.0</b>	<b>11.6</b>
Row/Townhouse/Duplex	722	12.0%	10.0	7.5
Apartment	1,685	28.0%	17.0	15.0
<b>Total</b>	<b>6,014</b>	<b>100.0%</b>	<b>7.2</b>	<b>5.7</b>

Source: ECONorthwest

Note: Group quarters not included in number or percent of dwelling units

Table 3 shows residential land needed for housing by zone designation. Illustrating the needed density ranges for each plan designation and the average needed net density for all structure types.” The results are based on the housing need mix shown in Table 2.

**Table 3. Need forecast of housing, land need (gross acres), and needed density by zoning and housing type, 2003-2023**

Housing type	Zoning					Total
	R-1	R-2	R-3	R-4	R-5	
<b>Number of Dwelling Units</b>						
<b>Single-family</b>	<b>721</b>	<b>1,985</b>	<b>540</b>	<b>360</b>	<b>-</b>	<b>3,607</b>
Detached (R-1)	601	-	-	-	-	601
Detached (Other)	-	1,504	300	-	-	1,804
Manufactured in subdivisions	120	481	-	-	-	601
Manufactured in parks	-	-	240	360	-	601
<b>Multi-family</b>	<b>-</b>	<b>-</b>	<b>301</b>	<b>1,023</b>	<b>1,083</b>	<b>2,407</b>
Row/townhouse	-	-	301	421	-	722
Apartment	-	-	-	602	1,083	1,685
<b>Total</b>	<b>721</b>	<b>1,985</b>	<b>841</b>	<b>1,383</b>	<b>1,083</b>	<b>6,014</b>
<b>Land Need (Gross Acres)</b>						
<b>Single-family</b>						
Detached (R-1)	180	-	-	-	-	180
Detached (Other)	-	368	74	-	-	441
Manufactured in subdivisions	24	97	-	-	-	122
Manufactured in parks	-	-	41	62	-	103
<b>Multi-family</b>						
Row/townhouse	-	-	40	56	-	96
Apartment	-	-	-	40	72	112
<b>Total</b>	<b>204</b>	<b>465</b>	<b>155</b>	<b>158</b>	<b>72</b>	<b>1,053</b>
<b>Implied Density (DU/Gross Acre)</b>	<b>3.5</b>	<b>4.3</b>	<b>5.4</b>	<b>8.8</b>	<b>15.0</b>	<b>5.7</b>

Source: ECONorthwest

### **III. GUIDING PRINCIPLES FOR FUTURE LAND USE:**

#### ***Original 2003 Plan Language . . . .***

During the summer of 2002, the City of McMinnville sponsored an Internet based survey and two well attended community-wide public forums for the purpose of soliciting ideas and comment relative to the issue of McMinnville's anticipated future growth and how best to accommodate it. This effort came on the heels of extensive work by the City and its consultants to measure and define its existing land supply and future land needs for the 20-year planning period. As a result of those forums and subsequent meetings with appointed and elected officials a set of "guiding principles" were adopted to guide development of a subsequent conceptual future land use growth plan. These principles serve as the foundation for the City's growth management strategy and land use plan and are described as follows:

#### **Principle #1: *Land Use Law. Comply with state planning requirements***

There are numerous land use laws and administrative rules that dictate and guide the manner in which future land needs must be planned and provided for within McMinnville. The most relevant of these are contained in the text of Goals 2 (Land Use), 9 (Economy), 10 (Housing), 12 (Transportation), and 14 (Urbanization), and OAR 660, Divisions 004 (Exceptions process), 009 (Industrial and Commercial Development), and 0012 (Transportation Planning). In Oregon, compliance with these rules is mandatory. Consistent with this dictate, the Plan must, at a minimum:

- Provide sufficient land to accommodate the 20-year forecast of population and employment growth. A sufficient supply for commercial and industrial land means not only that total acres could accommodate total employment, on average, but also that there are at least a few larger parcels in the right locations that could accommodate the needs of large employers.
- Include policies that encourage more efficient use of land inside the existing Urban Growth Boundary (UGB) before expanding the UGB, thereby minimizing the potential loss of farm or forest resource lands.
- Expand the UGB onto Exception Lands before Resource (Farm or Forest) Lands unless otherwise allowed by State law and determined to be contrary to other plan policies and good planning.
- Establish an area-wide approach to cooperatively manage future growth to include City and County governments, State governments (ODOT, OEDD, and DLCD in particular), school districts, and other public utility providers.

#### **Principle #2: *Historical Development Patterns. Respect existing land use and development patterns and build from them***

At a large scale, there exists a strong, well-established land use pattern in McMinnville: Residential development is predominantly situated in the north and west; industrial uses are

limited to the northeast, southeast, and along Booth Bend Road; and commercial uses are found along the spine formed by Highway 99W and in the geographic center of the urban area. These patterns have developed over the course of the city's history, are supported by appropriate levels of infrastructure and, as such, should be respected and maintained into the future. Neighborhoods that have developed a historic scale and character should be preserved. This principle implies that major land redesignations (e.g., a change in an area's existing land use designation inside the UGB from industrial to residential) will generally not be considered.

Within these areas, however, exist individual parcels that should be redesignated. Such redesignation will be considered, based on location, adjacent land use, a parcel's history, its current use, and land use goals that may be achieved by its redesignation. For lands outside the UGB that are under consideration, plan designations should be consistent with adjacent lands to provide for a seamless transition. The former brickyard property on South Davis Street is but one such example of a property that should be redesignated. In so doing, however, the careful and complementary integration of a mixture of land uses is important in maintaining livability of McMinnville. Some, but not all, parts of the city should evolve into denser, more compact development, depending in part upon their ability to accommodate such intensity and land use objectives. Placing higher density development within proposed transit routes serves to illustrate one such application of this policy.

### **Principle #3: *Hazards and Natural Resources.* Avoid development in areas of known hazards or natural resources**

For reasons most closely related to public safety, aesthetics, and environmental protection, McMinnville should continue its practice of prohibiting development within the 100-year floodplain. In addition, development upon lands that exhibit moderate slope (12 percent to 25 percent) should be limited, and development on slopes greater than 25 percent should be avoided. Wetland areas, as may be identified on the National Wetlands Inventory maps or upon subsequent site-specific investigations, should also be prohibited unless permitted by the agency charged with the protection of such resources. Areas that contain significant stands of trees should be planned for lower residential densities, or clustered development should be permitted.

### **Principle #4: *Cost of Urban Services.* Consider the availability and cost of providing urban services to new development**

It is not the case that new development should or must always occur where public facilities already exist or are contiguous to existing development. But a city has an obligation to take a long-run look at all the services the public sector must typically provide (certainly water, wastewater collection and treatment, stormwater collection, and roads; but also parks, schools, electricity, and other facilities and services). Some broad directions and timings for development make more sense than others.

Regarding the direction or type of new development, everything inside the current UGB, with the exception of lands above the current water-service level in the West Hills, can be served with reasonable extensions and upgrades of current facilities. Regarding expansion of the UGB, the following constraints need to be considered: (1) extending water and wastewater service across the Yamhill River or under Highway 18 will be an extra expense; (2) serving some land at higher elevations to the west with water will require the extra expense of a new, higher reservoir, connecting lines and pump station (though such improvements are probably necessary to serve lands within the westernmost portion of the current UGB); (3) developing

east of the Yamhill River would probably be more expensive for transportation facilities than developing west of the City because of either bridge crossings or more out-of-direction travel that must feed on to Highway 99 or 18; and, (4) development in the Three Mile Lane corridor area will be limited due to current low water volume and pressures required to meet fire protection standards.

Overall, however, the differences in service costs of going one direction or another are not great enough, by themselves, to dictate a direction for expansion. The choice of expansion areas will depend on a combination of issues (e.g., preservation of farmland, barriers to travel, amount of buildable land, proximity to supporting uses, etc.) as well as the cost of providing urban services.

A point related to cost is the performance of public facilities, particularly transportation. The main arteries in McMinnville are Highways 99W and 18. Hwy 18, however, is generally located at the southern edge of the UGB and serves mainly land that is east and north of the Yamhill River. Thus, for the 20-year planning period, it is clear that almost all new growth in McMinnville is going to flow, eventually, to Hwy 99W. A principle of transportation planning is that peak-period and incident-related congestion is reduced when there are multiple routes available. Taken together, and coupled with the assumption that a ring road outside the current UGB is neither necessary nor politically or economically feasible during the planning period, these ideas suggest the importance of programmed improvements to Baker Creek, Hill Road, West 2<sup>nd</sup> Street, and one or two other streets to create a looping collection system for the west side, with multiple access points to Hwy 99W.

One of the objectives of this plan is to designate mixed-use activity centers that have existing or planned infrastructure adequate to support higher density and greater intensity development; both residential and non-residential. In so doing, several growth management goals are realized.

First, the creation of such activity centers would make provision of governmental services such as streets, sewer, water, and police and fire protection more efficient and cost-effective, thus keeping the public cost of providing such services down. Second, by not extending urban services beyond the natural and physical boundaries that would form the McMinnville urban area, there are no urban service extensions into areas of prime farm and forestlands, thereby reducing the pressure to urbanize those resource lands.

## **Principle #5: *Density*. Adopt policies that allow the market to increase densities, and push it to do so in some instances**

Goal 10 requires cities to adopt "reasonable measures" to increase the efficient use of land inside the current UGB before expanding the UGB (as noted in the Principle #1).

Policies to increase the efficient use of land primarily mean policies to increase density over what it has been historically. But the "housing need" (and, therefore, the need for residential buildable land) has already considered historical trends in development type, and likely future demand and need for different housing types. It has made assumptions about future redevelopment and increases in densities. There is, of course, variability around these estimates, and public policy can influence the availability and price of different housing types. Thus, the City must evaluate what "reasonable measures" it might take in addition to those currently employed that would allow it to accommodate the forecasted housing need at higher densities.



Assumptions about the City's ability to increase density by adopting reasonable measures" must be tempered by an assessment of the community's willingness to accept greater density; and expectations about the effectiveness of those measures must be tempered by expectations about market demand. In particular, McMinnville cannot assume that it can require substantial increases in the average density of new housing and simultaneously assume that it will get the population growth that is forecast. The private sector may respond to density requirements by not building what it believes it cannot profitably sell; the reductions in housing supply may increase housing price, both reduced supply and increased price may will reduce the amount and type of household growth in McMinnville, other things being equal.

However, several tools exist to achieve greater residential densities; they include decreasing minimum lot sizes in single-family zones, adopting minimum-density requirements for residential zones, and increasing the amount of land in high-density zones (which should increase amount of multi-family housing, provided demand exists).

Some, but not all parts of the city should evolve into or be planned for denser, more compact development. Areas within McMinnville that, due to their proximity to major streets, other compatible development, and adequate supporting infrastructure, should be designated on the comprehensive land use plan for higher density development. The development of "activity centers," highly concentrated areas of neighborhood scale commercial development and higher density housing, would be appropriate for such areas. This higher density development would assist in the promotion of affordable housing, an increase in the mix of housing types, and transportation choices. Higher densities, if properly planned, also make smaller, locally owned business more viable by maximizing retail health at a neighborhood scale, and make the community more vibrant. Higher density reduces the need to expand urban development into remote areas that often contain farms and natural areas, and that lack urban infrastructure. Increased density along major street corridors can also act as an incentive for transit.

Coupled with this higher density development should be an increased application of design controls to ensure compatibility and livable neighborhoods. Proposals to increase densities in established residential neighborhoods should be discouraged in favor of maintaining historic development patterns.

## **Principle #6: *Traditional Development.* Consistent with principles #4 and #5, Allow and encourage development that meets the principles of "smart growth"**

The key idea of "smart growth" is to create walkable, mixed-use communities instead of uniform, low-density residential development that means all trips are made by car, and most trips are forced on to already congested collector and arterial streets. Making neighborhoods walkable typically means smaller single-family lot sizes, a higher percentage of multifamily housing, and mixing commercial uses with residential ones (either vertically or horizontally). These types of developments exhibit many of the elements common to pre-World War II neighborhoods.

Typically, such traditional or "smart growth" developments involve incorporating more mixed use, designing for transportation choice, increasing high-quality residential densities in appropriate locations, continuing investment in the downtown as a community-serving destination, building civic pride based on a unique local flavor, creating a choice in housing type and price, and enhancing the compatibility of uses that have traditionally been considered incompatible.

Specific to this proposed plan, the following sub-principles are proposed:

- Encourage redevelopment and infill. Specific policies could include allowing accessory apartments.
- Continue mixed-use development, particularly in the downtown core. McMinnville has a vibrant downtown core. This principle would adopt approaches to encourage appropriate physical expansion of the downtown and activities in it. Specific policies could include adopting design standards to ensure future development is consistent with the historic character of downtown.
- Allow and encourage development of neighborhood retail services in new and existing neighborhoods. Specific policies could include either specific or floating zones that would allow limited areas of commercial or mixed-use in areas primarily designated for residential uses.
- Allow and encourage high-density development along transit corridors. Efficient transit (transit that is cost-effective to run, and can be run with headways that provide useful service to riders) requires that a lot of riders be able to walk to it (one-quarter mile is the empirical rule-of-thumb)—in other words, it requires density along the corridor.
- Provide adequate land for schools and recreation facilities in new neighborhoods. This principle means that some allocation of vacant residential land must be made for these public facilities in the interest of creating good, walkable neighborhoods.

## **Principle #7: UGB Expansions. Contain urban expansion within natural and physical boundaries, to the extent possible.**

Goal 14 and ORS 197.298 provide clear priorities for expansion of urban growth boundaries. Goal 14, however, is not the only consideration from the City's standpoint—efficient development patterns and the cost of infrastructure should also be key considerations.

Over the course of the city's history, natural and man-made constraints have played a prominent role in shaping the direction and type of growth that has occurred in McMinnville. Baker Creek and the north and south branches of the Yamhill River, for example, have provided urban form and containment to the north and east. Hills to the west of McMinnville offer a visual sense of enclosure to the urban form as well. Historic indigenous cultures and pioneer trails and roads have given way to major commercial and transportation corridors. The State Highway system, and in particular Highway 18, skirts the southern edge of the urban area separating McMinnville from the more productive farm lands that lay to the other side of this highway.

This Plan respects these historic, natural, and man-made patterns and edges by keeping urban development contained within them. In so doing, potential urban and rural land use conflicts are kept to a minimum, as is the speculative pressure to develop these lands for urban uses. Expansion of the McMinnville urban growth boundary should, therefore, to the extent possible and permitted by law:

- Stay west and north of the South Yamhill River;
- Stay south and west of the North Yamhill River;

- Stay south of Baker Creek; and,
- Not cross south of Hwy 18, west of the Yamhill River

In addition, the boundary should not extend in a manner that would promote auto-oriented, commercial “strip” development. To do so would be contrary to adopted McMinnville Comprehensive Plan policies that discourage such development patterns. This type of urban form would also increase the potential for urban and rural land conflicts, as well as make for a more difficult time of providing urban services.

It is interesting to note that these principles parallel, to a large degree, what are known in “new urbanism” circles as the “Ahwahnee Principles;”<sup>4</sup> a collection of principles drafted in 1991 by leaders in the “new urbanism” and sustainable design movements. These principles were introduced in the Fall of 1991 to a group of local elected officials at a conference at the Ahwahnee Hotel in Yosemite National Park as a vision for an alternative to urban sprawl. A summary of these follows:

- All planning should be in the form of complete and integrated communities containing housing, shops, work places, schools, parks and civic facilities essential to the daily life of the residents.
- Community size should be designed so that housing, jobs, daily needs and other activities are within easy walking distance of each other.
- As many activities as possible should be located within easy walking distance of transit stops.
- A community should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries.
- Businesses within the community should provide a range of job types for the community's residents.
- The location and character of the community should be consistent with a larger transit network.
- The community should have a center focus that combines commercial, civic, cultural and recreational uses.
- The community should contain an ample supply of specialized open space in the form of squares, greens and parks whose frequent use is encouraged through placement and design.
- Public spaces should be designed to encourage the attention and presence of people at all hours of the day and night.

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<sup>4</sup> These principles call for resource-efficient, livable communities with a diverse and balanced mix of housing, jobs, businesses and recreational activities located within easy walking distance of one another and within regions that preserve agricultural lands and open space.

- Each community or cluster of communities should have a well-defined edge, such as agricultural greenbelts or wildlife corridors, permanently protected from development.
- Streets, pedestrian paths and bike paths should contribute to a system of fully connected, interesting routes to all destinations. Their design should encourage pedestrian and bicycle use by being small and spatially defined by buildings, trees and lighting; and by discouraging high speed traffic.
- Wherever possible, the natural terrain, drainage and vegetation of the community should be preserved with superior examples contained within parks or greenbelts.
- The community design should help conserve resources and minimize waste.
- Communities should provide for the efficient use of water through the use of natural drainage, drought tolerant landscaping and recycling.
- The street orientation, the placement of buildings and the use of shading should contribute to the energy efficiency of the community.

**MGMUP 2020 Remand:**

The “Guiding Principles for Future Land Use” (Guiding Principles) are still applicable to the City’s growth management strategy and updated land use plan. While the Guiding Principles did not serve as the primary factor in the consideration of lands for inclusion in the Urban Growth Boundary (UGB), they were considered in the review process in criteria that were used to assess the suitability of candidate urban lands. The MGMUP 2020 Remand relied on an alternatives analysis process for considering and evaluating potential lands for inclusion in the UGB per the direction of the Court of Appeals Decision A134379, and the applicable statutes and administrative rules that were in place at the time of the original submittal in 2003. This analysis is described in more detail in the Urbanization Report in Appendix C of the MGMUP 2020 Remand. One of the steps in the alternatives analysis process included the evaluation of study areas for their suitability to meet land needs based on Goal 14 locational factors. The Guiding Principles are reflected in the criteria used to apply the Goal 14 locational factors, where applicable, and are addressed in the findings for individual study areas.

In addition, the Guiding Principles are proposed to be added to a Policy in Chapter IX (Urbanization) of the McMinnville Comprehensive Plan, to be used in the evaluation of areas for future urbanization. The specific Comprehensive Plan Policy amendments are identified in Appendix D of the MGMUP.

## IV. A DEVELOPMENT CONCEPT FOR FUTURE GROWTH

### *Original 2003 Plan Language . . . .*

From the City's residential, economic, and transportation studies, public input gathered at the community forums and prior public hearings on the urban growth boundary issue, and application of the "guiding principles," a future growth concept plan emerged.

This growth plan features an urban form defined by natural and physical edges, compact development, creation of new neighborhood centers, continued emphasis on downtown investment and redevelopment, and higher densities in appropriate locations. Through existing and proposed land use measures, neighborhoods are strengthened and made more livable, vibrant, and safe. Zoning and other land use controls ensure that a diversity of neighborhoods and housing are available, from conventional, low-density, single-family, to compact row house and other forms. Neighborhood historic patterns are kept stable and are positive places in which to invest. Traffic is dispersed on interconnected streets. A trails network, connecting natural areas, neighborhoods, and neighborhood centers, form an interconnected "emerald necklace" throughout the urban area.

In this growth plan alternative, the city is designed so that people have transportation choices (they are therefore less dependent on their cars), and its residents have a stronger connection to urban natural areas. Through the sensitive location of higher residential densities and mixed uses, smaller, neighborhood-based corner stores and offices, and future transit service is encouraged to develop. Retail, offices, and neighborhood-based parks, and jobs are convenient to walk to, bicycle to, or take transit to from nearby residences. Retail, office, and residential continue to be attracted back to the city core due to the high quality of life, safety, and pedestrian vibrancy. In addition, this growth plan alternative calls for improving the "public realm" outside downtown primarily by improving the aesthetics of buildings with design controls and generous landscaping.

Urban growth boundary expansion is minimized under this growth alternative due to McMinnville's aggressive application of growth management policies and "smart growth" principles. The form of this expansion is contained within the natural and man-made edges that visually and physically define the McMinnville urban landscape. Linear extensions of the urban edge (urban growth boundary) into adjacent resource lands are strongly discouraged due to their propensity to encourage auto-dependent, strip commercial development, particularly at the city's gateways. Lands located beyond these edges typically require greater public cost to serve with infrastructure necessary to allow urban densities.

In summary, the major components of the City's approach are:

- Placement of neighborhood-scale commercial land uses within "activity centers" and infill areas along established major transportation corridors without encouraging the extension of strip commercial in these areas;
- Promotion and orientation of higher density residential uses adjacent to and within these activity areas and along major transportation corridors to achieve economic, housing, and transportation objectives;
- Integration of neighborhood-scale commercial uses, parks, churches, and other civic uses to provide for "complete" neighborhoods;

- Encouraging the conservation and preservation of environmentally sensitive lands;
- Directing future growth to areas that are more cost effective to serve with public infrastructure;
- Equitable distribution of high density housing to each activity center and along identified transit corridors so as to not overburden any one neighborhood and to remain consistent with the City's long standing multi-family dispersal policy;
- Creation of vibrant, healthy, and socially active residential neighborhoods; and
- Preservation of existing historic neighborhoods.

Note that this plan is consistent with the directives of the State's Executive Order No. 97-22 that directs Oregon communities to promote compact development within urban growth boundaries to minimize the costs of providing public services and infrastructure and to protect resource land outside urban growth boundaries.

The following graphic illustrates some of these concept plan elements (Figure 1)

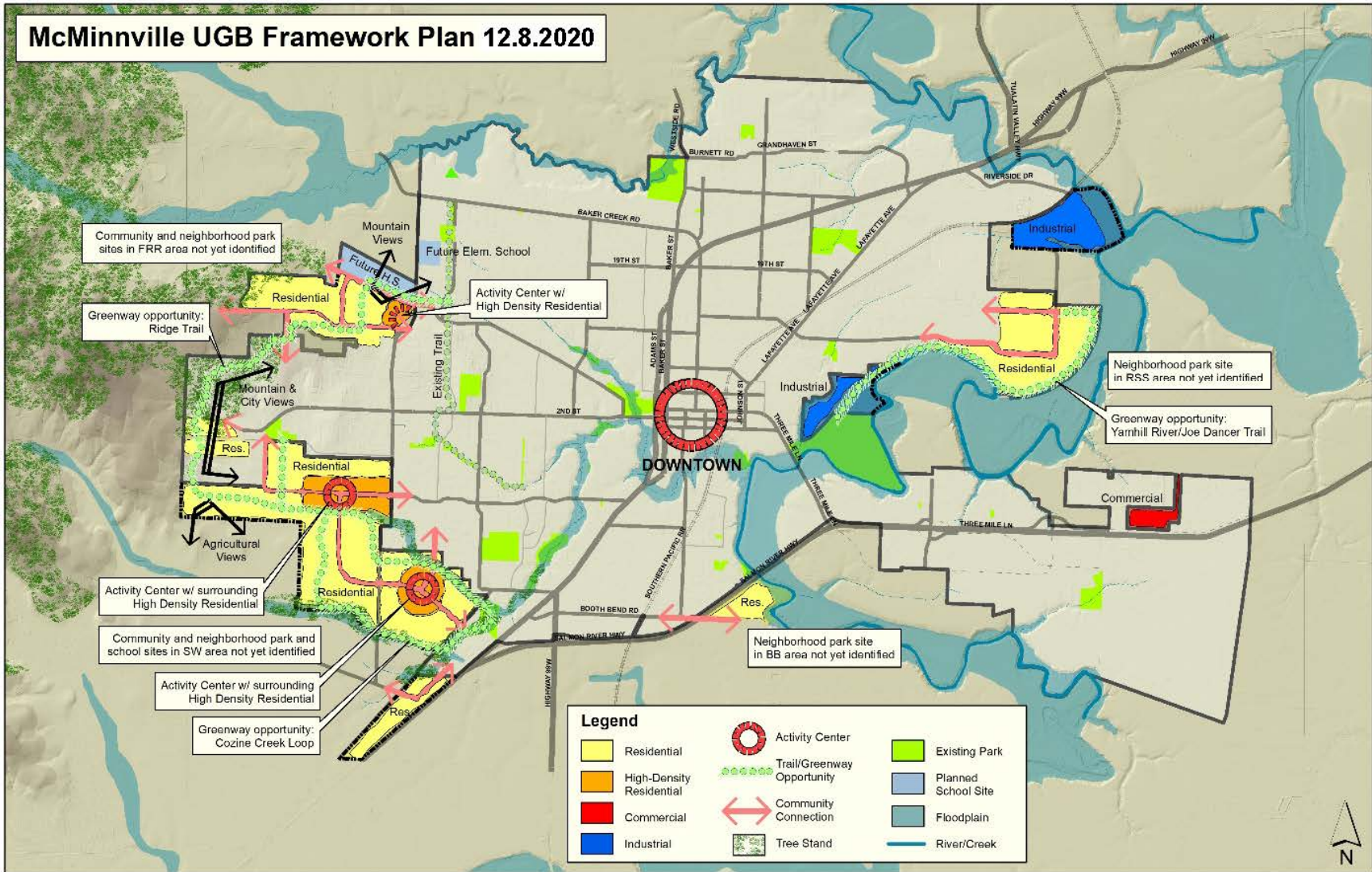
**MGMUP 2020 Remand:**

The 2003 MGMUP included four specific development plans for Neighborhood Activity Centers in UGB expansion areas, which outlined the land uses and zoning districts that would be applied within them. That language from Chapter IV and the development concept it described is not included in the MGMUP 2020 Remand. The alternatives analysis methodology for evaluating lands for inclusion in the UGB changed in response to direction provided in the Court of Appeals Decision A134379. The UGB expansion areas that were determined by the revised process adhered closely to the specific identified land needs in the record rather than plan implementation concepts.

