



**City of McMinnville**  
**Planning Department**  
231 NE Fifth Street  
McMinnville, OR 97128  
(503) 434-7311

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

**Planning Commission**  
**McMinnville Civic Hall, 200 NE 2<sup>nd</sup> Street**  
**March 21, 2019**

**5:30 PM Work Session**  
**6:30 PM Regular Meeting**

*Welcome! All persons addressing the Planning Commission will please use the table at the front of the Council Chambers. All testimony is electronically recorded. Public participation is encouraged. Public Hearings will be conducted per the outline on the board in the front of the room. The Chair of the Planning Commission will outline the procedures for each public hearing.*

*If you wish to address Planning Commission on any item not on the agenda, you may respond as the Planning Commission Chair calls for "Citizen Comments."*

Commission Members	Agenda Items
Roger Hall, Chair	<b>5:30 PM - WORK SESSION – CONFERENCE ROOM</b>
Lori Schanche, Vice-Chair	<b>1. Call to Order</b>
Erin Butler	<b>2. Discussion Items</b>
Martin Chroust-Masin	<ul style="list-style-type: none"><li>• <b>BLI/HNA Update – Work Session Memo</b><ul style="list-style-type: none"><li>○ <b>Housing Strategy Guidance Memo</b> (<i>Work Session Exhibit 1</i>)</li><li>○ <b>Draft Housing Needs Analysis</b> (<i>Work Session Exhibit 2</i>)</li><li>○ <b>Memo from ECONorthwest on Housing Needs Analysis Decision Milestones</b> (<i>Work Session Exhibit 3</i>)</li></ul></li></ul>
Susan Dirks	<b>3. Adjournment</b>
Christopher Knapp	
Gary Langenwalter	
Roger Lizut	
Amanda Perron	

The meeting site is accessible to handicapped individuals. Assistance with communications (visual, hearing) must be requested 24 hours in advance by contacting the City Manager (503) 434-7405 – 1-800-735-1232 for voice, or TDY 1-800-735-2900.

\*Please note that these documents are also on the City's website, [www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov). You may also request a copy from the Planning Department.

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Commission Members	Agenda Items
Roger Hall, Chair  Lori Schanche, Vice-Chair  Erin Butler  Martin Chroust-Masin  Susan Dirks  Christopher Knapp  Gary Langenwaller  Roger Lizut  Amanda Perron	<p><b>6:30 PM – REGULAR MEETING - COUNCIL CHAMBERS</b></p> <ol style="list-style-type: none"> <li><b>1. Call to Order</b></li> <li><b>2. Citizen Comments</b></li> <li><b>3. Approval of Minutes</b> <ul style="list-style-type: none"> <li>• <b>February 21, 2019 Work Session Minutes</b> (<i>Exhibit 1a</i>)</li> <li>• <b>February 21, 2019 Planning Commission Minutes</b> - (<i>Exhibit 1b</i>)</li> </ul> </li> <li><b>4. Public Hearings</b> <ol style="list-style-type: none"> <li><b>A. <u>Quasi-Judicial Hearing. Conditional Use Permit (CU 1-19)-</u></b>  <i>(Exhibit 2)</i></li> </ol> <p>Request: Conditional Use Permit to operate a bed and breakfast establishment within an existing home. The property is currently approved for a resident-occupied short-term rental, which allows no more than two guest sleeping rooms. A Conditional Use Permit for a bed and breakfast establishment would authorize three or more guest sleeping rooms. The applicant is requesting approval for up to four guest sleeping rooms within the existing home.</p> <p>Location: The subject site is zoned R-4 (Multiple Family Residential) and is located at 806 SE Davis Street. It is more specifically described as Tax Lot 1100, Section 21CC, T.4 S., R. 4 W., W.M.</p> <p>Applicant: Katherine Jabuka</p> </li> </ol>



**B. Legislative Hearing. Comprehensive Plan Text Amendment: Great Neighborhood Principles (G 1-19) (Exhibit 3)**

Request: The City of McMinnville is proposing text amendments to Chapter IX (Urbanization) of the McMinnville Comprehensive Plan. The proposal is related to the incorporation of Great Neighborhood Principles (GNP) into the City's land use planning program. The purpose of the GNP is to define what makes a great neighborhood in McMinnville, and to identify and describe specific principles (which also could be referred to as elements or characteristics) that shall be achieved in every neighborhood. The GNP will ensure that new development and redevelopment, as it occurs, creates places and neighborhoods that are livable, healthy, social, safe, and vibrant for all residents of McMinnville. The GNP will guide future development, and will also be used to guide future development code updates establishing more detailed requirements to achieve and implement the GNP.