The MGMUP 2020 Remand plan map does not include a specific land development plan, but instead relies on a Framework Plan that provides general land use guidance for the UGB expansion areas. This Framework Plan is conceptual in nature, but it reflects the original MGMUP's Guiding Principles for Future Land Use in Chapter III of the MGMUP. The Framework Plan is adopted as part of this MGMUP to guide future Area Planning and Master Planning that will more specifically identify how the UGB expansion areas will develop. This follow-up planning process enables the successful implementation of the MGMUP 2020 Remand, which will achieve the housing, employment and livability land need determined by the city's housing needs analysis and economic opportunity analysis for the planning horizon of 2003-2023. The Area Planning process is described in more detail in the City's Land Use Framework and Land Use Strategies in Chapter VII of the MGMUP 2020 Remand, and in Appendix G.

The Framework Plan is identified below.

# McMinnville UGB Framework Plan 12.8.2020



## **V. GROWTH MANAGEMENT AND URBANIZATION** **MEASURES TO ACHIEVE THE CONCEPT PLAN**

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### *Original 2003 Plan Language . . . .*

Oregon Revised Statute, specifically ORS 197.296(4), requires jurisdictions that determine that the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density to take one or a combination of the following actions:

- a. Amend the urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density; or
- b. Amend the comprehensive plan, functional plan, or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the UGB.

To comply with this statute, this plan proposes that the City adopt growth management strategies and measures to minimize expansion of the current urban growth boundary to the extent possible, and expand the boundary where appropriate and as necessary to implement the objectives of the previously described concept plan.<sup>5</sup>

### **Organization of the policies in this chapter**

**This Growth Management and Urbanization Plan has been developed in a way that is consistent with the process just described. Given (1) that the City’s substantial analysis has demonstrated a need for a UGB expansion—even with adoption of policies to increase the efficiency of land use inside the current UGB—and, (2) the way the state Land Conservation and Development Commission will review McMinnville’s growth management plan, this document adopts the following organization for describing the City’s growth management policies:**

- **Policies for managing land inside the current UGB.** The emphasis here is on getting policies that are consistent with the planning principles described in Chapter 3, the concept plan described in Chapter 4, and the requirements of state law just

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<sup>5</sup> Goals 10 and 14, as well as ORS 197.296 have language that requires cities to adopt and implement land use “efficiency” measures before expanding UGBs. Land use efficiency measures can address several local issues including meeting housing need, increasing density, making efficient use of infrastructure and many other local objectives. LUBA, however, has established a much narrower interpretation of land use efficiency measures:

We held that the term “maximum efficiency of land uses” under Goal 14, factor 4 invokes a concern for “avoiding leapfrog or sprawling development inconsistent with the density and connectivity associated with urban development.” 35 Or LUBA at 617 (citing to *1000 Friends of Oregon v. City of North Plains*, 27 Or LUBA 372, 390, *aff’d* 130 Or App 406, 882 P2d 1130 (1994)).

In short, LUBA focuses on development *patterns*. For the purposes of the McMinnville Growth Management Plan, land use efficiency is used in a broader context: policies that achieve the type of development that is consistent with the principles described in Chapter 4 of this document, *and* meet the Goal 14 and other statutory requirements.



described. The main issues here are to make sure that, overall, the pattern of land use is efficient, and that the City policies allow and encourage residential uses that might increase density and achieve the needed mix of housing types.

- **Policies for adding and developing land outside the current UGB.** Since land inside the current UGB is insufficient to accommodate expected growth and development, land outside the UGB must be added to the UGB. That raises the following questions that the policies in this document must address: what land, for what uses, with what development policies?

## **Current Growth Management Practices**

Growth management is not a new idea for McMinnville. The City's current comprehensive plan, adopted in 1981 and amended on several subsequent occasions, contains several policies and implementation measures that manage and direct the manner in which growth is to occur. Included among these are the planned development overlays that have been applied to lands within the Three Mile Lane area, West Hills area, Northeast Industrial area, Old Sheridan Road, and numerous industrially and commercially zoned properties throughout McMinnville. The use of density limits on McMinnville's west side to account for sanitary sewer peak flow conditions is but another. In simple terms, growth management can be defined as the utilization by government of a variety of traditional and evolving techniques, tools, plans, and activities to purposefully guide patterns of land use, including the type, location, and nature of development.

Following is a summary of existing measures McMinnville has adopted and has employed these past twenty years or more to meet various land needs and create a compact, efficient land use pattern.

## **Planned Development Process**

### **Description**

The City has used its planned development ordinance to allow additional uses, the transfer of density and development rights (particularly in west McMinnville where there exists density limitations caused by sanitary sewer service constraints), increases in allowed density, adjustments to building setbacks, and density averaging. This approach has proven effective in meeting housing needs at reasonably high densities for the last 20 plus years.

### **Impact on land use efficiency**

Between 1988 and 2000, the City's R-2, Single-Family Residential zone, built out at a density some five percent more than its theoretical maximum (105 percent) saving an estimated 90 acres of residential land.<sup>6</sup> This process has also shown itself to be effective in achieving good site and building design, as well as permitting the mixing of land uses (the Jandina, Westvale, Hillsdale developments are but three examples. Another is found in the development pattern at the northeast quadrant of Hill Road and West Second Street—townhomes, assisted living,

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<sup>6</sup> This estimate assumes that the R-2 would have developed at approximately 75% of net maximum density (6.20 DU/net residential acre), or at about 4.65 DU/net residential acre. A total of 1,448 dwelling units were permitted in the R-2 zone between 1988 and 2000 using about 223 net acres. A net density of 4.65 DU/acre, would require about 311 acres (1,448/4.65) or about 90 acres more than was actually consumed between 1988 and 2000.

church, commercial development, college campus, park, single-family homes, manufactured homes, and multi-family housing).

The City has also used the planned development process to effect legislative land use policy, such as to encourage the development of multifamily housing (Northeast Residential Planned Development), protect environmentally sensitive lands (West Hills Planned Development, and Old Sheridan Road Planned Development), control access and maintain highway function (Three Mile Lane Planned Development), protect industrial lands from incompatible development (Northeast Industrial Planned Development, and Three Mile Lane Planned Development), and define development standards for some 146 commercially zoned parcels located throughout McMinnville (Commercial Land Planned Development).

As evidenced by the historical densities observed in the R-2 zone between 1988 and 2000, the impact of the City's PD ordinance reflected in historical densities. This policy allows flexibility in zoning to allow housing types in zones where standard Euclidian zoning won't allow it. Moreover, the PD ordinance provides flexibility in setbacks and other standards.

**MGMUP 2020 Remand:**

The City of McMinnville continues to allow applicants to request development approval through Planned Development overlay districts that allow for flexibility from typical zoning requirements related to housing types, density, and other development standards.

## **Infill Flexibility - Flag Lots**

### **Description**

Where options exist with new construction on flag and corner lots, the City allows the applicant to determine the orientation of the lot; in essence, to choose which property line is to be considered the front lot line. This allows for increased densities in that some "remnant" parcels may otherwise be unbuildable. In addition, the Planning Director is afforded the ability to grant setback variances up to 10 percent of the requirement according to adopted standards.

### **Impact on land use efficiency**

This policy allows increased densities in existing neighborhoods. It also makes efficient use of existing infrastructure. McMinnville averaged about 10 partitions annually between 1988 and 2000. If this rate continues, McMinnville can expect an additional 150-250 lot partitions on residential land between 2003 and 2023.

**MGMUP 2020 Remand:**

The City of McMinnville continues to allow for the partition of property through the use of flag lots. The City also allows for the applicant to identify the front property line on flag and corner lots, within reason and with consideration to surrounding property

development, to provide efficiency in regards to buildable areas within these unique lots. In addition, the City continues to allow the Planning Director to approve setback variances for up to 10 percent of the requirement according to adopted standards.

## **Narrow (“Skinny”) Street Standards**

### **Description**

In 1994, McMinnville adopted narrower residential street standards—one of the first communities in Oregon to do so. This has reduced the amount of land required for street construction, and the rate of land consumption. It has, by design, moved public sidewalks away from the street edge making pedestrian travel safer. Trees planted at the curb have made for a more attractive, energy efficient and environmentally responsible streetscape.

### **Impact on land use efficiency**

The City’s street standards allow streets as narrow as 20 feet in residential areas. This standard can reduce street widths by 25% or more, allowing increased densities in residential areas. According to the Transportation and Growth Management program, narrow streets can also:

- Improve neighborhood livability
- Reduce traffic speeds
- Improve land use efficiency
- Reduce construction and maintenance costs
- Reduce impervious surface and stormwater runoff
- Reduce heat build up

### **MGMUP 2020 Remand:**

The McMinnville Transportation System Plan (TSP) and street standards were updated in 2010, and the width of local streets has remained fairly narrow at 28 feet in width. The local street standards also require pedestrian amenities through the provision of sidewalks separated from the street planter strips, continuing to provide safer and more attractive pedestrian travel.

## **Westside Bike / Pedestrian Corridor**

### **Description**

The City has constructed a linear park in west McMinnville that winds through several neighborhoods in the area, connecting these residents to schools, churches, open space, and commercial centers. Additional land has been acquired within the Bonneville Power

Administration easement that will allow the extension of this corridor another 2.1 miles to the north.

### **Impact on land use efficiency**

This facility does not have a direct impact on density of land uses. It, however, has direct impacts on transportation alternatives and connectivity between various land uses in McMinnville. The corridor lies within the limits of a BPA easement. This measure uses unbuildable public land to provide transportation alternatives.

#### **MGMUP 2020 Remand:**

The west side bike and pedestrian corridor has continued to be developed, and now exists within the BPA easement between 2<sup>nd</sup> Street and Baker Creek Road. Further extension north of Baker Creek Road will occur with the development of lands north of Baker Creek Road (Baker Creek North development), and that extension is already identified in approved tentative subdivision plans. This facility will continue to provide connectivity for residents throughout the west side of McMinnville between neighborhoods and other services (schools, places of worship, parks, etc.), and also continue to provide options for alternative modes of transportation.

## **Historic Downtown**

### **Description**

Current plan policies encourage high-density residential development within the historic downtown commercial core.<sup>7</sup> To assist the downtown in realizing this density, off-street parking and landscaping is not required within the 14 blocks of the downtown core. An additional fifteen blocks that surround the core area are obligated to only provide one-half the number of required parking spaces.

Downtown McMinnville is listed on the National Register of Historic Places. The adaptive reuse and rehabilitation of historic buildings and sites in the downtown is strongly supported by the City and downtown community.

### **Impact on land use efficiency**

The benefits of a vital downtown are well-documented. Downtowns provide a central community focus, serve as the center of commerce and government, provide shopping and employment opportunities, and enhance livability. No estimate is available for the acreage of land conserved by McMinnville's downtown planning efforts and policies.

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<sup>7</sup> This policy also applies to the Linfield College area.

**MGMUP 2020 Remand:**

The City of McMinnville continues to allow for reduced off-street parking in the downtown core to allow for the full utilization of buildings and land within the downtown core. The City's historic preservation program continues to protect historic buildings and sites in the McMinnville Downtown Historic District that is listed on the National Register of Historic Places.

The City is currently evaluating the potential for further residential development within the downtown area through the completion of a City Center Housing Strategy, which may result in recommended zoning amendments that would encourage and assist in the development of additional housing units within the downtown and surrounding city center areas. Additional residential development within the downtown and city center areas will increase land use efficiencies through increased mixed uses that reduce the need for travel for services, as well as providing additional residents to further support the businesses within the downtown and allow that area to continue to be the City's center of commerce and economic activity.

## **Mixed Residential / Commercial**

### **Description**

The City's C-3 (General Commercial) zone allows for the construction of multi-family dwelling units as per the requirements of the R-4 (Multi-family Residential) zone; under the Conditional Use process, this residential density may even exceed the density limitation of the R-4 zone. This development opportunity encourages not only horizontal, but also the vertical mixing of commercial and residential uses within the C-3 zone. In addition, the General Commercial zone also permits an owner-occupied residence in the same building as a business.

### **Impact on land use efficiency**

Between July 2000 and December 2002, 64 multifamily units were constructed in the C-3 zone. These dwellings were built at a density of about 15.6 units per net acre. The C-3 zone provides opportunities for mixed residential/commercial uses.

**MGMUP 2020 Remand:**

The C-3 zone still allows for multiple family dwelling units as a permitted use. Residential density still may be exceeded through the Conditional Use process in the downtown city center area. The City also amended the C-3 zone in 2018 to more specifically allow upper story and accessory residential uses in commercial buildings.

## Residential Street Connectivity

### Description

The City's Comprehensive Plan Policy 118.00 encourages the connectivity of local residential streets and that cul-de-sac streets shall be discouraged where opportunities for through streets exist. In addition, this ordinance also modified Plan Policy to require that, as far as practical, residential collector streets should be no further than 1,800 feet apart in order to facilitate a grid pattern of collector streets in residential areas.

### Impact on land use efficiency

This policy does not have a direct impact on density of land uses. It, however, has direct impacts on transportation connectivity between residential uses in McMinnville. Thus, it has a positive effect on land use efficiency and livability.

#### **MGMUP 2020 Remand:**

The City's Comprehensive Plan continues to encourage residential street connectivity. Plan Policy 132.41.05 continues to only allow cul-de-sac streets when connecting neighborhood streets is not feasible. Street connectivity requirements are further defined within the City's Land Division standards in Section 17.53.101 of the McMinnville Municipal Code. Requirements include the alignment of new streets with existing streets, allowing for construction of streets that assumes future extension into other buildable areas, residential collector street spacing of no more than 1,800 feet, and other street improvement standards.

## Public Transit Plan

### Description

The City adopted (1997) a Transit Feasibility Study identifying possible future public transit routes, downtown transit hub, and target funding and ridership levels. This study serves as a resource in informing discussions as regard enhancing future local mixed-mode transit options.

### Impact on land use efficiency

This policy does not have a direct impact on density of land uses. It, however, has direct impacts on transportation alternatives by encouraging transit use and land use patterns that are supportive of transit use.

#### **MGMUP 2020 Remand:**

The City continues to participate and coordinate in the planning of public transit service with the Yamhill County Transit Area (YCTA) to serve the urban area and provide opportunities for transportation alternatives. Most recently, the City participated in the 2018 update to the YCTA Transit Development Plan. In addition, a proposed Comprehensive Plan Policy is to complete coordinated plan updates within 5 years of a major UGB update, with one of those plan updates being a transit system master plan. The specific Comprehensive Plan amendments are identified in Appendix D of the MGMUP.

## Interim Development Standards

### Description

Through its Urban Growth Boundary Management Agreement with Yamhill County, and as required by its own Land Division Ordinance, McMinnville has, over the years, employed interim development standards on lands inside the current urban growth boundary to ensure their efficient future urbanization. One such example where interim development standards on land inside the urban growth boundary has been applied is demonstrated by the actions taken relative to the partitioning of a residential property located at the northeast corner of Cypress Road, where it makes the sharp turn to the east to connect with Old Sheridan Road. This property, situated adjacent to the McMinnville city limits, was, as a condition of approval, required to master plan the site to ensure street connectivity to adjacent property and streets, and to preserve the maximum single-family residential density possible. In addition, a “no-build” strip was secured along the property’s southwest corner to allow Cypress Street’s sharp radius to be softened in the future, consistent with the City’s Transportation Master Plan (the City has since purchased this strip of land).

### Impact on land use efficiency

This policy ensures that critical areas be developed in an efficient manner that is consistent with McMinnville’s plan goals and policies.

#### **MGMUP 2020 Remand:**

The City intends to continue to coordinate with Yamhill County through its Urban Growth Boundary Management Agreement for those lands within the urban growth boundary that have not yet annexed into the city. The MGMUP also proposes the adoption of an Urban Holding comprehensive plan designation, and Area Planning and Master Planning processes for lands within any expansion of the UGB, to continue to ensure that these areas are developed in an efficient manner that is consistent with McMinnville’s plans, goals, and policies.

### Summary

The preceding discussion demonstrates that McMinnville has taken a number of steps to increase land use efficiency and meet identified housing needs. The manner in which these existing measures address each of the suggested measures described in ORS 197.296 and the DLCDC Workbook are summarized in Table 4. The matrix shows that McMinnville already has policies that address many of those identified in the statutes and state guidance documents.

**Table 4 Summary of existing land use efficiency measures and relationship to State policies**

	Existing Measures								
	Planned Development Process	Infill Flexibility	Narrow Street Standards	Westside Bike/Ped Corridor	Historic Downtown	Mixed Res / Commercial	Street Connectivity	Public Transit Plan	Interim Dev Standards
<b>Measures described in ORS 197.296</b>									
1. Increase in the permitted density on existing residential land	✓								
2. Financial incentives for higher density housing									
3. Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer	✓				✓				
4. Removal or easing of approval standards or procedures	✓	✓							
5. Minimum density ranges									
6. Redevelopment and infill strategies	✓	✓			✓				
7. Authorization of housing types not previously allowed by the plan or regulations									
8. Adoption of an average residential density standard									
9. Rezoning or redesignation of nonresidential land									
<b>Measures described in HB 2709 Workbook</b>									
10. Apply appropriate plan and zone designations					✓	✓			✓
11. Remove/revise ineffective regulations			✓		✓	✓	✓	✓	
12. Revise or develop design standards and/or require master plans or specific development plans					✓				
13. Provide research, education and up-front services					✓				
14. Streamline the permitting and development process	✓								
15. Increase efficiency with which public infrastructure is provided	✓	✓	✓	✓	✓		✓	✓	✓
16. Adjust fees and taxes; provide other financial incentives					✓				
17. Assemble and dedicate land									
18. Require that certain housing types and densities be planned and built	✓					✓			
19. Adopt interim development standards	✓								✓
<b>Additional measures</b>									
20. Allow accessory dwelling units									
21. Provide multifamily housing tax credits									
22. Allow density bonuses/TDR	✓								
23. Decrease minimum lot sizes	✓								
24. Implement minimum density requirement	✓								
25. Allow small lots (<5000 sf)	✓								
26. Create exclusive multifamily zone									



Discussions with City staff, public workshops, and data analysis show that McMinnville's existing measures are not entirely sufficient to meet the City's identified future housing and commercial land needs. Key issues are the shifting demographics, housing affordability, and housing needs of special populations. Potential new efficiency measures and their impact on density and housing need are described in the next section.

## **Addressing future land needs**

The preceding paragraphs presented land use efficiency measures that McMinnville has already adopted and implemented. It concluded that McMinnville's existing measures are not entirely sufficient to meet the City's identified future housing and commercial land needs. Key issues are the shifting demographics, housing affordability, and housing needs of special populations.

The remainder of this Chapter describes new measures that the City proposes to improve land use efficiency as well as achieve other local growth management objectives. The measures proposed in this chapter are intended to meet the requirements of Goals 9, 10, and 14 as well as provisions in ORS 197.296.

## **The City will need to expand its current Urban Growth Boundary**

The previous chapters have summarized from hundreds of pages of data and technical analysis to state the basic conclusion: despite changes to plans and policies to increase the density of development inside the UGB, the expected growth in McMinnville will exceed the capacity of land inside the UGB to accommodate that growth. McMinnville estimates that the current urban growth boundary will need to be expanded by some 1,367 acres to accommodate its projected growth and land demands to the year 2023 (see Table 5). As such, State law requires the City to:

- Develop a plan for the development of land inside the UGB that is as efficient as possible given the constraints imposed by natural features, the existing built environment, market considerations, and other policies. A clear emphasis of Oregon law is preserving farm and forestland by limiting urban expansion. State law requires a city to make sure it has done everything reasonable to accommodate growth *inside* its existing UGB before expanding that UGB.
- If land inside the existing UGB is not sufficient to accommodate forecasted growth, expand the UGB in accordance with procedures established by state law. Statewide goals (especially Goal 14 on Urbanization, but others as well) have very specific requirements a city must meet.<sup>8</sup>

The Land Conservation and Development Commission has always acknowledged that, as their name implies, judgments must be made about how to balance sometimes competing objectives. For example, Goal 10, Housing, requires a city to provide land for all need housing

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<sup>8</sup> Oregon Revised Statute, specifically ORS 197.296(4), requires jurisdictions that determine that the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density to take one or a combination of the following actions. It must amend either: (1) the comprehensive plan, functional plan, or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the UGB; (2) the urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density; or (3) both.

types to accommodate its forecasted population: it is obligated to expand its UGB if the land is not available inside its current UGB. But before it does so it must demonstrate that it has taken reasonable measures to meet the housing needs inside the UGB. In practice, those measures are typically ones that allow, encourage, or require increased housing density. Another balancing must occur here: state law requires that any increased densities must be balanced against some evaluation of current and likely future market conditions.

#### Summary of state policies requiring efficiency measures

Preliminary analysis of land supply and demand suggests McMinnville will require an Urban Growth Boundary (UGB) expansion of more than 50 acres to meet projected population and employment growth over the next 20 years.<sup>9</sup> The City has also determined that, relative to its residential land needs, future housing will occur at densities and mixes different than those observed in the prior 15 years of McMinnville's history. As such, the City is obligated to follow the dictates of ORS 197.296 that requires the adoption of "measures that demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years."<sup>10</sup>

This statute lists several measures or actions that a jurisdiction may adopt in order to provide this "needed" mix and density, including:

- Increases in the permitted density on existing residential land;
- Financial incentives for higher density housing;
- Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer;
- Removal or easing of approval standards or procedures;
- Minimum density ranges;
- Redevelopment and infill strategies;
- Authorization of housing types not previously allowed by the plan or regulations; and
- Adoption of an average residential density standard.

In addition to this list of potential measures, the Department of Land Conservation and Development (DLCD) has also provided some guidance in its "Planning for Residential Growth" workbook. Their list of measures, for the most part, is consistent with the statute list. It does, however, add measures that if adopted would have the jurisdiction:

- Provide research, education, and up-front services;
- Streamline the permitting and development process;

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<sup>9</sup> The importance of this is that the City's proposed UGB expansion will require review and approval by the Oregon Land Conservation and Development Commission. Boundary expansions of less than 50 acres are not subject to this review.

<sup>10</sup> ORS 197.296 (5).

- Increase the efficiency with which public infrastructure is provided;
- Assemble and dedicate land;
- Require that certain housing types and densities be planned and built;
- Adopt interim development standards;
- Revise or develop design standards and/or require master plans or specific development plans; and
- Remove or revise ineffective regulations.

Prior to expanding its UGB, McMinnville must consider each of these measures, and others that may be devised, to determine which of them are most appropriate in assisting the City meet its housing needs and use land more efficiently. On this latter point, the efficient use of land relates most directly to statewide planning Goals 2 (Land Use), 9 (Economy), 10 (Housing), and 14 (Urbanization).

Goal 2 requires local jurisdictions to meet the following standards when taking a goal exception:

1. Reasons justify why the state policy embodied in the applicable goals should not apply;
2. Areas which do not require a new exception cannot reasonably accommodate the use;
3. The long-term environmental, economic, social and energy consequences resulting from the use of the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and
4. The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

Goal 9 and the administrative rules that implement it require cities adopt industrial and commercial development policies. Oregon Administrative Rule (OAR) 660-009-0020 requires cities to include the following policies:

Comprehensive plans for planning areas subject to this division shall include policies stating the economic development objectives for the planning area.

1. For urban areas of over 2,500 in population policies shall be based on the analysis prepared in response to OAR 660-009-0015 and shall provide conclusions about the following:
  - a. Community Development Objectives. The plan shall state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and commercial uses desired by the community. Plans may include policies to maintain existing categories, types or levels of industrial and commercial uses;

- b. Commitment to Provide Adequate Sites and Facilities. Consistent with policies adopted to meet subsection (a) of this section, the plan shall include policies committing the city or county to designate an adequate number of sites of suitable sizes, types and locations and ensure necessary public facilities through the public facilities plan for the planning area.

Goal 10 requires cities to inventory buildable lands for residential use encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density. Moreover, ORS 197.296(6) requires jurisdictions that determine that the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years to take one or a combination of the following actions:

- Amend the urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years; or
- Amend the comprehensive plan, functional plan, or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the UGB.

Goal 14 establishes seven factors that must be considered when evaluating lands for inclusion in a UGB:

1. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
2. Need for housing, employment opportunities, and livability;
3. Orderly and economic provision for public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic and social consequences;
6. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
7. Compatibility of the proposed urban uses with nearby agricultural activities.

**In summary, McMinnville must demonstrate that adequate land use efficiency measures are in place before expanding its UGB. This section summarizes new measures that McMinnville proposes to adopt to comply with the applicable statutory and administrative rule requirements, and as may be necessary to implement the desired land use concept plan.**

It is common for jurisdictions to adopt combinations of policies to manage growth and improve the efficiency and development capacity of land uses. Such policy groupings, however, are not necessarily cumulative in their intent or impact. Policies that address similar issues may not be mutually reinforcing. For example, having policies in residential zones for maximum lot size and minimum density essentially address the same issue—underbuild in residential zones. Thus, communities should carefully consider their policy programs and evaluate each policy both individually and in consideration of other policies.

## Proposed Land Use Efficiency Measures

The DLCD Residential Lands Workbook describes a process for complying with the requirements of Goal 10 and ORS 197.296. The McMinnville Residential Land Needs Analysis addressed many of the requirements. That study, however, stopped at the point of identifying housing needs. It did, however, identify a potential deficit of residential land in the McMinnville UGB which requires the City to address the next step (Task 6 in the DLCD Workbook)—identifying and evaluating measures to increase the likelihood needed residential development will occur.

This section describes and evaluates the impact of proposed new measures to meet the state requirements for Goal 10 and Goal 14, and ORS 197.296. In summary, these measures include:

- Amending current plan or zone designations;
- Encouraging infill and redevelopment;
- Creating “Neighborhood Activity Centers:”
- Protecting areas of community importance;
- Use of downtown upper floor space for housing;
- Allowing limited commercial use on industrial zoned lands;
- Establishing an exclusive multiple-family zone; and
- Encouraging increased densities in planned and existing transit corridors.

### **MGMUP 2020 Remand:**

All of the land use efficiencies listed above were enacted after the Plan was initially developed except for two: Creating NACs, and establishing an exclusive multi-family zone. These did not move forward when the Plan was appealed to the Court of Appeals and the UGB expansion area was not approved. These two land use efficiencies were intended to be implemented in expansion areas. The MGMUP 2020 Remand still maintains the two land use efficiencies as an implementation strategy in residential expansion areas. Moreover, the City reviewed the efficiencies that were achieved in the interim period since the Plan was first developed and has concluded that the total housing efficiencies envisioned in McMinnville’s existing UGB were achieved as planned. See Technical Memorandum #13 provided in Attachment 2 of Appendix C to this Plan.

## Amend current plan or zone designation

### Description

City staff conducted an exhaustive review of lands within the current McMinnville urban growth boundary for the purpose of identifying those properties that lend themselves to use(s) identified in the *McMinnville Residential Land Needs Analysis*, and which currently do not permit such use(s). Table 5 summarizes properties proposed for rezoning.

### Impact on land use efficiency

This measure results in the rezoning of 20 parcels totaling 114.25 acres. Of the 114 total acres, over 96 acres were identified as developed in the City's buildable lands inventory. The proposed changes increase the amount of buildable commercial land need by less than one acre. They increase the amount of buildable residential land by slightly more than 16 acres, while decreasing the amount of buildable industrial land supply by about 14 acres.

#### **MGMUP 2020 Remand:**

Please see Technical Memorandum #13 provided in Attachment 2 of Appendix C to this Plan for details on this rezoning land-use efficiency.

**Table 5. Properties proposed for rezoning**

Map ID	Tax Lot No.	Gross Acres	Existing Dev	Gross Vacant Buildable Acres	Current Plan Des	Current Zone	Proposed Plan Des	Proposed Zone	Notes	Property Owner	Property Address
1	R4416BD01100	0.88	0.88	0.00	IND	M-1	COM	C-3	Developed	McMinnville Concrete	900 NE Hwy 99W
2	R4416BD01700	0.49	0.00	0.49	IND	M-1	COM	C-3	Limited access	McMinnville Concrete	900 NE Hwy 99W
3	R4421CD07700	0.32	0.32	0.00	IND	M-1PD	RES	R-3	Single-family residence	Rich Bauder	1000 SE Hembree
4	R4421CD07900	4.51	0.00	4.51	IND	M-1PD	RES	R-4PD	Limited access	Linfield College	1150 SE Ford
5	R4421CD08000	0.03	0.03	0.00	IND	M-1PD	RES	R-4PD	Pump station	City of McMinnville	1180 SE Ford
6	R4428BA00200	6.71	0.00	6.71	IND	M-1PD	RES	R-4PD	Limited access Former asphalt batch plant	BDB, Inc	500 SE Chandler
7	R4429AD07100	1.55	0.00	1.55	IND	M-2	RES	R-4PD	site	Martin & Wright	103 SE Booth Bend
8	R442600201	65.79	65.79	0.00	MU	AH	IND	M-2PD	Airport Park property	City of McMinnville	375 SE Armory Way
9	R4422CC00100	2.87	0.00	1.75	MU	AH	RES	R-4PD	Vacant	H&R Burch	2355 NE Cumulus
10	R4424C 00100	2.01	0.91	1.10	MU	AH	RES	R-1PD	Within airport hazard overlay	Mark McBride	10635 NE Loop Rd
11	R4424C 00900	0.8	0.80	0.00	MU	AH	COM	C-3	Within airport hazard overlay	Evergreen Doe	10605 NE Loop Rd
13	R4424C 00800	16.8	16.80	0.00	MU	AH	COM	C-3PD	Within airport hazard overlay	City of McMinnville	10000 NE Loop Rd
12	R4424C 01000	1.12	1.12	0.00	MU	AH	COM	C-3PD	Within airport hazard overlay	Yamhill County	10605 NE Loop Rd
14	R4424C 01100	1.88	1.88	0.00	MU	AH	COM	C-3	overlay	MTS Storage	10655 NE Loop Rd
15	R4423 00800	5.33	5.33	0.00	MU	AH	RES	AH	Frontage road right-of-way	Evergreen Helicopters	3400 NE Cumulus
16	R4423 00600	2.3	2.30	0.00	MU	AH	RES	AH	Frontage road right-of-way	Evergreen Vintage	3600 NE Cumulus
17	R4421AC03200	0.19	0.19	0.00	RES	R-4	COM	C-3PD	Auto sales lot	Jim Doran	331 NE Macy
18	R4428BA00290	0.56	0.00	0.56	IND	M-2	RES	R-4PD	Gravel lot	Linfield College	1180 SE Davis
19	R4421BA 7700	0.11	0.11	0.00	IND	M-2	RES	R-4	Single-family residence		736 NE 8th
20	R4421BA 7600	0.12	0.12	0.00	IND	M-2	RES	R-4	Single-family residence		756 NE 8th
<b>TOTALS:</b>		<b>114.25</b>	<b>96.46</b>	<b>16.67</b>							
<b>Adjustment to Commercial Buildable Land Supply:</b>						<b>0.49</b>					
<b>Adjustment to Industrial Buildable Land Supply:</b>						<b>(13.82)</b>					
<b>Adjustment to Residential Buildable Land Supply:</b>						<b>16.18</b>					

Source: City of McMinnville , Planning Department, April 2003

**MGMUP 2020 Remand:**

Please see Technical Memorandum #13 provided in Attachment 2 of Appendix C to this Plan for actual rezones that have occurred.

## Encourage Infill and Redevelopment, where appropriate

### Description

This measure builds from the premise that areas that have developed to an historic scale and character should be preserved. Infill and redevelopment should be in character with the unique scale, architecture, and personality of the older, established residential neighborhoods. Some, but not all parts of the city should evolve into denser, more compact development. This measure, however, would not allow densities higher than the underlying zone. Accessory dwelling units should be permitted in the City's single-family residential zoned areas.

### Impact of land use efficiency

Many of the impacts of infill and redevelopment activities have already been accounted for in the McMinnville Residential Lands Analysis. That study shadow-platted existing residential lots and identified lots that have additional development capacity at considerable detail. That capacity is reflected in the residential capacity estimates presented in the Buildable Lands Analysis.

An accessory dwelling unit (ADU) ordinance would allow additional dwelling units on lands that have already been classified as developed. While it is difficult to estimate the precise number of ADUs that would be developed over a 20-year period, the experience in other cities has been that a relatively modest number are permitted. Assuming that 10 dwelling units per year are approved, 200 ADU would be developed during the 20-year period. At a density of 10 dwelling units per gross acre, the ADU ordinance would save an estimated 20 gross acres during the 20-year period. A draft ADU ordinance is provided in the appendix to this report.

#### **MGMUP 2020 Remand:**

The City adopted zoning ordinance amendments to allow ADUs in all residential zones and on all residential properties as an accessory to a single, primary, and main dwelling unit.

## Create Neighborhood Activity Centers

### Description

A cornerstone of the City's urbanization plan is to allow for the implementation of Neighborhood Activity Centers in appropriate locations in order to create support for neighborhood scale commercial and transit supportive development, and broader range of housing opportunities. Under this concept, neighborhoods are each centered or organized around an activity center that would provide a range of land uses within walking distance of neighborhoods—preferably within a one-quarter mile area—including neighborhood-scaled retail, office, recreation, civic, school, day care, places of assembly, public parks and open spaces, and medical offices. Surrounding the activity center (or **focus area**) are **support areas**, which include the highest-density housing within the neighborhood, with housing densities progressively decreasing outward.



These activity centers would be selected due to their location, distribution, proximity to vacant buildable lands, ability to accommodate higher intensity and density development, and their context and ability to foster the development of a traditional, or complete, neighborhood. The selected Neighborhood Activity Centers should be equally spaced around the edge of the McMinnville urban area, with the downtown area serving as the geographic center or hub. These centers need to be located at major street intersections, but their service areas are that of a group of neighborhoods and generally provide services for a consumer market that may range from a one (1) to three (3) mile radius. The envisioned geographic area of these centers may range from forty (40) to eighty (80) acres in size. Commercial acreage within these centers may range from five (5) to fifteen (15) acres.

These Activity Centers include both the focus area (the commercial, institutional, and office core) and the surrounding support area (with high and medium-density residential). The support area is critical because it provides the concentrated population necessary to support both the focus area and possible future transit stops, and it serves as a buffer between the more intense uses of the focus area and the lower-density residential uses of the surrounding neighborhood. Furthermore, support areas provide context and community for higher density housing.

The purpose and function of the Neighborhood Activity Center is summarized below.

### **Focus Area**

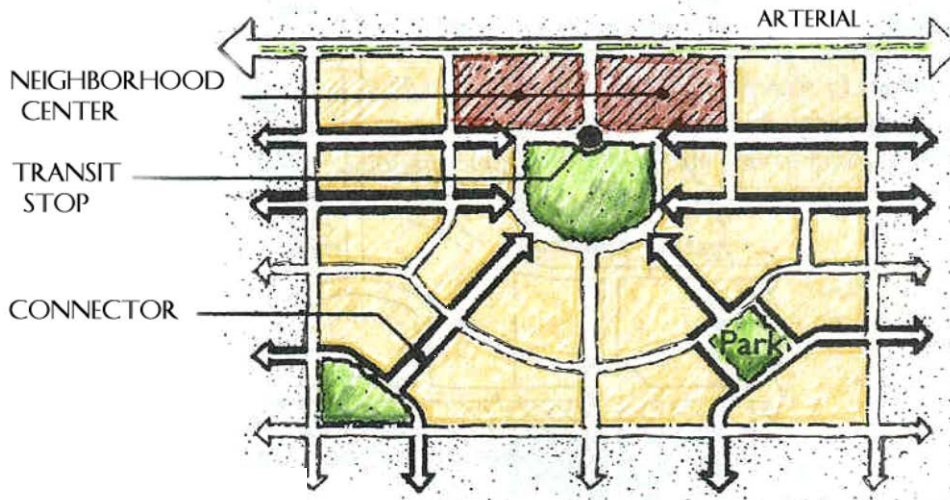
The focus area portion of a neighborhood activity center contains facilities vital to the day-to-day activity of the neighborhood. Thus, the central focus area might contain a food store or market, pharmacy or drug store, restaurants, pubs, cafes, coffee shops, , place of worship, daycare, limited office space, and park and plaza space. These diverse facilities are ideally located in close proximity to one another in the focus area, so that all the essential facilities for the neighborhood are located in one convenient location, accessible in a single stop.

### **Support Area**

The support area part of the neighborhood activity center, which surrounds the activity center's focus area, contains the neighborhood's highest-density housing. This design enables the highest concentration of population within the neighborhood to access the focus area via a short walk, thus reducing the number of automotive trips for daily shopping needs. This arrangement also provides a concentration of population sufficient to support future transit service(s), with a single transit stop serving the shops and services in the focus area and adjacent higher-density housing in the support area.

Ideally, neighborhood activity centers are located at the center of a neighborhood. However, in many cases it is difficult to achieve this central placement. In such cases, the neighborhood model may take on a slightly different arrangement, with the activity center moved to the periphery of, but still within, the neighborhood. This arrangement has a disadvantage, since half of the residents within the neighborhood must make longer trips to reach the activity center. However, moving the activity center to the periphery also provides advantages, as pass-by activity center traffic (visitors/customers to the activity center that do not live in the neighborhood) does not have to enter the neighborhood and merchants may be placed closer to arterial traffic. The graphic below generally illustrates a Neighborhood Activity Center concept that may occur on the periphery of a neighborhood.

**Figure 2**



### Impact of land use efficiency

A typical activity center will have between 40 and 80 acres. Activity centers have two components: focus areas and support areas. The focus area is where commercial, retail, and other primarily non-residential uses would occur. The support area is where the City would encourage higher density housing. Support areas will range from 30 to 50 acres, and could accommodate between 160 and 480 dwelling units at densities of between 8 and 20 dwelling units per gross residential acre. The majority of housing in support areas will be multifamily or higher density single-family housing types.

- Activity center focus areas should include a mix of land uses: commercial, office, institutional, mixed-use residential, and possibly high-density residential. The presence of a single usage type in an entire focus area (e.g., commercial), does not meet the criteria for an activity center.
- Each activity center should incorporate some amount of formal outdoor space for public use, such as a formal park or plaza, as focal points for public interaction.
- Different land uses or activities may be placed adjacent to one another, or on different floors of the same building. Such mixing of land uses encourages a compact and pedestrian-oriented center.
- An activity center has a support area consisting of medium and higher density housing.

**MGMUP 2020 Remand:**

The MGMUP 2020 Remand retains the Neighborhood Activity Center (NAC) concept as a means to provide the identified need for neighborhood commercial uses in locations that are suitable to provide services for surrounding residential uses, serve as nodes for the development of higher density residential uses, and better support the implementation of future transit expansion and service. Some amendments are included in the descriptions of NACs above to be consistent with the more specific descriptions of the characteristics of NACs in Chapter VII of the MGMUP, and also to align with residential densities of the zoning districts described in Chapter VII of the MGMUP.

The 2020 MGMUP does not identify specific locations for NACs, but the Framework Plan does identify potential locations where NACs could be developed based on land needs and land characteristics. Specific locations, sizes, and uses within NACs will be further defined through Area Planning and Master Planning processes and will respond to the land needs described in the MGMUP Housing Needs Analysis and Economic Opportunity Analysis, found in Appendix B of the MGMUP.

Comprehensive Plan Policies are proposed to describe NACs and allow for their application through the Area Planning and Master Planning processes. These Policies are proposed to be included in Chapter IX (Urbanization) of the McMinnville Comprehensive Plan. The specific Comprehensive Plan Policy amendments are identified in Appendix D of the MGMUP.

## **Protect Areas of Community Importance**

### **Description**

The City proposes to adopt policies that would define appropriate development densities on slope constrained land. The proposed modifications would limit application of the City's R-1 zoning district to slope constrained lands. The R-1 zoning designation presently has a minimum lot size of 9,000 square feet and covers approximately 435 acres.

### **Impact on land use efficiency**

The proposed changes would change the R-1 zoning to R-2 on 204 acres of land. The R-2 zoning designation has a minimum lot size of 7,000 square feet and an assumed density of 4.3 dwelling units per gross residential acre. The R-1 district has an assumed gross residential density of 3.5 dwelling units per gross residential acre. Thus, this measure will decrease residential land need by some 38 acres.

**MGMUP 2020 Remand:**

The rezone was enacted on April 24, 2007 (Ordinance No. 4868).

## Commercial Land Use

### Description

According to the McMinnville Downtown Association, there exist five buildings within the McMinnville downtown core that contain vacant, upper floor space. The gross floor area contained within these buildings totals approximately 26,700 square feet. Assuming past development trends and densities particular to the downtown area, some 61 dwelling units could be created within these buildings. This number of dwelling unit count assumes that all of these spaces could be constructed to meet current building and fire, life, safety codes. This is an aggressive assumption given the difficult, and expensive nature of converting upper floor spaces in older, historic buildings for uses other than those originally intended (most of these historically housed professional office uses).

Current City policy strongly encourages the use of these upper floor spaces for housing. Further information regarding the available upper floor space in downtown McMinnville is provided in the table below.

**Table 6. Potential downtown housing units**

<b>Building</b>	<b>Location</b>	<b>Available Floor Space (sq ft)</b>	<b>Potential Housing Units</b>
Schilling	250 NE 3rd	1,900	2
Johnson		3,000	4
Jamison		1,800	2
Yamhill Hotel	502 NE 3rd	10,000	40
Penney's	448 NE 3rd	10,000	13
<b>Totals:</b>			<b>61</b>

Notes:

1. Units in Yamhill Hotel assume development of "single room occupancy" units, thus the higher unit count.
2. The available floor space within the Yamhill Hotel is on two floors, with 5,000 square feet on each.
3. This information was provided by Patti Webb, Executive Director for the McMinnville Downtown Association, on November 26, 2002.
4. This analysis assumes that applicable building and fire, life, safety codes can be satisfied to make their redevelopment and use for housing possible. This has not always proven to be the case in McMinnville, or in other parts of the country when dealing with older, historic properties.

The City will allow use of financial incentives, such as the vertical housing credit, in the downtown area.

### Impact of land use efficiency

Development of upper floor housing will serve to increase density, create mixed land uses, and enhance the vitality of downtown McMinnville. As noted previously, provided building code concerns can be satisfied, there exists the potential for an additional 61 housing units within the available upper floor space in downtown McMinnville.

**MGMUP 2020 Remand:**

The C-3 zone still allows for multiple family dwelling units as a permitted use. Residential density still may be exceeded through the Conditional Use process in the downtown city center area. The City also amended the C-3 zone in 2018 to more specifically allow upper story and accessory residential uses in commercial buildings.

## **Industrial Land Use**

### **Description**

In recognition of the City's finding that there appears to exist a slight "surplus" of industrial land, the City has conducted an exhaustive review of each parcel planned and zoned for industrial use to determine whether it could be rezoned to provide land for other needed uses. As a result of this inventory, the results of which are provided in the table below, the City finds that there are seven parcels that could be re-designated from industrial to commercial or residential use. These parcels are further described in Appendix F, Attachment 1.

The re-designation of these seven parcels will provide an additional 0.5 acres of commercial land and 11.2 acres of residential land within the current McMinnville urban growth boundary.

Also, though it may be viewed as an existing measure, the City's industrial zones allow a limited range of service and professional related commercial uses. As such, the City assumes that 10 percent of its future commercial land need, or approximately 11.7 acres, will locate on land planned and zoned for industrial use.

### **Impact of land use efficiency**

These policies will reduce the need for commercial land by 11.7 acres, and residential land by 11.2 acres. It has the added benefit of providing commercial services closer to employment centers and potentially decreasing automobile trips.

**MGMUP 2020 Remand:**

Parcels have been rezoned.

Please see Technical Memorandum #13 of Attachment 2 to Appendix D of the MGMUP for a table of rezoning that has occurred since the development of this Plan.

## **Establish exclusive Multifamily Residential (R-5) zone**

### **Description**

The City proposes to create a new exclusive multifamily residential zone. The policy would be implemented as follows (a draft ordinance is provided in Appendix E):

- The R-4 zone would continue to allow multifamily use subject to specific locational criteria;
- The comprehensive plan would be amended to apply the R-5 zone within designated activity centers and along arterial or major collector streets.
- Detached single-family residences and manufactured homes would be prohibited.
- A minimum average density of 15 units per net buildable acre (which equates to 2,420 square feet per multi-family unit) is proposed.

An analysis of building permits issued between 1988 and 2000 presented in the *McMinnville Residential Land Study* showed that 21% of all housing permitted during that period were multifamily housing types. Moreover, nearly half of the multifamily housing located in the R-2 zone.