Applicant: City of McMinnville

**C. Legislative Hearing. Comprehensive Plan Text Amendment: Historic Preservation Plan (G 2-19) (Exhibit 4)**

Request: The City of McMinnville is proposing to amend the goals and policies of Chapter III (Cultural, Historical, and Educational Resources) of McMinnville's Comprehensive Plan and to adopt a Historic Preservation Plan as an appendix to the Comprehensive Plan to provide a guide for the City's historic preservation program for the next 15 to 20 years. The Historic Preservation Plan would include the following elements: a historic context statement for McMinnville; an overview of the current status of the City's historic preservation program; goals, policies, and proposals to guide future historic preservation work and activities to be completed by the City (which would also be included in Chapter III of the Comprehensive Plan as described above); and an implementation matrix organizing the future historic preservation work and activities into ongoing, short-term, mid-term, and long-term timeframes. The Historic Preservation Plan would not include any specific changes to any development code or regulatory processes. There are some recommendations on potential code amendments to analyze further and future survey work to complete, but no changes would occur to the City's development code or regulatory processes from the action to adopt the Historic Preservation Plan.

Applicant: City of McMinnville

- 5. Commissioner/Committee Member Comments**
- 6. Staff Comments**
- 7. Adjournment**

## WORK SESSION MEMORANDUM

**DATE:** March 21, 2019  
**TO:** Planning Commission Members  
**FROM:** Heather Richards, Planning Director  
**SUBJECT:** Work Session – BLI/HNA Update

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As you know the City of McMinnville is currently working on a Buildable Lands Inventory, Housing Needs Analysis and Housing Strategy. This effort is being guided by ECONorthwest as a consultant and a Project Advisory Committee (PAC) comprised of community stakeholders, including a couple of members of the Planning Commission.

The PAC recently met on Thursday, March 7, 2019, to discuss the conclusions of the Housing Needs Analysis and to start a discussion on the Housing Strategy.

This work session will summarize the results of that meeting, including but not limited to the following items:

- Future Housing Mix Needs (2018 – 2021, 2021 – 2041)
- Strategies of Responding to Future Housing Needs (Next 5, 10, 20 and 40 years)

These discussions will be very impactful to our overall long-range and current planning programs and we want to ensure that the Planning Commission remains fully informed as the discussions are taking place.

Attached to this memorandum are three exhibits that were distributed to the PAC to help with the dialogues:

- Memo from City Staff on Future Housing Strategy Options
- Draft Housing Needs Analysis Report
- Memo from ECONorthwest on Housing Needs Analysis Decision Milestones



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## MEMORANDUM

**DATE:** March 7, 2019  
**TO:** BLI/HNA/Housing Strategy Project Advisory Committee Members  
**FROM:** City Planning Staff  
**SUBJECT:** Thinking About McMinnville's Future Housing Needs – A Guide

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Dear PAC:

We are at that point in the Buildable Lands Inventory, Housing Needs Analysis and Housing Strategy discussions where we need to start putting all of the pieces of the puzzle together as we construct a future housing plan for McMinnville.

At our joint meeting we encouraged you to think about the next five generations of residents in McMinnville and how they are going to live in this community. Where will they live? What will be their experience? How will the built environment reflect their quality of life? How do we create equity and inclusivity so that we are creating places where people want to live and not places where people do not want to live?

This next PAC meeting we will need to make some statutory decisions per the housing needs analysis regarding "needed housing mix" and "needed density." This is usually structured in the housing needs analysis as a step to be completed before work on the housing strategy. However, these decisions could also be informed by the housing strategy, so we recommend thinking about some of the big picture aspects of the strategy related to the qualities McMinnville seeks for future neighborhoods and housing to help inform these quantitative decisions. One of the purposes of the housing strategy is to use the information and data developed in the Housing Needs Analysis report based upon the trends listed in ORS 197.296(5) that we now have specific to McMinnville, to begin to develop goals and strategies to meet McMinnville's housing needs.

Ultimately, the City isn't selecting housing for future residents and households. The City is providing a planning framework to address their needs by ensuring there are neighborhoods with different housing options for people to choose, consistent with their needs, preferences, and economic capabilities.

When you think about McMinnville in 2041, and the additional 5000 housing units (4424 in planning horizon of 2021-2041, plus estimated 500 in 2018-2021 horizon) that we need to build to accommodate our projected growth in population what do you imagine that looks like and feels like? Do you see lots of apartments, lots of single family detached homes or a mixture of different housing types? Do you see high density housing in one geographic area of the community and low density in another area, or do you see a different mix altogether? ***How do we protect the small town charm and aesthetic of McMinnville while providing housing choice for our diverse community and ensure that everyone lives in a quality housing situation. That is our ultimate goal.*** Then after we have figured out all of that we need to figure out how to achieve that goal while being good stewards of the land and thoughtful about land use efficiencies, minimizing our impact on the farm land that surrounds McMinnville.