The *McMinnville Residential Land Needs Analysis* concluded that McMinnville's housing need is for 25% multifamily housing (tri-plex and larger); a land need of approximately 112 gross residential acres. Establishing an exclusive multifamily zone would ensure that enough land would be available to build needed multifamily housing over the next 20 years. According to the *McMinnville Residential Land Needs Analysis*, the City had about 34 acres of vacant land in the R-4 zone. The actual amount of land available in the R-4 zone for multi-family housing is less than the 34 acres reported in the *McMinnville Residential Land Study* as many of these R-4 acres are the Creekside at Cozine Woods single-family lots currently under development.

The City proposes to add a new multifamily plan designation (R-5) zone that would prohibit single-family dwellings. The City proposes to designate/zone an additional 72 acres of residential land for multifamily housing in the R-5 zone to meet the identified need. All R-5 lands will be located in neighborhood activity centers. Additionally, the City proposes to provide up to 40 acres of land available for multifamily uses in the R-4 zone.

### **Impact on land use efficiency**

This measure will allow the City to achieve its identified multifamily housing mix of 25%. Of equal importance, it will also preserve lands most appropriate for multi-family housing by not permitting their use for lower density residential development. This step would also assist the City in realizing higher densities within its multi-family zoned lands. On the other hand, it may remove some flexibility currently enjoyed through the planned development process that has allowed the R-2 zone to effectively develop at 105 percent of its designed limit.

**MGMUP 2020 Remand:**

The MGMUP 2020 Remand retains the R-5 zone as a means of helping to provide the 1,685 apartment housing units identified in the Housing Needs Analysis (Table 3 of this Plan and Table 8 of Appendix B). However in order to meet the City's housing policies of integrated neighborhoods and encouraging a dispersal of high density residential housing throughout the community, the MGMUP 2020 Remand update amends the statement that the R5 zone will only occur in the Neighborhood Activity Centers. Per proposed Comprehensive Plan policy 71.12, if there are other appropriate locations identified for the R5 zone both within the existing city limits and within the UGB during the Area Planning process, the R5 zone should be utilized.

This remand update will maintain the same 36 acres of R5 zoned land need within the UGB expansion area as originally proposed in the 2003 Plan (Table 11 of Appendix B and Table 71 of the Findings Document) based on the analysis identified in Technical Memorandum #17B, that identifies 900 apartment units that were built within the existing city limits after the adoption of the 2003 Plan, meeting the need for half of the overall apartment unit housing identified in the adopted Housing Needs Analysis, leaving only half of that overall need that still remains to be developed.

Originally the City proposed to rezone 72 acres of land to the R5 zone, 36 acres within the existing UGB as part of two planned Neighborhood Activity Centers (Grandhaven and the Northwest) and 36 acres in two planned Neighborhood Activity Centers in the UGB expansion area, as a means of achieving the stated apartment unit housing need in the Housing Needs Analysis. The only housing type that the R5 zone allows is multifamily dwellings. However, in McMinnville, the R4 zone also allows multifamily development and when the Grandhaven Neighborhood Activity Center and the Northwest Neighborhood Activity Center did not move forward following the Petitioners successful appeal to the Court of Appeals, the City rezoned land to the R4 zone to work towards meeting the city's apartment unit housing need within the existing UGB. This land-use measure was successful in generating 900 apartment units, (53% of the overall need). While the R-5 rezone did not occur, the housing type that the R5 zone is meant to realize, apartment units, (which is the only housing type allowed in the R5 zone) did develop per the locational policies of high density residential development in Comprehensive Plan policy #71.09. In effect, the planned R-5 housing was achieved through other land use actions.

See Technical Memorandum #17B of Attachment 2 to Appendix C of the MGMUP.

The 2020 MGMUP Remand does not identify specific locations in the expansion areas for the R-5 zone to be applied, but the Framework Plan does identify potential locations where higher density residential R-5 zoning could be implemented based on potential locations for Neighborhood Activity Centers, along with other land uses that are envisioned for these districts. Specific locations, sizes, and uses within the NACs, including R-5 zoned areas, will be further defined through Area Planning and Master Planning processes.

Comprehensive Plan Policies are proposed to describe the R-5 zone, how it should be developed and where it should be located. These Policies are proposed to be included in Chapter IX (Urbanization) of the McMinnville Comprehensive Plan. The specific Comprehensive Plan amendments are identified in Appendix D of the MGMUP.

# Transit Corridor Enhancement Policy

## Description

Since 1982, McMinnville's comprehensive plan has limited residential development within west McMinnville to a density no greater than six dwelling units per acre. This policy was adopted in response to the design capacity of the sanitary sewer trunk line constructed in 1981 to serve this part of the city. At the time of this policy's adoption, the then City Council noted that:

"The maximum density of six units per acre for the service area of the sewer trunk cannot be exceeded on an overall average and, in addition, the density in any one area may be limited because a density concentration greater than the maximum design of the line may result in a peak loading effect and, therefore, limit the line's capacity by overloading it locally and causing sewer backups."<sup>11</sup>

Residential development that has occurred in west McMinnville since the adoption of this ordinance has not exceeded this density. It is important to note that, even with this limitation, multi-family housing development has and continues to occur in this area. This is accomplished through use of the previously described Planned Development (PD) process and the City's use of density transfer and density averaging. The City recognizes that because development has not exceeded this maximum density limit, there exists some additional density capacity ("underbuild") in west McMinnville. As such, it is recommended that this "density capacity" be used to facilitate and promote higher density housing along potential transit corridors in west McMinnville.<sup>12</sup> More specifically, the City proposes to adopt policies that encourage higher density residential development within five hundred feet of an identified potential transit route (1,000 foot wide corridor). Such opportunities are identified as shown in Figure 3. In addition, the City proposes to take action to legislatively rezone certain vacant parcels that now exist within this corridor. In general, this policy should seek to realize an average density of ten (10) dwelling units per acre within the transit corridors. Care should be taken, however, in the design and scale of these developments so as to not overburden any particular neighborhood with traffic, noise, and other negative impacts associated with such housing.

If the City adopted such policies and rezone actions, approximately 90 additional dwelling units (assuming gross density of 10 dwelling units per acre) could be accommodated within the current McMinnville urban growth boundary. A listing of the specific parcels that are proposed for rezoning, and map showing their location is provided in Table 7.

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<sup>11</sup> Excerpt from "Policy Statement Re: West Second Sewer Line Extended to Hill Road," dated January 19, 1979.

<sup>12</sup> This additional capacity would also be used to facilitate the implementation of Activity Centers in west McMinnville, as described elsewhere in this plan. The transit corridor policy would apply to those portions of the corridor located outside of the defined Activity Centers, not only in west McMinnville, but wherever such transit routes are planned.



TRANSIT CORRIDOR BUILDABLE LANDS MAP - FIGURE 3

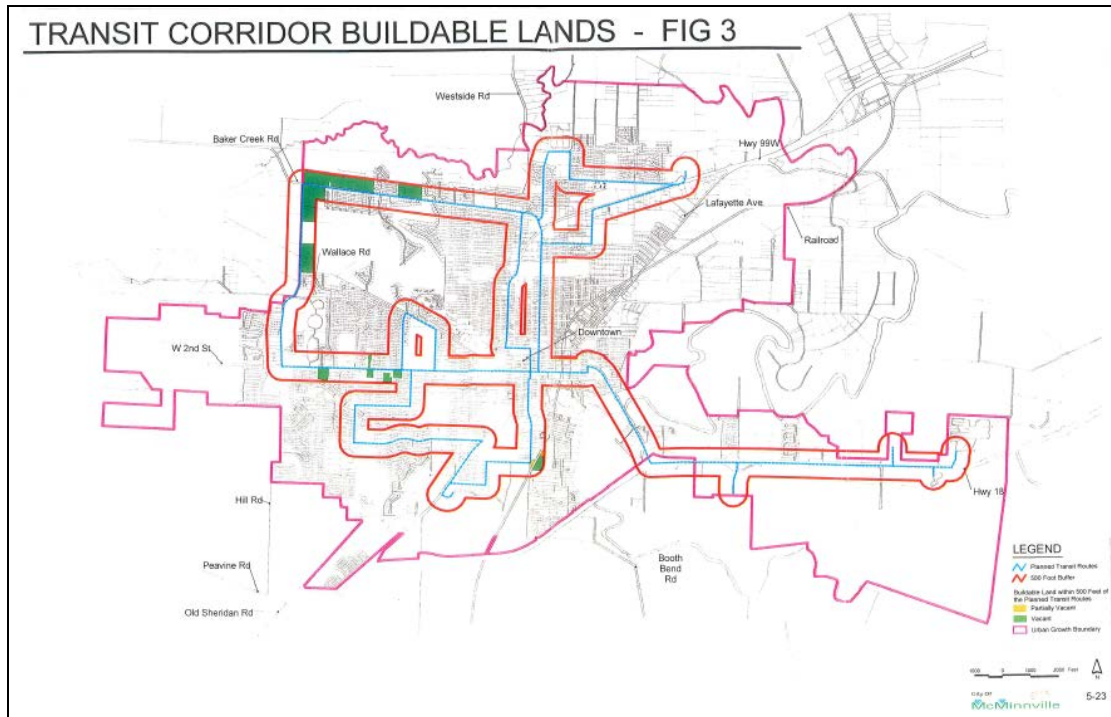


Table 7. Summary of proposed transit corridor parcel rezonings

Tax Lot No.	Gross Acres	Gross Vacant Buildable Acres	Existing Zone	Historic Density	DU's at historic density	Potential Density	DU's at Proposed Density	Increased DU's	Property Owner
R4417 01200	6.3	6.30	R-1	3.5	22	10	63	41	Hunt Compton
R4417 01201	1.56	0.95	R-1	3.5	3	10	9	6	William Woodard
R4419AD00100	0.83	0.83	R-3	5.4	4	10	8	4	Richard Donahoo
R4420CB00301	1.59	1.59	C-3PD	0	0	10	15	15	Elton Thayer
R4420CB01200	3.2	2.40	R-2	4.3	10	10	24	14	Velton Bynum
R4420CB01400	1.7	1.70	R-2	4.3	7	10	17	10	Steven Firestone
<b>TOTALS:</b>	<b>15.18</b>	<b>13.77</b>			<b>46</b>		<b>136</b>	<b>90</b>	
<b>Adjustment to Commercial Buildable Land Supply:</b>					<b>(1.59)</b>				

**MGMUP 2020 Remand:**

The City of McMinnville evaluated all of the parcel rezones and developments in the identified transit corridors that have occurred since the Plan has been developed.

The amount of higher density residential development that has occurred in the transit corridors has exceeded the forecast first identified in the MGMUP. This land use efficiency surplus has been able to backfill the lack of productivity for other land-use efficiencies that were not able to move forward due to the MGMUP remand by the Court of Appeals.

See Technical Memorandum #13 of Attachment 2 to Appendix D of the MGMUP for Table of Rezones and development efficiency that has been achieved.

## **Summary of existing and proposed efficiency measures**

The DLCD Residential Lands Workbook and ORS 197.296 identify a number of potential efficiency measures that can help cities meet Goal 2, 10, and 14 requirements. Table 8 summarizes measures described in the Residential Lands Workbook, in ORS 197.296 (7), as well as additional measures considered by McMinnville in its policy review.

The City plans to implement the above listed measures in order to realize increases in its residential density (from 5.9 to 7.2 dwelling units per net acre), shifts in housing mix (increase in multi-family residential housing; decrease in single-family detached housing), and decreases in the amount of land needed to accommodate future residents. The table shows that McMinnville either has in place, or proposes to adopt new policies, that address all of the policies identified state statute and the Planning for Residential Needs workbook.

**Table 8. Summary of existing and proposed land use efficiency measures**

	Existing Measures								Proposed Measures							
	Planned Development Process	Infill Flexibility	Narrow Street Standards	Westside Bike/Ped Corridor	Historic Downtown	Mixed Res / Commercial	Street Connectivity	Public Transit Plan	Interim Dev Standards	Amend plan / zone designations	Encourage infill & redev	Create Neighborhood Activity Centers	Protect areas of importance	Upper floor housing	Industrial land modifications	Establish exclusive multi-family zone (R-5)
<b>Measures described in ORS 197.296</b>																
1. Increase in the permitted density on existing residential land	✓										✓					✓
2. Financial incentives for higher density housing													✓			
3. Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer	✓				✓						✓		✓			✓
4. Removal or easing of approval standards or procedures	✓	✓														✓
5. Minimum density ranges											✓				✓	
6. Redevelopment and infill strategies	✓	✓			✓					✓			✓			✓
7. Authorization of housing types not previously allowed by the plan or regulations										✓						
8. Adoption of an average residential density standard																
9. Rezoning or redesignation of nonresidential land									✓					✓		
<b>Measures described in HB 2709 Workbook</b>																
10. Apply appropriate plan and zone designations					✓	✓		✓	✓		✓	✓		✓	✓	✓
11. Remove/revise ineffective regulations			✓		✓	✓	✓	✓						✓	✓	✓
12. Revise or develop design standards and/or require master plans or specific development plans					✓						✓					
13. Provide research, education and up-front services					✓								✓			
14. Streamline the permitting and development process	✓															
15. Increase efficiency with which public infrastructure is provided	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓			✓	✓	✓
16. Adjust fees and taxes; provide other financial incentives					✓								✓			
17. Assemble and dedicate land											✓					
18. Require that certain housing types and densities be planned and built	✓					✓					✓	✓			✓	✓
19. Adopt interim development standards	✓								✓		✓					
<b>Additional measures</b>																
20. Allow accessory dwelling units										✓	✓					
21. Provide multifamily housing tax credits																
22. Allow density bonuses/TDR	✓										✓					
23. Decrease minimum lot sizes	✓										✓					
24. Implement minimum density requirement	✓										✓					
25. Allow small lots (<5000 sf)	✓										✓					
26. Create exclusive multifamily zone											✓				✓	

The intent of the proposed efficiency measures is to (1) meet identified housing needs, (2) increase land use efficiency by increasing overall residential density, and (3) maintain a livable urban environment. The impact of the proposed measures is not cumulative. In other words, the impact of each measure cannot simply be added together to arrive at a net land savings. When taken together, the measures affecting residential lands will serve to increase the capacity of lands within the current urban growth boundary, as well as increase the likelihood that densities of new residential development will increase from 4.7 to 5.7 dwelling units per gross residential acre.

As a result of applying the measures described in this chapter, total land need decreases from 1,125 gross buildable acres in the revised analysis to 900 gross buildable acres, a reduction of 225 acres.

**MGMUP 2020 Remand:**

Per Technical Memorandum #13, the forecasted land-use efficiencies are being achieved in the planning horizon, maintaining the opportunity to reduce the overall residential land need in an expansion area by 225 acres. This has happened despite the inability to implement the proposed Grandhaven and Northwest Area Neighborhood Activity Centers.

Per the amended Appendix B, 81 gross buildable acres of residential land need was added to the city's residential land deficit due to the 2008 Chegwyn Farms Conservation Easement, resulting in overall land need of 1,209 gross buildable acres. Please see Appendix B, Table 20 below as amended to reflect the additional 81 acres of residential land need. As a result of applying the measures described in this chapter, total land need decreased from 1,209 gross buildable acres to 984 gross buildable acres in the revised land need analysis, a reduction of 225 acres.

**Appendix B, Revised Table 20, Comparison of land supply and demand, McMinnville UGB, 2003-2023**

<b>Plan Designation</b>	<b>Land Need (2003-2023)</b>	<b>Gross Buildable Acres (Jan 2003)</b>	<b>Deficit (Surplus)</b>
Residential <sup>a</sup>	1538.40	880.50	1103.00
Commercial	219.10	102.4	106.0
Industrial	269.70	12.8	(46)
<b>Total Buildable Land</b>	<b>2,027.20</b>	<b>1,312.90</b>	<b>1,209.00</b>

## **VI. ALTERNATIVE SITE ANALYSIS AND RECOMMENDED UGB EXPANSION:**

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*Original 2003 Plan Language . . . .*

### **Purpose of Alternative Site Analysis**

Statewide planning Goals 9, 10 and 14 all require cities to provide a 20-year supply of buildable land within urban growth boundaries (UGBs). The process and criteria for justifying an expansion of an existing urban growth boundary are found in several State planning laws and goals. Most important to this process are those found in Oregon Revised Statute 197.298 (Priority of land to be included within urban growth boundary), Goal 2 (Exceptions process), and Goal 14 (Urbanization). The purpose of this study is to provide the background data, analysis, and summary findings necessary to satisfy these laws and goals particular to a recommended new urban growth boundary for McMinnville.

### **Setting**

Geographically, McMinnville's urban edge is clearly defined by the rivers and creeks that encircle it to the north, east, and southeast. Hillsides and steeply sloped lands give visual definition to much of the remaining western edge, and an expressway, Oregon Highway 18, provides similar definition in the southwest. These natural and man-made features lend much to the city's present form and "sense of place." They also serve to restrict and push development inward, and to buffer urban development from the surrounding farmlands.

In order to achieve compact urban form, outward expansion of the urban growth boundary—and associated development—must be limited through effective growth management policies and with sensitivity to these existing patterns and natural features. At the same time, these policies should—and would—be supplemented by strategies to increase housing densities and encourage infill. These strategies must also be coupled with a strategy for containing the further linear expansion of commercial development along the city's major transportation corridors. Finally, these strategies, and the land on which future urban development is to be directed, should be appropriate for creating walkable, compact neighborhoods.

Compactness does not, however, mean or imply static population growth for the community as a whole. Within the short term, McMinnville can physically accommodate some additional growth in housing and jobs. Yet, in order to assure that population and employment growth does not translate to a reduction in the perceived quality of life, McMinnville must grow with care, with respect to its past and "sense of place," and with efficiency. Compactness implies directing growth toward those locations where it is desirable, where it is in the public interest to grow, and where options conducive to implementation of future growth policies and objectives can be realized.

Compact form is relevant to the overall development pattern. It does not imply the intrusion of high-density development into established neighborhoods, crowding, or high-rise development of a scale more appropriate to larger cities. Compact form is not to be achieved at the expense of open space, environmental protection, and other policies.

### **MGMUP 2020 Remand:**

The basis of the Court of Appeals remand to the City of McMinnville was that the City had not conducted its alternatives site analysis per the appropriate application of Goal 2, Goal 14 and ORS 197.298. The remainder of this section of the Plan has been replaced with the following synopsis of the alternatives analysis that is outlined in detail in Appendix C, Alternatives Analysis – Urbanization Report.

## **Process of Evaluation**

### **INTRODUCTION TO METHODOLOGY**

In examining the Oregon statutes, regulations, and COA decision, the process for evaluating the specific study areas consists of three (3) steps, which are as follows:

Step 1 identifies the study area's soil composition and other study area details pursuant to ORS 197.298 and Goal 14, Factor 6.

Step 2 reviews the adequacy of the study area and is divided into two (2) subparts. Subpart 2(a) is an adequacy review of the study area pursuant to ORS 197.298(1), Goal 2 and Goal 14, Factor 5, and Goal 14, Factor 7. Subpart 2(b) is an adequacy review of the study area pursuant to ORS 197.298(3).

Step 3 reviews the study area through the lens of the locational factors of Goal 14 (Factors 3 through 7).

### **LAND NEED**

#### **Residential Land Need**

#### **Calculating Land Need with One Residential Comprehensive Plan Map Designation.**

The City of McMinnville has one Residential Land Comprehensive Plan Map Designation and four residential zone classifications (R1, R2, R3 and R4). This is deliberate as the City of McMinnville has a Comprehensive Plan policy and long tradition of encouraging the integration of different housing types throughout its neighborhoods through a planned development land-use process. The MGMUP proposes adding a fifth residential zone classification as an exclusive high-density residential zone to help achieve the city's affordable housing need.

Since the City of McMinnville does not have a Parks Zone, Public Facilities Zone, or School Zone, all parks and schools are also located in the city's residential zones.

With only one Residential Comprehensive Plan Map Designation, the residential land need calculated for this proposed MGMUP UGB amendment is focused on a gross targeted residential units/acre for the city's housing need in the planning horizon plus the gross buildable acres needed for parks, schools, churches and other public amenities. The proposed target of 5.7 dwelling units/gross buildable acre captures the city's need for different types of housing products and different types of densities in the five different zoning classifications as identified by the Residential Land Needs Analysis in the MGMUP Appendix B, within one residential comprehensive plan designation.

**Total Additional Residential Acres Needed in an Expanded McMinnville UGB, 2003-2023 per the MGMUP.**

As such the total residential land need identified for outside of the UGB in the MGMUP was:

**Table 9: Total additional residential acres needed in the McMinnville UGB, 2003-2023**

<b>Category of Land Need</b>	<b>Needed Gross Buildable Acres</b>
<b>New Housing</b>	<b>536.90</b>
<b>Group Quarters</b>	<b>13.30</b>
<b>Parks</b>	<b>314.00</b>
<b>Schools</b>	<b>96.00</b>
<b>Private Schools</b>	<b>1.50</b>
<b>Religious</b>	<b>47.60</b>
<b>Government</b>	<b>0.90</b>
<b>Semi-Public Services</b>	<b>22.50</b>
<b>Infrastructure</b>	<b>2.60</b>
<b>Total</b>	<b>1,035.30</b>

**Total Additional Residential Acres Needed in an Expanded McMinnville UGB, 2003-2023 per the MGMUP with the Application of Land-Use Efficiencies.**

The City of McMinnville then determined through land-use efficiencies within the city's existing UGB that it could reduce the need outside the UGB by 225 acres for new housing, and that the Group Quarters would be absorbed within the existing UGB as well.

Additionally the City determined that 60 acres could be removed from the park land need due to the 59.89 acres of park land that the city has in the county as part of the Joe Dancer community park.

**Table 10: Total additional residential acres needed in the McMinnville UGB, 2003-2023 after land-use efficiencies are applied.**

<b>Category of Land Need</b>	<b>Needed Gross Buildable Acres</b>
<b>New Housing</b>	<b>311.90</b>
<b>Parks</b>	<b>254.00</b>
<b>Schools</b>	<b>96.00</b>
<b>Private Schools</b>	<b>1.50</b>
<b>Religious</b>	<b>47.60</b>
<b>Government</b>	<b>0.90</b>
<b>Semi-Public Services</b>	<b>22.50</b>
<b>Infrastructure</b>	<b>2.60</b>
<b>Total</b>	<b>737.00</b>

**Translating the Residential Acres Needed Into a Comprehensive Plan Designation of Need.**

Since the City of McMinnville only has one residential comprehensive plan map designation that includes all land needed for housing, parks, schools and other public amenities, the final residential land need is described within the terms of the comprehensive plan designation.

**Table 11: Total residential acres needed in the McMinnville UGB, 2003-2023, per the Residential Comprehensive Plan Designation.**

<b>Category of Land Need</b>	<b>Gross Buildable Acres</b>
<b>Residential</b>	<b>737.00</b>
<b>Total</b>	<b>737.00</b>

**Effect of the Chegwyn Farm Conservation Easement on the Residential Land Need.**

On April 4, 2008, Percy Charles Chegwyn granted and conveyed a conservation easement in perpetuity to Yamhill Soil and Water Conservation District, over a 170 acre property (commonly known as the Chegwyn Farm) to protect the property from development encroachment by prohibiting the legal or defacto subdivision of the property, with no more than two residences on the entire property remaining where they currently exist, and any new buildings would be prohibited unless they are needed for ongoing agricultural activities. Commercial activity is also expressly prohibited. Creation or expansion of rights-of-way including driveways, roads and utility lines is prohibited. Excavation of soil is prohibited. This conservation easement was recorded on April 15, 2008, Yamhill County Records, 200806532, and is provided as part of Attachment 53, Chewgwyn Farm Conservation Easement. 81 acres of the 170 acres encumbered in the conservation easement are within the city limits of the City of McMinnville and were considered buildable residential land in the MGMUP buildable lands inventory in Appendix B. This 81 acres was part of the planned Grandhaven Neighborhood Activity Center designed to achieve 5.7 residential dwelling units/acre in a mixed-use setting with parks and other amenities. Due to the loss of the 81 acres with the same targeted residential dwelling units/acre as the targeted residential dwelling units/acre in the expansion land, the 81 acres is added to the needed gross buildable acres in the residential comprehensive plan designation. Thus, the gross buildable acres needed for residential development must be increased from 737 acres to 818 acres, as reflected in Table 12 below.

**Table 12: Total residential acres needed in the McMinnville UGB, 2003-2023, per the Residential Comprehensive Plan Designation with the Chegwyn Farms amendment.**

<b>Category of Land Need</b>	<b>Gross Buildable Acres</b>
<b>Residential</b>	<b>818.00</b>
<b>Total</b>	<b>818.00</b>



**Total Residential Acres Needed in the McMinnville UGB, After the Partial Approval in 2004 (Phase I)**

In 2004, the City of McMinnville was allowed to amend its UGB by 259 residential acres. This left a remaining need of 559.10 acres after the Chegwyn Farms Conservation Easement amendment is applied.

**Table 13: Total residential acres needed in the McMinnville UGB, 2003-2023, per the Residential Comprehensive Plan Designation with the Chegwyn Farms amendment after the 2004 partial approval (Phase I).**

<b>Category of Land Need</b>	<b>Gross Buildable Acres</b>
<b>Residential</b>	<b>559.00</b>
<b>Total</b>	<b>559.00</b>

**EMPLOYMENT LAND NEED**

**Calculating Employment Land Need for Commercial and Industrial Comprehensive Plan Designations**

Per the adopted Economic Opportunities Analysis in Appendix B to the MGMUP, the total acres needed for commercial and industrial land comprehensive land designations is 106.0 acres of commercial comprehensive plan land. The Economic Opportunity Analysis identified a surplus of 46.0 acres of industrial land for the planning horizon. However, to support the City's economic development strategies in the McMinnville Comprehensive Plan, the City of McMinnville is electing to maintain the 46.0 of industrial acreage surplus in this planning horizon.

The MGMUP and this Report calculate a land swap of rezoning 40 acres of existing industrial acreage within the City's existing UGB to commercial acreage and then adding two non-resource areas of expansion land to the UGB proposal to backfill the loss of acreage assumed with the rezone. These non-resource areas were deemed to not be suitable for residential or commercial uses, but were deemed suitable for industrial uses. So the proposed industrial to commercial rezoning within the existing UGB, and the inclusion of non-resource lands for the loss of industrial land allows the City to not have to expand into 40 acres of resource lands for commercial land needs.

**Table 14: Total employment acres needed in the McMinnville UGB, 2003-2023, per the Commercial and Industrial Comprehensive Plan Designations.**

<b>Category of Land Need</b>	<b>Gross Buildable Acres</b>
<b>Commercial</b>	<b>106.00</b>
<b>Industrial</b>	<b>(46.00)</b>

## Determination to Protect Surplus of Industrial Land Supply

The City Council has determined to maintain the surplus of industrial land supply in order to help achieve the city's economic development strategies as outlined in the City of McMinnville's economic development strategy and comprehensive plan policies.

### FINAL COMPREHENSIVE PLAN LAND NEED

**Table 15: Total acreage per comprehensive plan designation needed in McMinnville MGMUP UGB, 2003-2023**

Category of Land Need	Gross Buildable Acres
Residential	818.10
Commercial	106.00
Industrial	(46.00)
<b>TOTAL</b>	<b>924.10</b>

**Table 16: Total acreage per comprehensive plan designation needed in McMinnville MGMUP UGB, 2003-2023, after the partial approval of UGB land in 2004 (Phase I)**

Category of Land Need	Phase I Amendment - 2004 (Gross Buildable Acres)	Phase II Amendment Need (Gross Buildable Acres)
Residential	259.00	559.00
Commercial		106.00
Industrial <sup>1</sup>		(46.0)
<b>Total</b>	<b>259.00</b>	<b>665.00</b>

<sup>1</sup> The City of McMinnville will retain its surplus in Industrial Land to achieve its economic development strategy.

**Table 17: Total acreage per comprehensive plan designation needed in McMinnville MGMUP UGB, 2003-2023, Phase II**

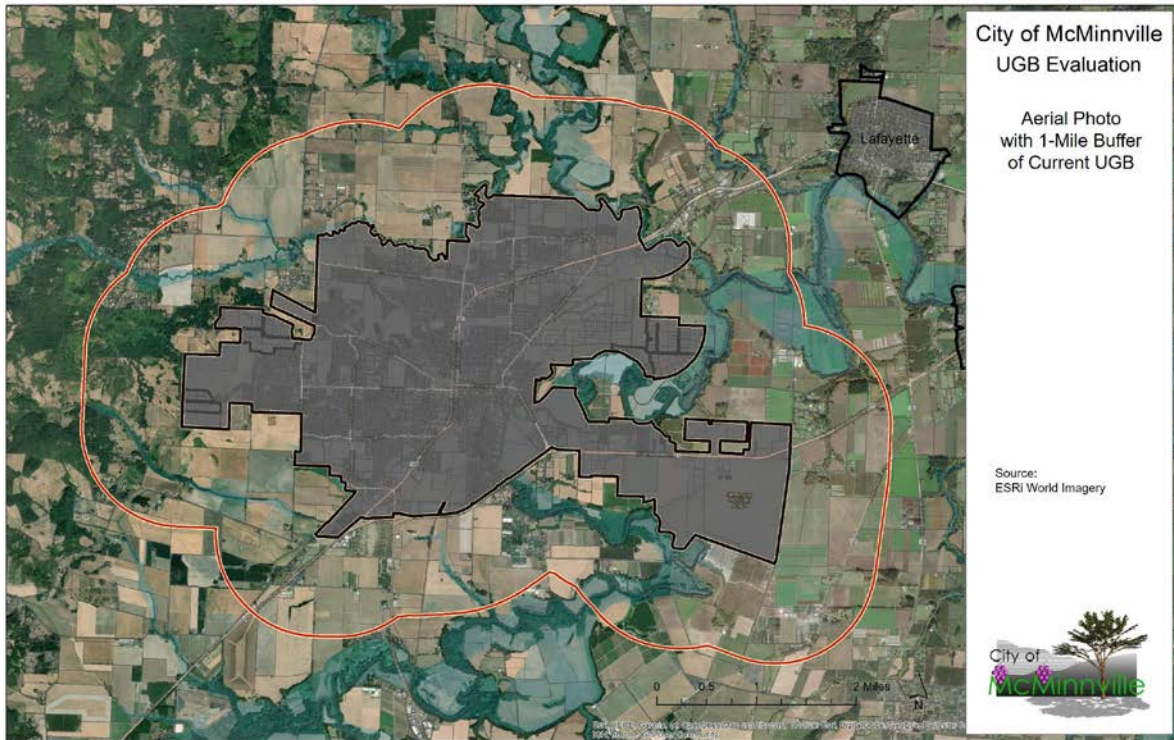
Category of Land Need	Needed Gross Buildable Acres
Residential	559.00
Commercial	106.00
Industrial <sup>1</sup>	(46.0)
<b>Total</b>	<b>665.00</b>

<sup>1</sup> The City of McMinnville will retain its surplus in Industrial Land to achieve its economic development strategy.

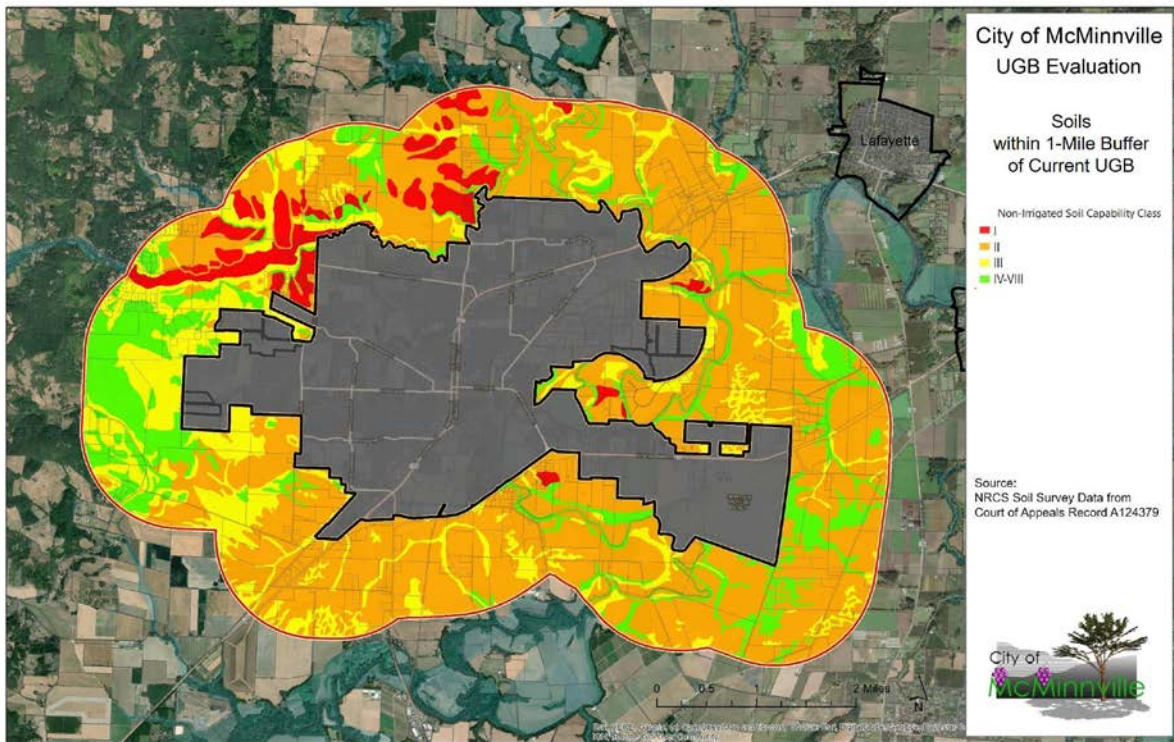
## ESTABLISH PRELIMINARY STUDY AREA

The McMinnville MGMUP used a preliminary expansion study area of one mile from the existing UGB. That same circumference is being retained for this analysis.

### Map 1: Map showing UGB Expansion Study Area Boundaries



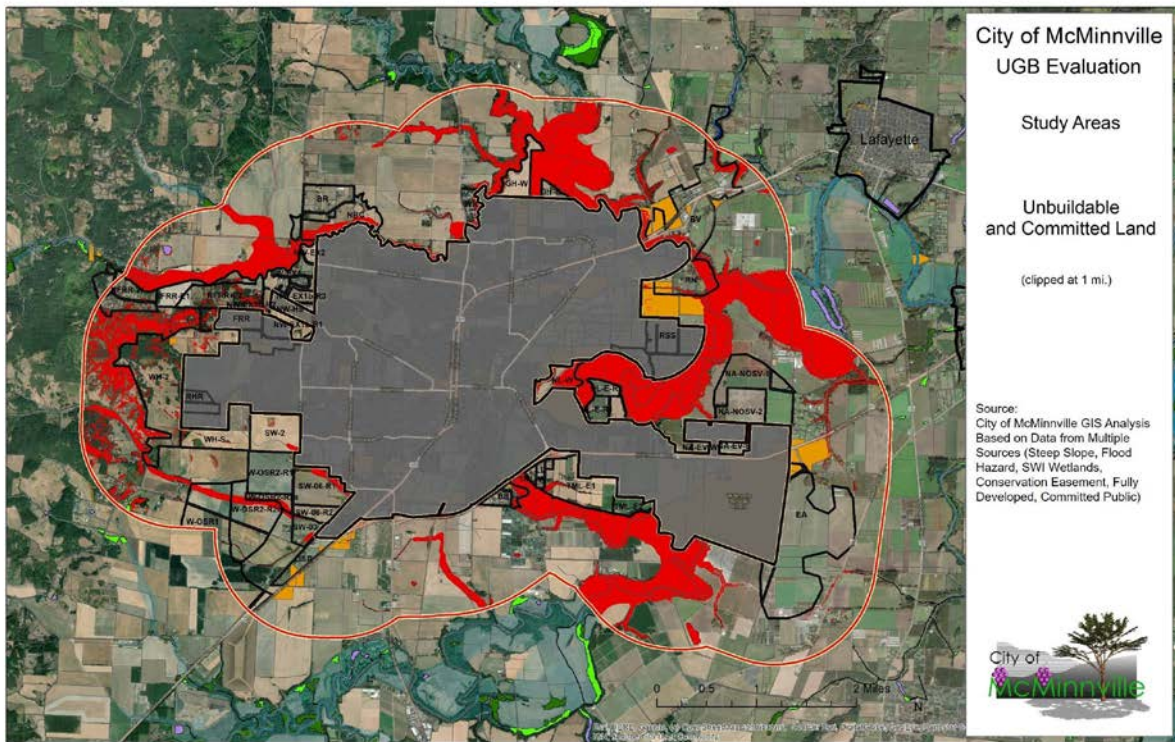
## **Map 2: Preliminary Study Area with Soil Classifications**



### **Establish Buildable Land Within the UGB Expansion Preliminary Study Areas**

As part of the alternatives analysis, the City needed to determine what was considered buildable land within the preliminary expansion study area. ORS 197.296(6)(a) requires cities to “amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs”. ORS 197.295(1) defines “buildable lands” as “Lands in urban and urbanizable areas that are suitable, available and necessary for residential uses.” OAR 660-008-0005(2) defines suitable and available lands by the process of excluding lands that is severely constrained by natural hazards under Goal 7; subject to natural protection measures under Goal 5; severely sloped (25% or greater slopes); within a floodplain; or to which public facilities cannot be provided. *(Please see Chapter 5.0 of Appendix C for more details).*

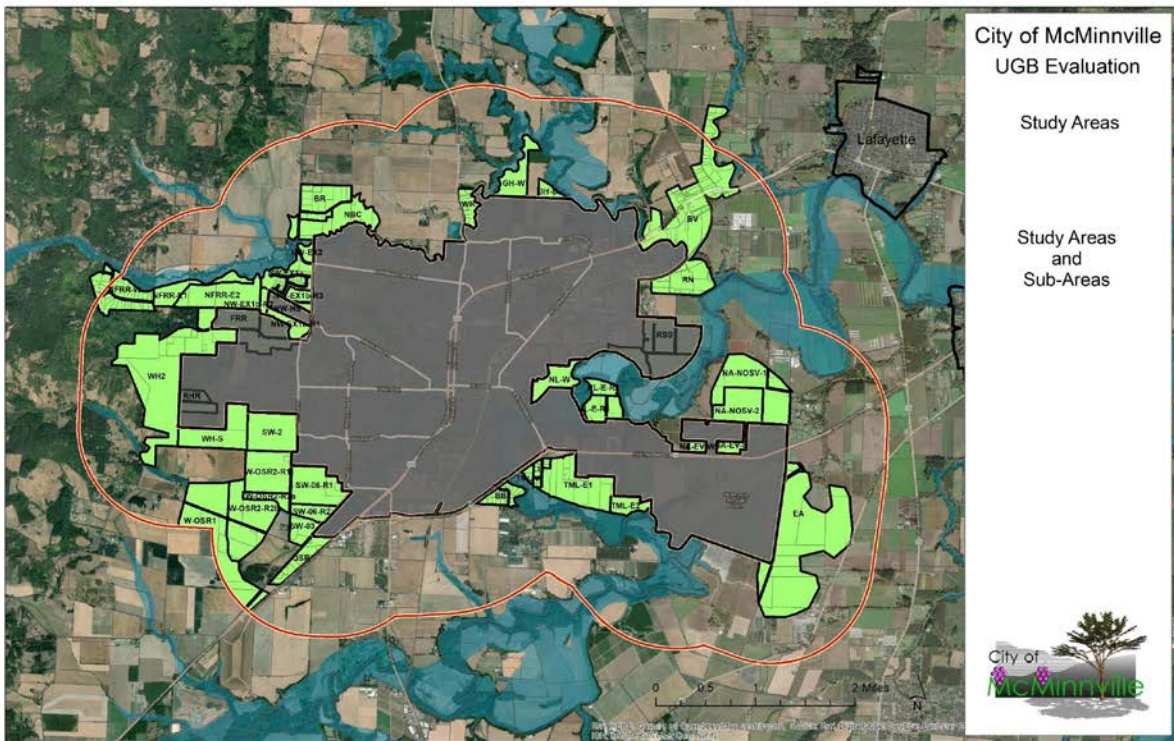
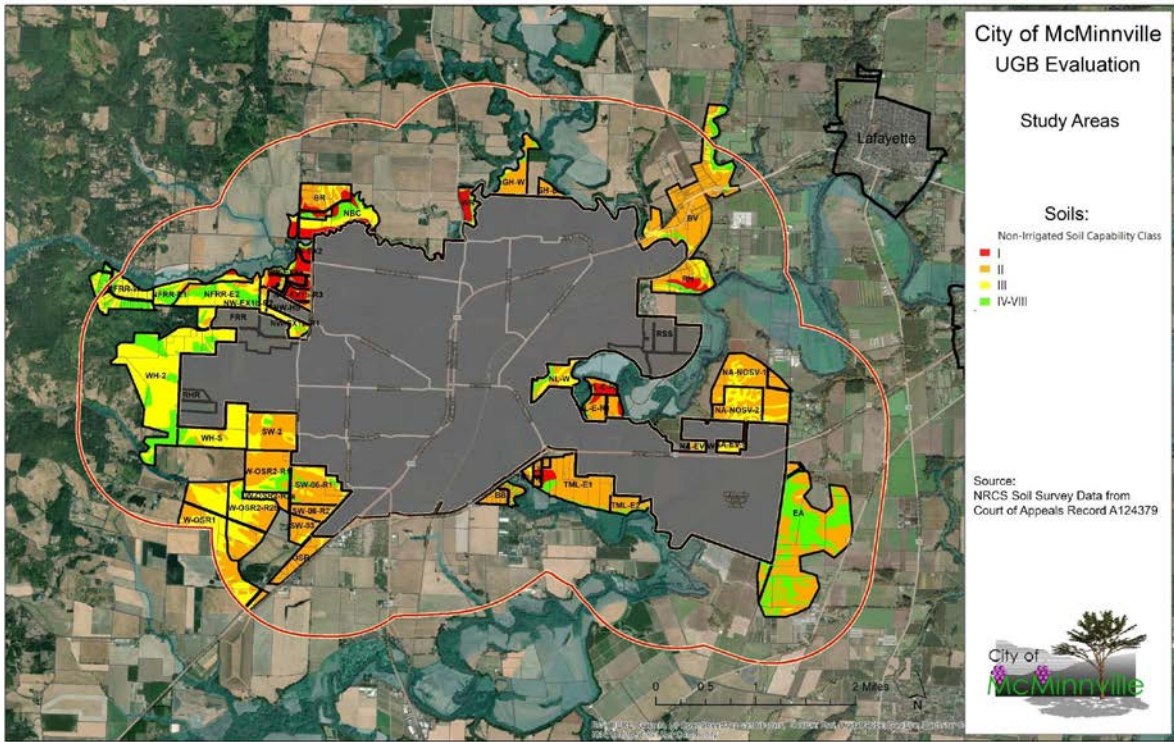
### **Map 3: Buildable Land**



### **Determine Primary Study Areas for Alternatives Analysis**

Once the final Preliminary Expansion Study Area with buildable land was determined, the City then identified primary study areas for further analysis. Primary study areas were identified based on adjacency to the UGB, priority sequencing of selection as determined by ORS 197.298(1), natural barriers such as waterways and steep ridges, man-made physical barriers such as Highway 18, arterials and collectors at the edge of the existing UGB, and development patterns. This resulted in a total of 31 primary study areas. *(Please see Chapter 6.0 of Appendix C for more details)*

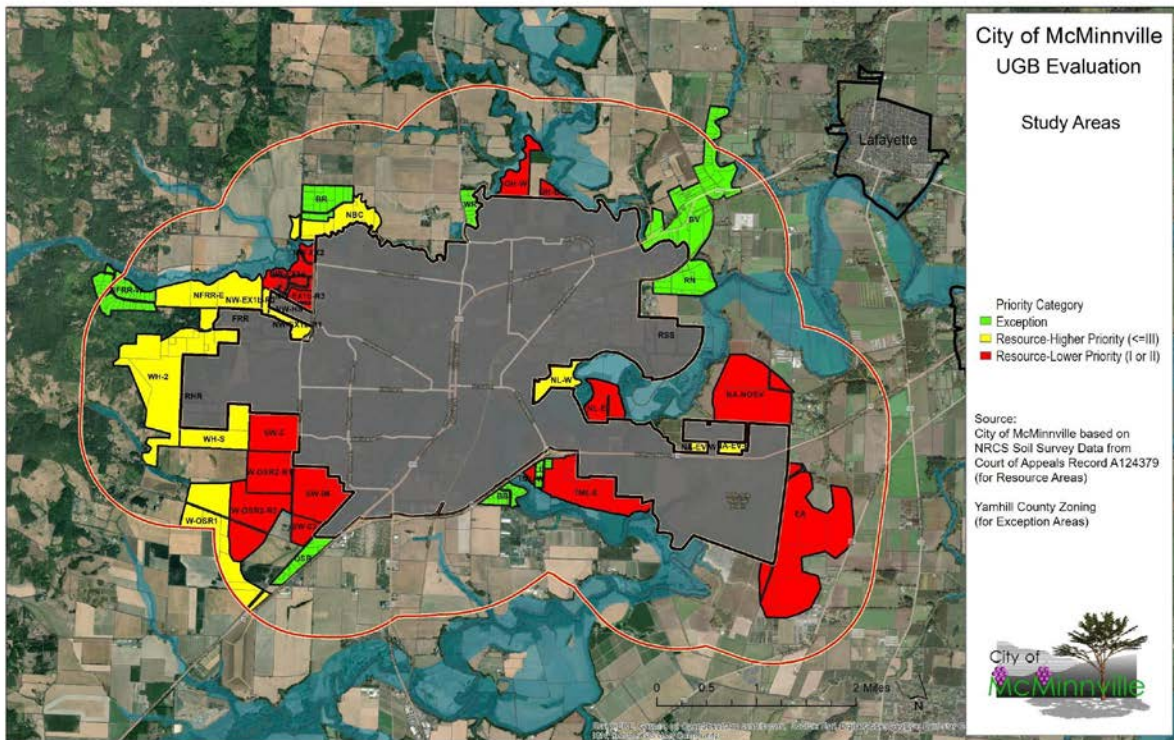
**Map 4 and 5: Primary Study Areas**



## Map Study Areas per Priority Sequencing in ORS 197,298(1)

After determining the 31 primary study areas, the City divided the study areas into the four different priority review categories established by ORS 197.298(1) for review and analysis. (Please see Chapter 6.0 of Appendix C for more details)

### Map 6: Priority Sequencing of Study Areas



### Develop Screening Criteria

The process to evaluate study areas for their suitability to be included in the UGB started with the development of screening criteria. The goal was to develop measures that reinforced the planning principles and that allowed the City to objectively assess the impact of urbanization of the land in a study area within the framework provided for each location factor.

Screening criteria were developed to help assess relative strengths and weaknesses of study areas within the framework of the consequences and compatibility considerations of Goal 2, Part II(c) to determine exceptions to land-use goals and the five locational factors in Goal 14.

A series of objective analytics were developed that allowed the City to compare the relative differences between study areas for meeting specific review guidance provided in ORS 197.298, and in Statewide Planning Goal 14 – Urbanization.

The screening criteria were based on quantitative and objective evaluation and analysis with acknowledged state data resources or data provided in requested studies by consultants. This criteria was applied to all study areas. The criteria were applied to each study area and a rating was assigned using a point scoring system.

The criteria were developed to provide a meaningful way to assess conditions in each study area and produce an objective way to compare impacts relative to each Location Factor. 19

screening criteria were developed with approximately 50 different analytic and data sets. The Alternative Analysis Screening Criteria Workbook in Attachment 1 to this Report provides all of the data points.

Ratings frequently involved calculating data points for a study area, such as its distance to an existing or planned transit route, or the number of acres in the area with slope conditions between 10 and 24%. These numeric values were then converted to a rating of 1 for poor, 2 for moderate, and 3 for good. Other measures involved more subjective interpretation of conditions in the study area. These also were converted to a numeric rating by the reviewer.

Technical Memorandums explain how the criteria were developed and evaluated in detail. The Technical Memorandums are provided in Attachment 2 to this Report. Any commissioned studies are provided in Attachment 3 as reference materials. The City commissioned an “Impact of Slope on Housing Development Costs” from Portland State University, as well as an Infrastructure Servicability Analysis from Jacobs Engineering.

Below is a list of the screening criteria, a short description of the analysis and the basis for the rating.



<b>Screening Criteria</b>	<b>Goal 14 Factor</b>	<b>Description</b>	<b>Rating Basis</b>
Water Service Feasibility	3	Engineering evaluation for service extension	Technical
Water Service Cost	3	Engineering est. of cost based on housing capacity	\$/Dwelling
Sewer Service Feasibility	3	Engineering evaluation for service extension	Technical
Sewer Service Cost	3	Engineering est. of cost based on housing capacity	\$/Dwelling
Transportation Service Feasibility	3	Engineering evaluation for service extension	Technical
Transportation Service Cost	3	Engineering est. of cost based on housing capacity	\$/Dwelling
Urban Integration	4	Measures for UGB proximity, neighborhood continuity, bike/ped/transit suitability, potential to house NAC	Distance and Condition Measures
Commercial Suitability	4	Assessment of site availability and slope factors to assess suitability	Condition and Slope
Housing Suitability	4	Assessment of site availability and slope factors to assess suitability for density	Condition and Slope
Development Capacity	4	Assessment of constraints to meeting housing/commercial needs	Accessibility, Continuity
Distance to Services	5	Measure of distance to transit, convenience services, grocery store	Linear Measure
Parks, Schools Suitability	5	Assessment of suitability to meet siting criteria and park plan needs	Siting Criteria
Social Justice and Equity	5	Assessment of land cost, utility cost, site availability, and accessibility for affordable housing	Construction Costs, Accessibility
Hazard Risks	5	Assessment of presence of high risk hazards	Mapped Conditions
Natural Resources	5	Assessment of impacts to fish and wildlife habitat	Mapped Conditions
Soil Priority Class	6	Map of soil classifications in the study area	Mapped Conditions
High Value Farm Land	6	Map of soils meeting ORS 207.215 definition for HVFL	Mapped Conditions
Agricultural Adjacency	7	Proximity analysis for the study area perimeter	Linear Measure
Nearby Agricultural Activity	7	Proximity analysis of type of agricultural uses defined by "Class"	Aerial Photo Review

## Applying Screening Criteria to Goal 14 Locational Factors

The following narrative outlines the applicable screening criteria and data sources relied on in rating study areas under each Goal 14 Location Factor (Factors 3 – 7).

**Factor 3 - Orderly and Economic provision for public facilities and services.** The City retained Jacobs Engineering (formerly CH2MHill in Oregon) to analyze service expansion and “down-stream” impacts of urbanization. They analyzed service solutions for water, sanitary sewer, and transportation. For each facility system, they developed concepts to extend infrastructure to and within the study area, and analyzed the capacity of the existing system to absorb the additional demand. Six criteria measures emerged from this process, two each for water, sanitary sewers, and transportation.

- *Serviceability Feasibility* – a technical rating for the ability of the existing system to serve the area. System connectivity, the need for pumping, and constructability issues were considered.
- *Cost Rating* – the team developed cost per acre service estimates for the local system development in the study area, and for “downstream” costs to remedy capacity deficiencies. Downstream costs often were shared between benefitting areas. Costs per acre were converted to dwelling costs: (Cost per acre x Buildable acres)/Residence.

**Factor 4 - Maximum Efficiency of land uses within and at the fringe of the existing urban area.** Four criteria were developed for this factor. Within each criteria, several different measures were considered to arrive at a rating.

- *Urban integration* – the team considered the area’s suitability for hosting a neighborhood activity center based on the suitability conditions outlined in the MGMUP. Bike/ped/transit suitability was assessed based on landscape and distance criteria. Continuity to existing neighborhoods and buildable land continuity were assessed based on proximity to the existing urban area, or to other study areas that could be included in the urban area. Ratings for each of these measures were summed and an average rating was then awarded for the criteria.
- *Suitability for Commercial/Investment Housing* – the team analyzed buildable acres with moderate slopes, the availability of large parcels, proximity to network transportation, and annexation feasibility, also based on proximity and distance to City limits. An average rating of these measures was used to establish a rating for the criteria.
- *Housing Suitability* – A zoning suitability rating was determined based on parcel sizes, and the character of buildable acres. Study areas capable of greater zoning diversity rated better. An analysis calculated each area’s housing capacity based on density assigned to slope categories. Areas able to develop at higher density rated better. A land efficiency rating was made based on the difference between the areas gross density and net buildable density to assess how efficiently land could be used. These ratings were summed and an average rating calculated.
- *Development Capacity* – Measures related to factors that impact the cost of development were rated including need for hazard mitigation, foundation stabilization, and the percentage of land on slopes that incur high development costs were rated, summed, and averaged.

**Factor 5 - Environmental, energy, economic and social consequences.** Five criteria were developed for this factor. Within each criteria, several different measures were considered to arrive at a rating

- *Distance to services* – measures of the effective travel distance to existing or planned transit, to the nearest service node for neighborhood conveniences, and the distance to the nearest grocery store. No adjustments were made for potential NACs because those locations are not established.
- *Parks and Schools* – the analysis considered proximity to existing or planned parks, trails, and schools, and the area’s suitability to accommodate these uses based on siting criteria in adopted plans. For example park and elementary school sites have 10 acre minimum size requirements on flat sites. These “Yes/No” condition assessments were summed and an overall rating assigned.
- *Social Justice* – this criteria rated conditions necessary to accommodate affordable housing, including the percentage of buildable land with slopes <10%, the total utility cost burden to the area, the area’s development capacity rating, the area’s zoning suitability rating, distance to services with an adjustment for areas capable of hosting an NAC, and suitability for parks and schools. The intent was to identify are rate areas most capable of supporting affordable housing based on development costs and quality of life conditions.
- *Hazards* – Study areas were rated for the presence of steep slopes (>25%), high landslide susceptibility, high liquefaction risk, and high wildfire hazard. Data for these measures came from an internal GIS/LIDAR analysis of slope conditions, DOGAMI maps for landslide and liquefaction risk, and ODF maps showing wildfire risk to people and property. Areas of higher risk rated poorer. An average rating was assigned to each area except in instances where a high risk factor was so pervasive that it would curtail urban development.
- *Natural Resources* – Yamhill County Fish Habitat map was used to rate proximity to fish species of concern. ODFW’s Habitat Conservation Plan mapping tools were used to identify critical habitat for species of concern. This documented critical avian habitat. Study areas were assessed for proximity to critical habitat and for mitigating conditions that protect resources. For example, habitat in flood plains is protected by the City’s restrictions against development in flood plains. Areas containing significant critical habitat were rated poor.

**Factor 6 - Retention of agricultural land, as defined, with Class I highest priority to preserve and Class VI the lowest priority.** Two criteria were developed for this factor. Within each criteria, several different measures were considered to arrive at a rating

- *Soil Productivity Classification* – a measure of the soil classifications by percentage of total acreage in the study area. Study areas with higher percentages of lower priority soils for inclusion in a UGB were rated poorer. Mapping relied on soils maps in the corrected record in COA No. A134379.
- *High Value Farm Land* – Land classified in ORS 215.710 as “High Value Farm Land”, which includes Class I/II soils, certain Class III/IV soils subclasses identified as special vinicultural resource soils, and soils associated with commercial forestry zoning. Mapping relied on soils maps in the corrected record in COA No. A134379.

**Factor 7 - Compatibility of proposed urban uses with nearby agricultural activities.** Two criteria were developed for this factor. Within each criteria, several different measures were considered to arrive at a rating.

- *Agricultural Adjacency* – a measure of the study area’s perimeter that is adjacent to high value farm land. The analysis considered the mitigating circumstance that would occur if an adjacent study area were included in the UGB, which sometimes reduced exposure to areas planned for agricultural use. More perimeter exposure to land classified as high value soils resulted in poorer ratings. Mapping relied on soils maps in the corrected record in COA No. A134379.

- *Impacts on Nearby Agriculture* – this analysis relied on satellite imagery to group surrounding agricultural areas into three classes. Areas where urbanization would be expected to pose low conflict – Class 3 – included wood lots, wooded and scrub pasture land, and fallow areas. Moderate conflict – Class 2 – was assigned to areas where seasonal impacts would occur, such as row crops, hay and silage, vineyards, and grains. High conflict uses - Class 1 – was assigned to areas where conflict potential would be regular and ongoing and included dairies, poultry operations, feed lots, and meat packing plants. Ratings were assigned accordingly. Areas that rated 1 were deemed unsuitable for urbanization.

City staff and consultants reviewed all study areas based on individual familiarity and expertise. For example, the person rating parks, schools, and hazard exposure was a staff member that works regularly on those issues. In this way, variations in interpretation for how to analyze and assess ratings were avoided. All measures were taken and then ratings applied based on the distribution of measures for each criterion. The ratings were interpreted to help decision makers assess the relative impact of urbanization on each location factor. Impacts were described in narrative reports for each study area so that decision makers could read and assess the overall suitability of an area for inclusion. No one criterion or factor was given more weight in the analysis. The scores are not necessarily comparable between factors. Rather it is the overall standing of factor ratings that were assessed and balanced for study areas according to the priority sequencing.

Scores were provided as: 1 = Poor, 2 = Moderate and 3 = Good.

### **Determine Adequacy of Study Areas Per Court Decision**

The Court of Appeals determined that the City needed to determine the adequacy of candidate lands to meet the city's needs by applying ORS 197.298 (1) and (3), and using the consequences (Factor 5) and compatibility (Factor 7) considerations of Goal 14.

**Priority Sequence** – All study areas were evaluated using the screening criteria, but they were then reviewed for their ability to meet land needs based on the priority sequence established in ORS 197.298(1), which outlines priority lands for inclusion in a UGB. There are no candidate Urban Reserve areas [ORS 197.298(1)(b)], or Marginal Lands [ORS 197.298(1)(c)] in the UGB expansion preliminary study area. The priority sequence is, therefore, exception lands [ORS 197.298(1)(a)] and resource land [ORS 197.298(1)(d)]. The priority sequence for resource land was further refined for ORS 197.289(1)(d) based on review of the Agricultural Soil Productivity Classification (Class) for soils within study areas consistent with statutory and rule guidance. Study areas with a majority of higher priority soils types were considered first for their ability to meet identified urban land needs before study areas with lower priority soils. McMinnville is mostly surrounded by Class IV, Class III, Class II and Class I soils. Study areas were divided into Class IV, Class III, Class II and Class I layers of study for inclusion per ORS 197.298(d). Predominant soils were the determining factor for the overall soil classification for the priority review.

**ORS 197.298/Goal 2 and Goal 14** – The analysis then followed guidance from the COA regarding when and how to apply different elements of the statute and goal. Per the COA Decision A134379, Step Two of the alternatives land needs analysis is to determine the adequacy of candidate lands under ORS 197.298(1) and (3). (Attachment 5: COA Decision Document A134379, Page 21). The COA Decision A134379 decided that the City needed to determine if candidate lands within a priority sequence were adequate to accommodate the amount of land needed by applying the environmental, energy, economic and social

consequences and compatibility considerations of Goal 2 and Goal 14, Factor 5 and Factor 7. (Appendix C, Attachment 5, COA Decision Document A134379, page 30-31).

Since the screening criteria were based on clear and objective analytics, the City determined that an average score of 1.5 or less for Factor 5 or Factor 7 would deem the study area inadequate to accommodate the city's need as it was not achieving what would be needed to be considered a moderate (or adequate) score.

**ORS 197.298(3)** - Areas that met a threshold score for those factors were then reviewed against the more specific threshold elements outlined in ORS 197.298(3). Of note in this review, several study areas were identified that met the standard in ORS 197.298(3)(c) as lower priority areas that are necessary to include in the UGB in order to provide services to higher priority areas.

Candidate lands that were considered adequate to accommodate the land need were then set aside for the Goal 14 suitability analysis.

### **Determine which candidate lands should be considered under Goal 14.**

**Goal 14 Suitability Analysis** – Study areas in the priority sequence under review deemed to be adequate to meet identified land needs were next analyzed for their suitability to meet needs based on Goal 14 Location Factors 3 – 7. Ratings were assigned to each Factor using criteria relevant to the Factor. For example, for Factor 3, which is the “orderly and economic provisions for public facilities and services”, there are six different screening criteria related to infrastructure feasibility and costs – the ability to engineer and install wastewater, water and transportation facilities to support urbanization in the study area, and the costs to provide the infrastructure (both to the study area, and downtown stream improvements in the existing system that may need to be upgraded to support the additional capacity needs). An engineering firm was hired to provide the feasibility analysis for all of the individual study areas, and the engineering firm was asked to rate each study area per the criteria provided. (See Appendix C, Attachment 3 - Jacobs Engineering Infrastructure Feasibility Analysis).

Areas deemed suitable based on an overall analysis of all of the Goal 14 factors to meet the city's land needs were assigned specific land need capacity for residential or commercial acreage as determined by the land need analysis in Appendix B and summarized in Chapter 4.0 of this Report. If there was remaining need after accounting for the capacity absorbed by higher priority areas, the analysis moved on to analyze the next priority class.

**Analysis Framework** – Several issues played important roles in framing the analysis process that relate directly to the identified land needs and objectives for addressing them. First and foremost was to follow the COA guidance as closely as possible in an effort to avoid legal challenges. Second was adherence to the overall goals and outcomes that were established for the plan through the arduous, extensive, and comprehensive public planning process that led to the development of the MGMUP and the City's proposed comprehensive plan policies. These included providing land for compact walkable neighborhoods that could support neighborhood commercial service districts, proximity to neighborhood parks and schools, integration between new and existing neighborhoods, future transit accessibility, and the opportunity for a mix of housing types.

## **Outcome of Alternatives Analysis**

Based on the above evaluative process, the City identified fourteen study areas for inclusion in the City's UGB expansion to accommodate phase II of this Plan's housing, employment and livability land needs.

Four study areas have already been added to the City's UGB in 2004, and ten study areas are proposed for inclusion as part of this Phase II remand effort.

The total proposed McMinnville MGMUP UGB amendment to meet the housing, employment and livability land needs of the City of McMinnville for the planning horizon of 2003-2023 is 921.40 gross buildable acres, consisting of two different phases of UGB amendments. Phase I was acknowledged and approved in 2004, consisting of 259 gross buildable acres and Phase II is based on the proposal in this Urbanization Report, consisting of 662.40 gross buildable acres.

The total estimated UGB land expansion need for the McMinnville MGMUP was 924.00 gross buildable acres. The total amount of land recommended for inclusion is 921.40 gross buildable acres and 1280.30 gross acres.

**Table 18: Total McMinnville MGMUP UGB Amendment, Phase I and Phase II**

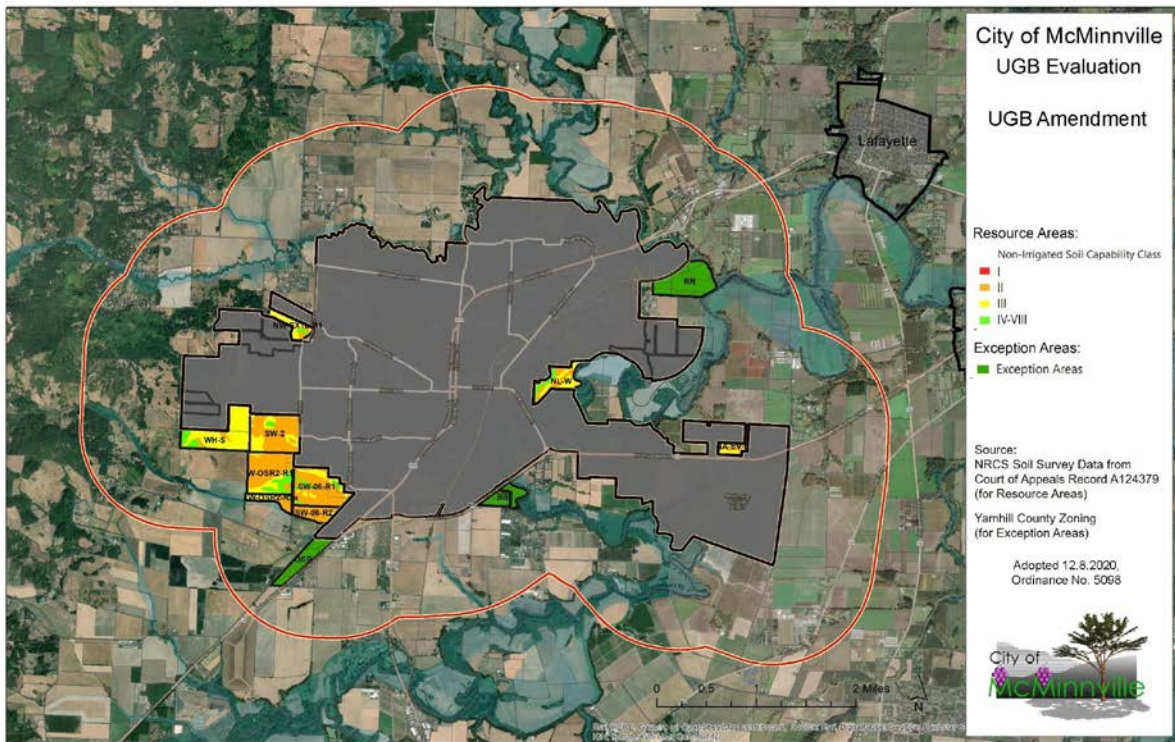
<b>Category of Land Need</b>	<b>Phase I Amendment</b> <small>(Gross Buildable Acres)</small>	<b>Phase II Amendment</b> <small>(Gross Buildable Acres)</small>	<b>TOTAL</b> <small>(Gross Buildable Acres)</small>
<b>Residential</b>	<b>259.00</b>	<b>556.40</b>	<b>815.40</b>
<b>Commercial</b>	<b>0.00</b>	<b>106.00</b>	<b>106.00</b>
<b>Total</b>	<b>259.00</b>	<b>662.40</b>	<b>921.40</b>

**Table 19: Total final land designations in McMinnville UGB Amendment, 2003-2023 (Phase I and Phase II), gross buildable acres**

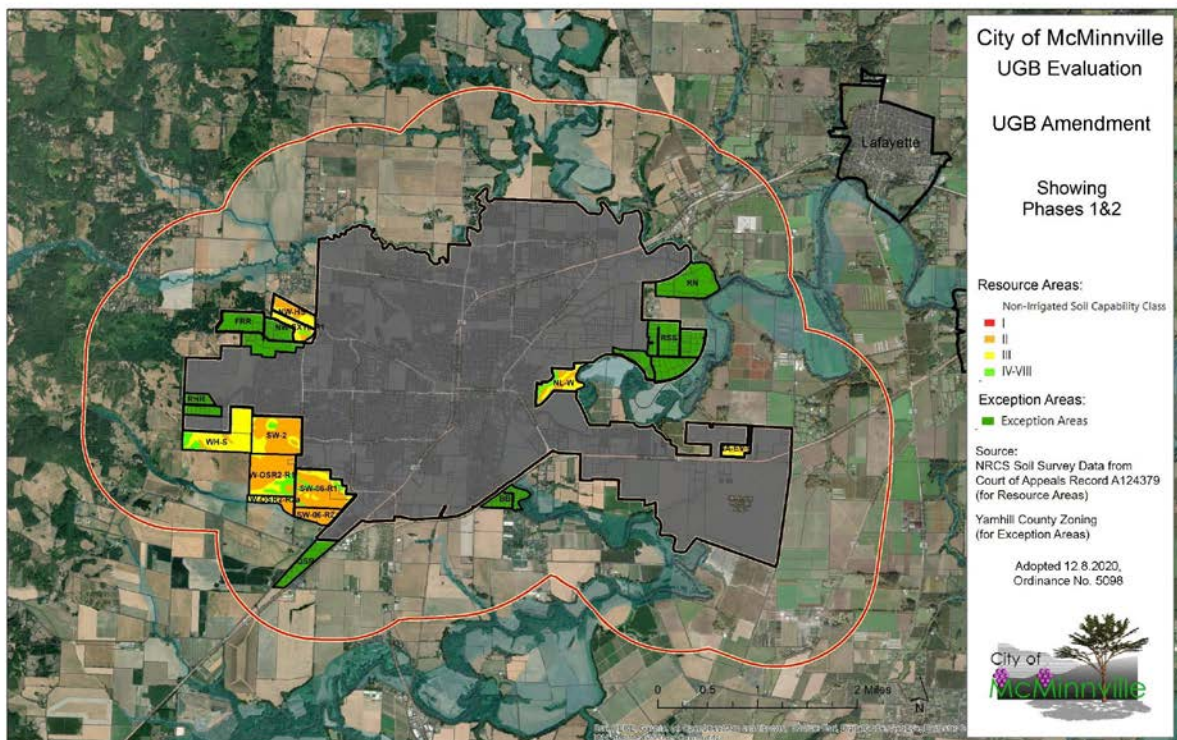
<b>Category of Land Need</b>	<b>Gross Buildable Acres</b>
<b>Residential</b>	<b>854.40</b>
<b>Commercial</b>	<b>26.70</b>
<b>Industrial<sup>1</sup></b>	<b>40.30</b>
<b>Total</b>	<b>921.40</b>

<sup>1</sup> As a land-use efficiency, the City of McMinnville will rezone 40 acres of industrially zoned property within the existing UGB to a commercial zone, and amend its UGB with an exception area that will be designated industrial to preserve more higher value, higher priority farmland within the UGB expansion study area.

**Map 7: McMinnville MGMUP Remand UGB Amendment (Phase I)**



**Map 8: McMinnville MGMUP Remand UGB Amendment (Phase I and Phase II)**



## Priority Land Classifications

Table 20 that outlines the overall composition of the McMinnville UGB Amendment, from the perspective of priority lands as described by ORS 197.298

**Table 20: 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%

## Urban/Rural Impact in Yamhill County

With a study area that is dominated by Class II soils, 72% of the McMinnville UGB amendment encumbers higher priority soils (as defined by ORS 197.298) than Class II soils. The McMinnville UGB amendment includes six exception areas encompassing 571.40 gross acres and 307.60 buildable acres. The total gross acreage of the McMinnville UGB amendment is 1,286 gross acres, 921.20 buildable acres.

- This McMinnville UGB amendment increases the overall acreage of the McMinnville urban growth boundary by 17.6% (assumes existing McMinnville urban growth boundary in 2003 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).



## VII. LAND USE FRAMEWORK AND STRATEGIES:

*Original 2003 Plan Language . . . .*

### **Introduction**

The Land Use Framework and Strategies will set forth the manner in which residential and neighborhood commercial land uses will be arranged within McMinnville. The major components of the City's approach are:

1. The placement of neighborhood-scale commercial land uses within “activity centers” and infill areas along established major transportation corridors without encouraging the extension of strip commercial development in these areas;
2. The promotion and orientation of higher density residential development adjacent to and within these activity areas and along major transportation corridors to achieve economic, housing, and transportation objectives;
3. The integration of neighborhood-scale commercial uses, parks, churches, and other civic uses to provide for “complete” neighborhoods;
4. Encouraging the conservation and preservation of environmentally sensitive lands;
5. The directing of future growth to areas that are more cost effective to serve with public infrastructure;
6. The equitable distribution of high density housing to each activity center and along identified transit corridors so as to not overburden any one neighborhood, and to remain consistent with the City's long standing multi-family dispersal policy;
7. The creation of vibrant, healthy, and socially active residential neighborhoods; and,
8. The preservation of existing historic neighborhoods.

The emphasis in this chapter is on defining the form, function and allowed uses and mixing of uses within residentially planned areas of McMinnville, as well as providing general criteria for locating and siting these residential land uses and their components.

The major elements of this chapter are as follows:

- **Neighborhood Planning and Development** – Description of the primary components that define future residential form in McMinnville: the Traditional Neighborhood, and the Neighborhood Activity Centers that are contained within them.
- **Planning for Residential Development Outside of Traditional Neighborhood Areas** – Policies and locational criteria specific to the residential development of lands outside designated traditional neighborhoods.

### **MGMUP 2020 Remand:**

The MGMUP 2020 Remand retains the major components of the City's described approach to the manner in which residential and neighborhood commercial land uses will be arranged within McMinnville. The "Neighborhood Planning and Development" and "Planning for Residential Development Outside of Traditional Neighborhood Areas" are retained as well, with updates where necessary that are described further in Chapter VII of the MGMUP 2020 Remand.

## **Neighborhood Planning and Development**

### **Overview**

The residential development market trend over the past decade has been towards ever-decreasing single-family lot sizes. McMinnville has not escaped this trend. Unfortunately, small-lot single-family developments are frequently built using the same design features that typify large-lot single-family developments, often without success. Small-lot development has a significantly different feel and sense of place than large-lot development and should not always be "shoe-horned" into the conventional large-lot design model.

Traditional neighborhood development offers an improved model for creating small-lot neighborhoods. More importantly, the use of this model is seen as a means of minimizing traffic congestion (fewer trips for commercial services), suburban sprawl, infrastructure costs, and impact on the environment. Rather than ignore the market trend towards smaller lots, this Plan therefore encourages and recommends that small-lot residential development be built using traditional neighborhood development designs. The following sections of this plan provide further detail regarding this planning concept, and how and where it is to be applied in McMinnville.

### **Traditional Neighborhoods Concept**

McMinnville's plan for future urbanizable lands is based in large part on the planning and development of fully integrated, mixed-use pedestrian oriented neighborhoods. Such neighborhoods, referred to as "traditional neighborhoods," typified the urban landscape in the United States in the pre-World War II era. Traditional neighborhood development, as a design concept, refers principally to a particular development style and design, and is not necessarily indicative of a particular residential density -- although in general traditional neighborhood developments have higher gross densities than do conventional low-density residential developments. Through the use of this concept, the intent is to minimize traffic congestion, suburban sprawl, infrastructure costs, and environmental degradation

In a traditional neighborhood development, streets tend to be somewhat narrower and emphasize a pedestrian orientation and scale. The street patterns are often based on a grid with small blocks that are highly connected. Streets are lined with street trees and sidewalks on both sides of the street. Diverse housing types and lot sizes are intermixed throughout the neighborhood. Single-family lots tend to have narrow frontages, allowing housing densities to increase to medium-density levels, while still maintaining single-family character. The use of ancillary buildings such as "in-law apartments" over garages is allowed. Uses and housing types are mixed and in close proximity to one another. There may also be some degree of nonresidential uses mixed in among the residential uses in the neighborhood, such as a home-

based doctor's or law offices. Public spaces such as neighborhood parks or plazas are essential features, serving as focal points for community interaction and compensating for smaller lot sizes. All traditional neighborhoods have an identifiable edge and center.

In the McMinnville model, traditional neighborhoods have what is effectively a neighborhood activity center at the heart of the neighborhood, where day-to-day grocery and convenience shopping, an elementary school, places of worship, a public plaza, and the higher-density housing are located. This center provides neighborhood identity and opportunities for social interaction and gives structure to the surrounding land use pattern.

**MGMUP 2020 Remand:**

The traditional neighborhood concept is also consistent with the City's adopted Great Neighborhood Principles, which are described by Comprehensive Plan Policy 187.10 as being adopted to "...guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. The Great Neighborhood Principles were adopted on April 9, 2019 (Ordinance No. 5066), and will be applicable to the development associated with this Plan. They are intended to 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 as follows:

1. Natural Feature Preservation. Great Neighborhoods are sensitive to the natural conditions and features of the land.
  - a. Neighborhoods shall be designed to preserve significant natural features including, but not limited to, watercourses, sensitive lands, steep slopes, wetlands, wooded areas, and landmark trees.
2. Scenic Views. Great Neighborhoods preserve scenic views in areas that everyone can access.
  - a. Public and private open spaces and streets shall be located and oriented to capture and preserve scenic views, including, but not limited to, views of significant natural features, landscapes, vistas, skylines, and other important features.
3. Parks and Open Spaces. Great Neighborhoods have open and recreational spaces to walk, play, gather, and commune as a neighborhood.
  - a. Parks, trails, and open spaces shall be provided at a size and scale that is variable based on the size of the proposed development and the number of dwelling units.
  - b. Central parks and plazas shall be used to create public gathering spaces where appropriate.
  - c. Neighborhood and community parks shall be developed in

appropriate locations consistent with the policies in the Parks Master Plan.

4. Pedestrian Friendly. Great Neighborhoods are pedestrian friendly for people of all ages and abilities.
  - a. Neighborhoods shall include a pedestrian network that provides for a safe and enjoyable pedestrian experience, and that encourages walking for a variety of reasons including, but not limited to, health, transportation, recreation, and social interaction.
  - b. Pedestrian connections shall be provided to commercial areas, schools, community facilities, parks, trails, and open spaces, and shall also be provided between streets that are disconnected (such as cul-de-sacs or blocks with lengths greater than 400 feet).
5. Bike Friendly. Great Neighborhoods are bike friendly for people of all ages and abilities.
  - a. Neighborhoods shall include a bike network that provides for a safe and enjoyable biking experience, and that encourages an increased use of bikes by people of all abilities for a variety of reasons, including, but not limited to, health, transportation, and recreation.
  - b. Bike connections shall be provided to commercial areas, schools, community facilities, parks, trails, and open spaces.
6. Connected Streets. Great Neighborhoods have interconnected streets that provide safe travel route options, increased connectivity between places and destinations, and easy pedestrian and bike use.
  - a. Streets shall be designed to function and connect with the surrounding built environment and the existing and future street network, and shall incorporate human scale elements including, but not limited to, Complete Streets features as defined in the Comprehensive Plan, grid street networks, neighborhood traffic management techniques, traffic calming, and safety enhancements.
  - b. Streets shall be designed to encourage more bicycle, pedestrian and transit mobility with a goal of less reliance on vehicular mobility.
7. Accessibility. Great Neighborhoods are designed to be accessible and allow for ease of use for people of all ages and abilities.
  - a. To the best extent possible all features within a neighborhood shall be designed to be accessible and feature elements and principles of Universal Design.
  - b. Design practices should strive for best practices and not minimum practices.

8. Human Scale Design. Great Neighborhoods have buildings and spaces that are designed to be comfortable at a human scale and that foster human interaction within the built environment.
  - a. The size, form, and proportionality of development is designed to function and be balanced with the existing built environment.
  - b. Buildings include design elements that promote inclusion and interaction with the right-of-way and public spaces, including, but not limited to, building orientation towards the street or a public space and placement of vehicle-oriented uses in less prominent locations.
  - c. Public spaces include design elements that promote comfortability and ease of use at a human scale, including, but not limited to, street trees, landscaping, lighted public areas, and principles of Crime Prevention through Environmental Design (CPTED).
9. Mix of Activities. Great Neighborhoods provide easy and convenient access to many of the destinations, activities, and local services that residents use on a daily basis.
  - a. Neighborhood destinations including, but not limited to, neighborhood-serving commercial uses, schools, parks, and other community services, shall be provided in locations that are easily accessible to surrounding residential uses.
  - b. Neighborhood-serving commercial uses are integrated into the built environment at a scale that is appropriate with the surrounding area.
  - c. Neighborhoods are designed such that owning a vehicle can be optional.
10. Urban-Rural Interface. Great Neighborhoods complement adjacent rural areas and transition between urban and rural uses.
  - a. Buffers or transitions in the scale of uses, buildings, or lots shall be provided on urban lands adjacent to rural lands to ensure compatibility.
11. Housing for Diverse Incomes and Generations. Great Neighborhoods provide housing opportunities for people and families with a wide range of incomes, and for people and families in all stages of life.
  - a. A range of housing forms and types shall be provided and integrated into neighborhoods to provide for housing choice at different income levels and for different generations.
12. Housing Variety. Great Neighborhoods have a variety of building forms and architectural variety to avoid monoculture design.
  - a. Neighborhoods shall have several different housing types.

- b. Similar housing types, when immediately adjacent to one another, shall provide variety in building form and design.

13. Unique and Integrated Design Elements. Great Neighborhoods have unique features, designs, and focal points to create neighborhood character and identity. Neighborhoods shall be encouraged to have:

- a. Environmentally friendly construction techniques, green infrastructure systems, and energy efficiency incorporated into the built environment.
- b. Opportunities for public art provided in private and public spaces.
- c. Neighborhood elements and features including, but not limited to, signs, benches, park shelters, street lights, bike racks, banners, landscaping, paved surfaces, and fences, with a consistent and integrated design that are unique to and define the neighborhood.

## Neighborhood Activity Centers

Neighborhood Activity Centers are the most critical elements of the City's future growth management and land use plan. Here, neighborhoods are each centered or organized around these areas, which contain the shopping, services, recreation, and office and institutional facilities needed to support the neighborhood or urban area. Surrounding the activity center are **support areas**, which include the highest-density housing within the neighborhood, with housing densities progressively decreasing outward.

This plan proposes a process by which Neighborhood Activity Centers can be implemented within the McMinnville Urban Growth Boundary, which is through the Framework Planning, Area Planning, and Master Planning processes described further in Chapter VII of the MGMUP. Neighborhood Activity Centers should be selected based on their location, distribution, and proximity to other vacant buildable lands, ability to accommodate higher intensity development, and their context and ability to foster the development of a traditional, or complete, neighborhood. Neighborhood Activity Centers should be equally spaced around the edge of the McMinnville urban area, with the downtown area serving as the geographic center or hub. Neighborhood Activity Centers should be located at major street intersections, but their service areas may extend to a group of neighborhoods and generally can provide services for a consumer market that may range from one (1) to three (3) mile radius. The envisioned geographic area of these centers may range from 40 to 80 acres in size. Commercial acreage within these centers may range from 5 to 20 acres.

Neighborhood Activity Centers include both the focus area (the commercial, institutional, and office core) *and* the surrounding support area (with high and medium-density residential). The support area is critical because it provides the concentrated population necessary to support both the focus area and possible future transit stops, and it serves as a buffer between the more intense uses of the focus area and the lower-density residential uses of the surrounding neighborhood. Furthermore, support areas provide context and community for higher density housing.

The purpose and function of the Neighborhood Activity Center is summarized below.

## Focus Area

The focus area portion of a neighborhood activity center contains facilities vital to the day-to-day activity of the neighborhood. Thus, the central focus area might contain a grocery store, drug store, place of worship, daycare, limited office space, and park. These diverse facilities are ideally located in close proximity to one another in the focus area, so that all the essential facilities for the neighborhood are located in one convenient location, accessible in a single stop.

## Support Area

The support area part of the neighborhood activity center, which surrounds the activity center's focus area, contains the neighborhood's highest-density housing. This design enables the highest concentration of population within the neighborhood to access the focus area via a short walk, thus reducing the number of automotive trips for daily shopping needs. This arrangement also provides a concentration of population sufficient to support future transit services, with a single transit stop serving the shops and services in the focus area and adjacent higher-density housing in the support area.

Ideally, neighborhood activity centers are located at the center of a neighborhood. However, in many cases it is difficult to achieve this central placement. In such cases, the neighborhood model takes on a slightly different arrangement, with the activity center moved to the periphery of, but still within, the neighborhood. This arrangement has a disadvantage, since half of the residents within the neighborhood must make longer trips to reach the activity center. However, moving the activity center to the periphery also provides advantages, as pass-by activity center traffic (visitors/customers to the activity center that do not live in the neighborhood) does not have to enter the neighborhood and merchants may be placed closer to arterial traffic.

The following characteristics are common to activity centers.

- Activity center focus areas should include a mix of land uses: commercial, office, institutional, mixed-use residential, and possibly high-density residential. The presence of a single usage type in an entire focus area (e.g., commercial), does not meet the criteria for an activity center.
- Each activity center should incorporate some amount of formal outdoor space for public use, such as a formal park or plaza, as focal points for public interaction.
- Different land uses or activities may be placed adjacent to one another, or on different floors of the same building. Such mixing of land uses encourages a compact and pedestrian-oriented center.
- An activity center has a support area consisting of medium and higher density housing.
- The activity center's physical layout should include a location for a future transit stop.
- The focus area of an activity centers should provide a range of land uses within walking distance of neighborhoods—preferably within a one-quarter mile area—including neighborhood-scaled retail, office, recreation, civic, school, day care, places of assembly, public parks and open spaces, and medical offices. Surrounding the activity

center focus area should be the highest-density housing within the neighborhood, with housing densities progressively decreasing outward.

- Activity centers should be selected due to their location, distribution, proximity to vacant buildable lands, ability to accommodate higher intensity and density development, and their context and ability to foster the development of a traditional, or complete, neighborhood. Activity centers should be equally spaced around the edge of the McMinnville urban area, with the downtown area serving as the geographic center or hub.
- Activity centers need to be located at major street intersections, but their service areas may extend to a group of neighborhoods and generally can provide services for a consumer market that may range from a one (1) to three (3) mile radius. Commercial acreage within these centers may range from 5 to 20 acres.

## **General Characteristics of Activity Centers**

### **Type and Mix of Land Uses**

The focus area should include a mix of commercial, office, institutional, and possibly residential uses. The commercial and institutional uses support the common day-to-day demands of the surrounding neighborhood for goods, services, and facilities. A grocery store is an essential element of the focus area, and should generally be the principal establishment. The activity center may also supply limited professional office space for neighborhood businesses. Some high-density residential uses may also be present in the focus area, as well as mixed-use residential uses, such as dwellings over shops. Examples of focus area land uses include:

#### **Commercial:**

- *Neighborhood Grocery store*
- *Pharmacy or drug store*
- *Bakery or coffee shop*
- *Neighborhood restaurant or pub*
- *Neighborhood services or retail*

#### **Professional Office Space:**

#### **Residential:**

- High-density housing
- Upper story housing (over commercial business)

#### **Public/Institutional:**

- Church
- Post office
- Neighborhood park or plaza
- Public Market

#### **Uses that should be avoided in a neighborhood activity center include:**

- Uses considered noxious when located next to a residential neighborhood
- Large retailers, discount stores
- Auto-oriented businesses
- Warehousing, storage, heavy manufacturing



## Locational Criteria

Neighborhood activity centers should be located and arranged according to the following guidelines:

Minimum Separation from other Neighborhood Activity Centers:	0.50 to 1 miles
Minimum Separation from Downtown McMinnville:	1 - 1.5 miles
Maximum distance that nonresidential uses may radiate outwards from the center of the activity center (along streets):	800-1000 ft. (about 1/4 mi.)
Maximum distance away from edge of Focus Area that high-density housing (a part of the Support Area) should be located:	1/8 mi.
Maximum distance away from edge of Focus Area that medium-density housing (a part of the Support Area) should be located:	1/4mi.

Neighborhood Activity Centers ideally would not be located in areas that are heavily parcelized, or characterized by numerous individual ownerships. Priority should be given to locations that consist primarily of large vacant parcels in order to maximize the ability to realize such development in a cost effective, comprehensively planned manner.

## Site Area and Development Size and Intensity

The size of a Neighborhood Activity Center, and the allocation of land area and building space between different uses in the activity center, should generally follow the ranges below, but may be adjusted based on identified land needs, site characteristics, and relationship to surrounding urbanized areas if it meets the intended purpose statement of the NAC.:

	Average Area
Combined focus and support areas	40 to 80 acres
Support Area	30 to 50 acres
Focus Area, Acreage	
focus area total acreage	8 to 30 acres
focus area, commercial portion	2.5 to 10 acres
focus area, office portion	2.5 to 10 acres
focus area, institutional portion	1 to 10 acres
focus area, public space (park, plaza)	0.25 to 2.5 acre
Focus Area, Floor Space	
total retail floor space, acceptable range	50,000 to 100,000 sq. ft.
total office floor space, acceptable range	25,000 to 100,000 sq. ft.
total institutional floor space, acceptable range	2,500 to 25,000 sq. ft.
max. size of largest non-grocery retailer	10,000 to 30,000 sq. ft.
max. size of grocery/supermarket	20,000 to 40,000 sq. ft.

Residential densities in the focus area or portions of the support area adjacent to it should be between 8 to 30 dwelling units per net acre. These density ranges are generally appropriate for attached single-family housing or apartments. Densities in the support area should transition to between 4 - 8 dwelling units per net acre at the outer edge of the support area -- appropriate for commonwall homes, duplexes, and small lot single-family detached homes.

### **MGMUP 2020 Remand:**

The MGMUP 2020 Remand retains the Neighborhood Activity Centers concept to guide the growth and development of areas included in the expanded UGB. However, specific locations for NACs are no longer identified in the MGMUP. Therefore, text amendments to the “Neighborhood Activity Centers” section are included above to remove references to specific Neighborhood Activity Center locations. The amendments result in a description of the general characteristics of Neighborhood Activity Centers to assist in the identification of suitable locations during the implementation process (Framework Plan, Area Planning, and Master Planning) that is described further in Chapter VII of the MGMUP.

The MGMUP 2020 Remand does include proposed Comprehensive Plan Policies and Zoning language for Neighborhood Activity Centers. Comprehensive Plan Policies are proposed to be included in Chapter IX (Urbanization) of the McMinnville Comprehensive Plan. The specific Comprehensive Plan and zoning text amendments are identified in Appendix D and Appendix E of the MGMUP.

The MGMUP 2020 Remand removes specific locations and specific development plans for NACs. Therefore, the “Traditional Neighborhoods Descriptions and Development Concepts” section was removed from the MGMUP. The original language from the MGMUP is available in the version of the MGMUP that is in the record.

The 2020 MGMUP does not identify specific locations for NACs, but includes a Framework Plan that does identify potential locations where NACs could be developed. This Framework Plan is conceptual in nature, but will guide future Area Planning and Master Planning that will more specifically identify potential locations for NACs.

## **Existing Activity Centers**

There exists in McMinnville activity centers that are currently serving the needs of area residents. In particular, two such centers, identified as the McMinnville downtown and West Second Street, provide services in ways unique to other residential/commercial areas. A brief description of these two activity centers follows:

### **West Second Street Neighborhood and Activity Center –**

#### **General Description:**

Located along the western edge of McMinnville, the commercial component of this existing neighborhood activity center occupies three quadrants of the intersection of West Second Street and Hill Road and is some thirteen acres in size. Surrounded by both existing and developing residential neighborhoods, assisted care facilities, and the McMinnville Covenant Church, the development of this commercial node complements the size, scale and the residential design of nearby neighborhoods. Uses found within this area include both professional office and retail with additional opportunities for other future neighborhood services; some of which are currently under development. This activity center is situated approximately 1.7 miles from downtown McMinnville.

While this neighborhood activity center meets the needs of nearby residents, its design does

not take full advantage of all of the types of opportunities identified as being the main supporting elements of Neighborhood Activity Centers as proposed within this project. For example, the proposed Neighborhood Activity Centers require allocation of 15 to 25 acres for multi-family development adjacent to neighborhood commercial centers. However, within this West Second Street neighborhood area, assisted care facilities are provided in two separate locations adjacent to the commercial development and some dwelling units have been developed in the second story of commercial buildings at the southwest quadrant of the intersection, but there is only 2.3 acres of stand along multiple family development (located west of the commercial development at the southwest quadrant of the intersection).

Additionally, the only non-commercial quadrant of this intersection (the northwest quadrant) was developed with large-lot single-family residences averaging some 1.9 dwelling units per acre. Alternatively, this land could have been developed with higher density residential development near the commercial center, adjacent to an intersection of two minor arterial streets (West Second Street and Hill Road). The larger-lot, single-family residential development could have been more appropriately placed on higher elevations to the west in areas that not only contain the steeper slopes, but also afford the more panoramic views of McMinnville.

Although this activity center does not provide the same level of integration between residential, commercial, and recreational uses as identified in the proposed characteristics of Neighborhood Activity Centers, it does however provide some of those benefits, and it provides services to the surrounding residential neighborhood.

## **McMinnville Downtown Activity Center –**

### **General Description:**

Located in the geographic center of McMinnville and centered along east Third Street, this Activity Center has been at the heart of McMinnville since before the city's incorporation in 1883. This activity center is unique in McMinnville not only in its history and physical design, but that it serves the entire community. Notable elements on this unique area include a mix of single and multi-storied commercial buildings within a traditional street grid of 200x240 square-foot blocks. Building on this framework is the human-scale proportional relationship between building heights and street widths, mature and maturing street trees, and a pedestrian friendly street design featuring intersection and mid-block crossings that incorporate sidewalk extensions that reduce the curb-to-curb dimension and increase public safety. Also found within the downtown are residences on the upper floors of the commercial and professional uses. Opportunities for more additional mixing of such uses exists<sup>13</sup>. Complementing these uses are a host of dining, entertainment, and religious opportunities that are integral to the downtown.

Numerous recreational opportunities exist at the edges of the downtown core. To the west is the McMinnville City Park-Aquatics Center Library complex. Three blocks to the north is the McMinnville Community Center providing athletic, performing arts, presentation, and toddler education and activity opportunities. This is a multi-use facility that will continue to serve as the special event hub of this community.

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<sup>13</sup> Such additional opportunities have been identified and incorporated into this project. This has reduced the number of buildable acres needed to accommodate projected development needs through the year 2023.

**MGMUP 2020 Remand:**

The MGMUP 2020 Remand retains the description of the two areas within the existing UGB that have characteristics similar to the NACs described in this plan. However, text amendments to the “Existing Activity Centers” section are included above to remove references to specific Neighborhood Activity Center locations. Other minor amendments are included above that result in more generalized descriptions of the areas and also reflect changes in existing conditions within the areas.

# Implementation of McMinnville Growth Management and Urbanization Plan

## **MGMUP 2020 Remand:**

The MGMUP 2020 Remand removes specific locations and specific development plans for NACs. Therefore, the “Implementation of Neighborhood Activity Center Plans” section was removed from the MGMUP. For reference, the original language from the MGMUP is available in the version of the MGMUP that is in the record. The section is renamed to “Implementation of McMinnville Growth Management and Urbanization Plan” to reflect the updated process for the implementation of the overall MGMUP 2020 Remand. The updated implementation process is described below.

## **Implementation Process:**

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 the Housing Needs Analysis 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. Until this process is completed, the Comprehensive Plan Map designation for these future urban areas is “Urban Holding”. Once the implementation process is complete, the Plan map will be amended to show the urban plan designation and zoning that will allow urbanization to take place.

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

- McMinnville Framework Plan
- Area Planning
- Master Planning

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 City of McMinnville has a long history of encouraging neighborhoods with a variety of housing types and densities through the use of Planned Developments. The new implementation process and policies that require Area Plans and Master Plans for land sought to be annexed into the city will build upon the Planned Development process, and will provide future opportunities for the City to demonstrate how it will achieve the overall need for a variety of housing types and densities described in the MGMUP and the Housing Needs Analysis. These Area Planning and Master Planning processes will

ensure that the appropriate housing types and densities are being provided to meet the City's identified need.

The following sections will describe the UGB expansion area planning processes in more detail.

#### **McMinnville 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 as part of the Comprehensive Plan Map, and is not binding on land owners, developers, or the City. The Framework Plan is intended to be conceptual in nature, but it will serve as an advisory framework that informs and provides guidance for more detailed Area Planning and Master Planning that will be required for lands when they are annexed into the City.

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 (as will be described below), will more specifically identify the locations 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).

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.

#### **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.

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

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:**

To annex into the city limits, any property owner with a parcel of 10 acres or more must develop a conceptual master plan that will be part of the annexation agreement with the City Council. This conceptual master plan is not a land-use decision but will be a performance metric of the annexation agreement and must meet the criteria in the proposed zoning amendments in Appendix E of this Plan.

The conceptual master plan must conform to the Area Plan and demonstrate how the property owner will be achieving the covenants of the Area Plan with their development.

After being annexed into the City of McMinnville, a property owner must successfully complete a Final Master Plan land-use process prior to obtaining city zoning and entitlements for development. This process will be a quasi-judicial process. 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. 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. Therefore, the adoption of a Final Master Plan requires 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.

### **Master Planning Required for Larger Lands:**

A Master Plan must be completed prior to the annexation of any land that is greater than 10 acres in size.

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. More specifically, both Conceptual Master Plans for annexation and Master Plans for urban zoning and entitlement must include the following:

- Plan Objectives. A narrative shall set forth the goals and objectives of the Master Plan and how it achieves McMinnville's adopted Great Neighborhood Principles.
- Plan Area and Context. A map of the plan area and surrounding vicinity shall set the context for the Master Plan.
- Land Use Diagram. The land use diagram shall indicate the distribution and location of planned land uses for the Master Plan, including plans for park



and open space and community facilities. The plan shall identify proposed comprehensive plan designations and zoning.

- Significant Resources Inventory. An inventory of significant natural resources, scenic and historic resources, and open space areas. When significant resources are present, the Master Plan shall include a management plan to protect resource sites.
- Natural Hazard Areas. Inventory and identify areas subject to natural hazards.
- Mixed Use Areas. Identify areas planned for mixed uses, which may also include Neighborhood Activity Centers as described in Chapter VII of the MGMUP.
- Commercial Areas. Identify areas planned for commercial use, which may also include Neighborhood Activity Centers as described in Chapter VII of the MGMUP.
- Residential Areas. Identify areas planned for housing development. The housing plan must identify a mix of housing types and densities so that the overall density in the area meets the housing density objectives for the area that are identified in the MGMUP and the McMinnville Framework Plan. The MGMUP includes policies and findings that specify the housing types and densities that need to be achieved in order to meet future housing needs. Great Neighborhood Principle #11 also requires that “A range of housing forms and types shall be provided and integrated into neighborhoods to provide for housing choice at different income levels and for different generations.”
- Parks and Open Space. Identify land suitable for park and recreation use in accordance with the needs in the MGMUP and the standards in the McMinnville Parks, Recreation, and Open Space Master Plan.
- Transportation Analysis and Plan. Prepare a traffic impact analysis and local street plan that is consistent with street spacing and connectivity guidelines in the McMinnville Transportation System Plan (TSP). The street plan shall show the proposed classification for all streets, proposed bicycle routes, and proposed pedestrian facilities. The street plan shall show how streets, bike routes, and pedestrian facilities will connect with adjacent urban areas that are already existing and also how those facilities will be extended to adjacent UGB expansion areas that have not yet gone through the Master Planning process.
- Public Facilities Analysis and Plan. The plan must include a conceptual layout of public facilities (including at a minimum sanitary sewer, power, water, and storm drainage) needed to support the land use diagram. The Public Facilities Analysis should address overall capacities and must be consistent with the City’s adopted facility master plans. Where necessary, the analysis shall identify improvements that may require amending the adopted facility master plans.

- Site Design and Development Standards. If unique or innovative development standards are proposed for any area within the Master Plan area that differ from the City's normal development standards, these may be identified in the Area Plan and requested through a Planned Development process.

**Alternative Process for Smaller Lands:**

Lands less than 10 acres in size may be annexed into the city without the adoption of a Master Plan. This can occur when the lands are designated for residential use in the applicable Area Plan. 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.

**Annexations:**

All annexations will require the completion of an Annexation Agreement, to be approved by the City Council. A requirement of the Annexation Agreement will be the adoption of a Master Plan for any lands 10 acres or greater (see Master Planning process described above).

## **Residential Land Use Outside of Neighborhood Activity Centers**

Planning for residential development outside of identified Neighborhood Activity Centers shall be consistent with the following principles:

### **Low Density Residential Development (R-1 and R-2) –**

Low-density residential development should be limited to the following:

- Areas which are committed to low density development and shown on the buildable lands inventory as “developed” land;
- Areas where street facilities are limited to collectors and local streets;
- Areas having development limitations due to the topography, soil characteristics, drainage, high water table or flooding; and
- Areas with limited capacity for development in terms of facilities and services such as sewer, water, drainage, schools, police, and fire.

Consistent with these principles, there are but a few areas in the McMinnville urban area that would be planned for R-1 density. These include:

- The sloped portions of the West Hills;
- Neighborhoods and properties within the current urban growth boundary that are developed or have been approved for such densities (Michelbook, for example);
- Fox Ridge Road area;
- Redmond Hill Road area;
- Residential lands adjacent to existing or planned industrial areas.

Slightly higher densities (R-2) should be permitted on lands that exhibit the above listed characteristics (1 – 4), and following factors:

- The capacity of facilities and services;
- Walking distance of existing or planned transit;
- Proximity to jobs, commercial areas and public facilities and services should be zoned for smaller lots; and
- Proximity to and potential impact upon identified floodplains, and other environmentally sensitive areas (higher the potential impact, the lower the allowed density).

### **MGMUP 2020 Remand:**

The Comprehensive Plan was amended in 2003 as part of this Plan to include policies that guide the development of lower density residential uses in the R-1 and R-2 zones. Those policies are not proposed to be significantly amended by the MGMUP 2020 Remand. Those policies are included in Policy 71.06, 71.07, and 71.08 of the Comprehensive Plan, and are very similar to the principles described above. One amendment is proposed to Policy 71.06, which is to allow for flexibility if planned and funded improvements are in place to address areas of limited capacity due to serviceability.

### **Medium-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:

- Areas that are not committed to low density development;
- Areas that have direct access from collector or arterial streets;
- Areas that are not subject to development limitations such as topography, flooding, or poor drainage;
- Areas where the existing facilities have the capacity for additional development;
- Areas within one-half mile of existing or planned public transportation;
- Areas within one-quarter mile from a designated neighborhood activity or focus area.

The following factors should be used to define appropriate density ranges allowed through zoning in the medium density residential areas:

- The density of development in areas historically zoned for medium density development;
- The capacity of the services;
- The distance to existing or planned public transit;
- The distance to neighborhood or general commercial centers and office business centers; and
- The distance from public open space.

**MGMUP 2020 Remand:**

The Comprehensive Plan was amended in 2003 to include policies that guide the development of medium and high density residential uses in the R-3 and R-4 zones. Those policies related to medium density residential development are not proposed to be significantly amended by the MGMUP 2020 Remand. Those medium density residential policies are included in Policy 71.09 and 71.10 of the Comprehensive Plan, and are very similar to the principles described above.

**High-Density Residential (R-5):**

*High-density residential* contains housing at densities of anywhere 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). Typical uses include townhouses, condominiums, and apartments. This housing should be located in Neighborhood Activity Centers or within existing or planned transit corridors. In addition, it should be dispersed equally, to the extent possible, to the different activity centers to minimize unduly loading any one neighborhood or area of the city with such housing. This is consistent with the City's current multi-family housing policy that was born from the concerns regarding the proliferation of such housing in the Brockwood Hills area.

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

- Areas which are not committed to low or medium density development;
- Areas which have direct access from a major collector or arterial street;
- Areas which are not subject to development limitations;
- Areas where the existing facilities have the capacity for additional development;
- Areas within a one-quarter mile wide corridor centered on existing or planned public transit routes;
- Areas within one-eighth mile from neighborhood and general commercial shopping centers or designated activity center; and
- Areas adjacent to either private or public permanent open space.

**MGMUP 2020 Remand:**

The MGMUP 2020 Remand retains the R-5 High Density Residential framework to specifically guide the development of high density residential uses. Comprehensive Plan policies and zoning text amendments are proposed to be implemented through the Framework Plan, Area Planning, and Master Planning processes described in Chapter VII of the MGMUP.

Comprehensive Plan Policies are proposed to be included in Chapter IX (Urbanization) of the McMinnville Comprehensive Plan. The specific Comprehensive Plan and zoning text amendments are identified in Appendix D and Appendix E of the MGMUP.

## **Considerations Specific to Other Future Urbanizable Lands**

### **Parks and Open Space**

Although not proposed as a new plan designation, a description of future parklands, and how they are to be planned and sited, is important to understand in the context of this urbanization plan. The following is a summary of the parks and open space types to be accommodated in the future land use plan.

The parks and greenways definitions and their location are taken from the City's adopted "Parks, Recreation, and Open Space Master Plan." It is important to note that of the seven different park types listed in the adopted plan, projections for future park land are given for only three of these: neighborhood parks, community parks, and green space/greenway parks. Other park types for which a need clearly exists but future land need is not allocated include mini-parks (Taylor Park, for example), linear parks (Jandina/Westvale linear park and proposed BPA corridor pedestrian path), special use parks (Quarry Park), and trails and connectors.

Definitions and site selection criteria for neighborhood, community, and green space/greenway parks are provided below.

#### **Neighborhood Parks**

Neighborhood parks are the foundation of the parks and recreation system, providing accessible recreation and social opportunities to nearby residents. Such parks are typically 5 to 13 acres in size and include both passive and active recreation opportunities. Neighborhood parks should be located within a ½ mile radius of residences without crossing a major street for easy pedestrian and bicycle access. Neighborhood park sites are generally level.

#### **Community Parks**

A community park provides a variety of active and passive recreational opportunities for all age groups. These parks are generally larger in size and serve a wider base of residents than neighborhood parks. Community parks often include developed facilities for organized group activity as well as facilities for individual and family activities. Community park sites are typically 12 to 13 acres in size and should possess physical characteristics appropriate for both active and passive recreation. Land within the flood plain should generally be considered only if facilities are to be located above the 100-year flood elevation.

#### **Green space/Greenway**

A green space or greenway is an area of natural quality that protects valuable natural resources and provides wildlife habitat. The size of the park should be adequate to protect the resource and may include land for developed features that support outdoor recreation, such as picnic areas, benches, small-scale parking, restrooms, and other similar trailhead amenities. The minimum corridor width is 100 feet.

In addition to these parks, and the other park types listed in the adopted parks plan, this Urbanization Plan envisions other smaller public spaces -- such as greens, plazas, and small mini-parks located in activity centers, and office/industrial park focus areas.

**MGMUP 2020 Remand:**

The MGMUP 2020 Remand includes amendments to the Comprehensive Plan, Volume II, Goals and Policies, to update the Parks and Recreation Master Plan within five years of a major UGB amendment in order to address consistency with the new UGB and the identified park need in Appendix B of this Plan. (Proposed Comprehensive Plan Policy #182.50, Appendix D).

The MGMUP 2020 Remand also includes amendments to the Comprehensive Plan, Volume II, Goals and Policies to develop and adopt a Park (PK) Zone map designation that will be applied to all public parks and recreation facilities within the city limits to ensure that the City of McMinnville maintains its adopted levels of service for park land. (Comprehensive Plan Proposal #48.60, Chapter IX, Urbanization, Appendix D).

Appendix G, "Framework Plan and Area Planning Process", provides an evaluation of potential future park land needs in the expansion area relative to the described need in Appendix B. These are suggestive guidelines based on the current 1999 Parks and Recreation Master Plan suggested location for future parks, trails and greenways, the levels of service for parks adopted by the Plan. The specific locations, sizes and types of parks will be identified with the update of the Parks and Recreation Master Plan after the approval the MGMUP UGB Amendment.

## **Commercial Lands**

Neighborhood commercial uses should be located within identified Neighborhood Activity Centers, as described previously. Other locational criteria relative to commercial land use are provided in existing plan policies.

## **Industrial Lands**

Industrial lands are to be located consistent with existing and proposed plan policies (see Appendix "D" for proposed industrial lands policies, and Volume II of the McMinnville Comprehensive Plan for existing policies).

The application of the above described policies and locational factors, and previously described measures, produces the comprehensive plan map illustrated below (Figure 12).

**Industrial Land Additions:**

The MGMUP 2020 Remand adds 36 acres of exception land in the Riverside North exception area designated for industrial use. Existing Comprehensive Plan Policies provide guidance for regulating industrial land additions. Policy 54.0 calls on the City to develop a Planned Industrial Overlay district to ensure these areas develop consistent with adopted economic development strategies. Policy 186.0 requires new industrial land added to the UGB be developed under a Planned Industrial Overlay to address factors such as utility needs and traffic management not directed through residential areas.

### **Comprehensive Plan Policy Amendments:**

The MGMUP 2020 Remand includes proposed new and amended Comprehensive Plan Policies and Proposals. These are identified in detail in Appendix D of the MGMUP 2020 Remand, and are summarized below. Many of these proposals were recommended in the original 2003 MGMUP submittal and some have been added to this MGMUP 2020 Remand effort.

1. Amendments to Comprehensive Plan Chapter IV (Economy) to reflect neighborhood serving commercial uses and Neighborhood Activity Centers. Amend Comprehensive Plan Policy 186 to include Riverside North in the list of industrial areas subject to Planned Industrial Overlay rules.
2. Amendments to Comprehensive Plan Chapter V (Housing) to reflect higher density residential uses, removal of the west side density policy that is no longer applicable, and Neighborhood Activity Centers.
3. Amendments to Comprehensive Plan Chapter VII (Facilities and Services) to reflect the need to update facility plans and reference Neighborhood Activity Centers.
4. Amendments to Comprehensive Plan Chapter IX (Urbanization) to include items for the City to consider during future urbanization, describe the UGB expansion area planning and implementation process (Framework Plan, Area Planning, and Master Planning processes), and Neighborhood Activity Center policies. Proposals are also proposed to provide guidance in the implementation of the MGMUP.

### **Zoning Ordinance Amendments:**

The MGMUP 2020 Remand includes proposed Zoning Ordinance Amendments. These are identified in detail in Appendix E of the MGMUP 2020 Remand, and are summarized below. Two are as originally proposed in the 2003 MGMUP (Neighborhood Activity Center Overlay District and High Density Residential Zone) and one is a new proposal to help the City ensure that the UGB expansion area is developed to meet the city's land need as described in this plan (Area and Master Planning Process).

1. Neighborhood Activity Center Overlay District that may be applied lands inside the current and expanded urban growth boundary for mixed-use compact development opportunities.
2. High Density Residential Zone. A new R5 Zone that would be exclusive to multiple-family housing.
3. Area and Master Planning Process. Amendments to the Zoning Ordinance to provide the process and criteria for the area and master planning process developed to require thoughtful and intentional planning prior to annexation and development within the city limits.



## VIII. CONCLUSION:

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The MGMUP 2020 Remand results in an amendment of the UGB to include an additional 662.40 of gross buildable acres and 862.40 gross acres to McMinnville's existing UGB as a Phase II effort to the original MGMUP developed in 2003.

This remand effort addresses the remaining housing, employment and livability land need identified in original submittal that was not addressed in the Phase I UGB amendment of 2004.

The City of McMinnville will use an Urban Holding (UH) Comprehensive Plan Designation for all land in the UGB until land use planning is completed that enables the adoption of urban land use designations. This will allow for maximum efficiencies of land use within the UGB expansion area and the guarantee that the City's need for housing types, commercial uses and public amenities are achieved.

The City of McMinnville will address its commercial land needs through a combination of land added in expansion areas that will be used for neighborhood serving commercial uses, and by designating 40 acres of industrial land in the Three-Mile Lane area for future commercial use. The Plan includes multiple references to the need to maintain its 46 acre industrial land surplus in order that the City may carry out adopted economic development strategies that, over time, will increase need for industrial land. The economic development strategy and related policies are outlined in the Economic Development element of the comprehensive plan and in adopted plan policies. For this reason the City of McMinnville will add 40 acres on land to the UGB designated for future industrial use that offset the designation of 40 acres of industrial land for commercial use. The additions include 36 acres of buildable land in the Riverside North exception area, and 4 acres of city-owned resource land in the Norton Lane West study area.

**Table 21: Comprehensive Plan designations in the McMinnville UGB, 2003-2023, gross buildable acres, (Phase II)**

<b>Comprehensive Plan Designation</b>	<b>Gross Buildable Acres</b>
<b>Urban Holding</b>	<b>595.40</b>
<b>Residential</b>	<b>0.00</b>
<b>Commercial</b>	<b>26.70</b>
<b>Industrial<sup>1</sup></b>	<b>40.30</b>
<b>Total</b>	<b>662.40</b>

<sup>1</sup> As a land-use efficiency, the City of McMinnville will rezone 40 acres of industrially zoned property within the existing UGB to a commercial zone, and amend its UGB with an exception area that will be designated industrial to preserve more higher value, higher priority farmland within the UGB expansion study area.

Some of the proposed UGB expansion includes acreage that is not buildable, such as floodplains, land with slopes that are greater than 25%, and land that already has development on it. Table 22 describes the total gross acres of UGB expansion land needed to accommodate the City's identified housing, employment and livability needs.

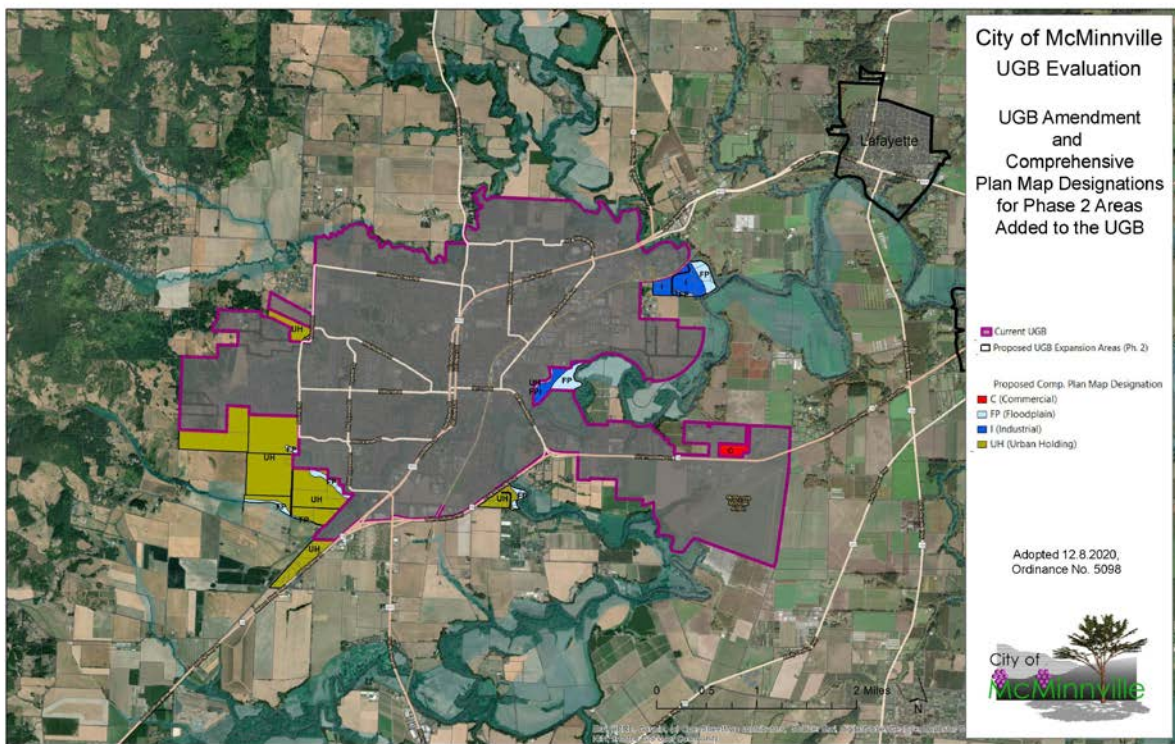
**Table 22: Comprehensive Plan designations in the McMinnville UGB, 2003-2023, gross acres, (Phase II)**

Comprehensive Plan Designation	Gross Acres
Urban Holding	621.60
Commercial	27.50
Industrial	92.30
Floodplain	121.0
<b>Total</b>	<b>862.40</b>

**Comprehensive Plan Map Amendment (Phase II)**

Map 10 is the proposed McMinnville MGMUP UGB comprehensive plan map amendment (Phase II). *(Included on the map is land within the City of McMinnville’s floodplains that are not considered buildable and therefore do not meet an identified land need, but which are being included in the UGB amendment as a means to protect the riparian habitat and to mitigate negative agricultural conflicts between urban and rural uses.)*

**Map 10: McMinnville MGMUP Remand UGB Comprehensive Plan Map Amendment (Phase II)**



### Comprehensive Plan Designations (Phase I and II)

The final UGB amendment to support this Plan (Phase I and Phase II) will be 1,280.30 gross acres, and 921.40 gross buildable acres. .

**Table 23: Comprehensive Plan designations in the McMinnville UGB, 2003-2023, gross buildable acres, (Phase I and Phase II)**

Comprehensive Plan Designation	Gross Buildable Acres (to satisfy land need)
Urban Holding	854.40
Residential	0.00
Commercial	26.70
Industrial <sup>1</sup>	40.00
<b>Total</b>	<b>921.40</b>

**Table 24: Comprehensive Plan designations in the McMinnville UGB, 2003-2023, gross acres, (Phase I and Phase II)**

Comprehensive Plan Designation	Gross Acres
Urban Holding	1039.50
Commercial	27.50
Industrial	92.30
Floodplain	121.00
<b>Total</b>	<b>1280.30</b>

### Comprehensive Plan Map Amendment (Phase I and Phase II)

Map 11 is the proposed McMinnville MGMUP UGB comprehensive plan map amendment (Phase I and Phase II). The City of McMinnville is proposing that the land which was included in 2004 also be designated as Urban Holding in order to accommodate Area Planning. *(Included on the map is land within the City of McMinnville's floodplains that are not considered buildable and therefore do not meet an identified land need, but which are being included in the UGB amendment as a means to protect the riparian habitat and to mitigate negative agricultural conflicts between urban and rural uses.)*

**Map 11: McMinnville MGMUP Remand UGB Comprehensive Plan Map Amendment, 2003-2023, (Phase I and Phase II)**