There is nothing in the Oregon land use system that says cities shall not grow, in fact, quite the opposite is true, the Oregon land use system mandates that growth should happen in the cities and not in the unincorporated areas because cities can grow more efficiently, both financially and in terms of land supply.

There is also nothing in the Oregon land use system that mandates that all cities need to grow in the same way, these are local decisions, based on local values. And these decisions are what constitute the housing strategy.

This is why we recommend thinking about some of these big picture aspects so that they may inform the quantitative decisions required for “needed housing mix” and “needed density”. We want to ensure that the quantities and percentages selected reflect what the data in the Housing Needs Analysis report is telling us, and also what McMinnville wants to see in terms of Great Neighborhood Principles and type of housing forms that could provide the required housing type and mix.

Attached is a memorandum to help you think about how all of these different puzzle pieces interact with each other so that we ensure that we are putting our best foot forward for McMinnville.


**McMinnville’s Great Neighborhood Principles:** The City of McMinnville is currently in the process of adopting Great Neighborhood Principles. These principles are meant to create equity and inclusion for all residents in McMinnville to ensure that all residents live in a great neighborhood regardless of their income.

1. **Natural Feature Preservation** – Preserve significant natural features of the land.
2. **Scenic Views** – Preserve scenic view in areas that everyone can access.
3. **Parks and Open Spaces** – Provide open and recreational spaces for everyone to enjoy.
4. **Pedestrian Friendly** – Pedestrian friendly for all ages and abilities.
5. **Bike Friendly** – Bike friendly for all ages and abilities.
6. **Connected Streets** – Increased connectivity between places and destinations.
7. **Accessibility** – Should be accessible for people of all ages and abilities.
8. **Human Scale Design** – Buildings and spaces are designed to be comfortable at a human scale and foster human interaction with the built environment.
9. **Mix of Activities** – Easy and convenient access to many of the destinations, activities and local services that residents use on a daily basis.
10. **Urban Rural Interface** – Complement adjacent rural areas and transition between urban and rural uses.
11. **Housing for Diverse Incomes** – Housing opportunities for people and families with a wide range of incomes, and for people and families in all stages of life.
12. **Housing Variety** – Variety of building forms and architectural variety to avoid monoculture design.
13. **Unique and Integrated Design** – Unique features, designs and focal points create neighborhood character and identity.

## TRADITIONAL ASSUMPTIONS:

Traditionally, when communities undertake their Housing Needs Analysis and Housing Strategy they determine what the make-up of the future population is for the community and evaluate how they are going to meet the housing needs of that future population by identifying the types of housing they will encourage through their policies and housing strategy. Typically, the assumption is that higher density housing is more affordable and therefore multifamily is the most affordable housing type to serve the population base on the lower end of the affordability spectrum. See Figure 1.

Figure 1:

<b>Assumptions Inherent in Traditional Statutory Model</b>			
	<b>Less Affordable</b>  <b>More Affordable</b>		
	<b>1</b>	<b>2</b>	<b>3</b>
<b>A-Housing Type</b>	Single-Family Detached	Single-Family Attached	Multi-Family
<b>B-Density</b>	Low Density	Medium Density	High Density
<b>C-Affordability</b>	High Cost	Medium Cost	Low Cost
<b>Strategy</b>	↓	↓	↓
<b>Housing Mix Strategy</b>	Reduce Share Compared to Historic	Increase Share Compared to Historic	Increase Share Compared to Historic
<b>Housing Density Strategy</b>	Increase Density of SFD	Increase Density of SFA	Increase Density of MFH
<b>Leads To:</b>	↓	↓	↓
<b>Presumptive Outcome</b>	<ul style="list-style-type: none"> <li>• Lower % SFD in Mix</li> <li>• Increase Density of SFD</li> <li>• <u>Lower Cost:</u></li> <li>• Less of the most expensive housing type</li> <li>• Make this housing type more affordable by increasing its density</li> </ul>	<ul style="list-style-type: none"> <li>• Greater % SFA in Mix</li> <li>• Increase Density of SFA</li> <li>• <u>Lower Cost:</u></li> <li>• More of a more afford. housing type</li> <li>• Make this housing type more affordable by increasing its density</li> </ul>	<ul style="list-style-type: none"> <li>• Greater % of MFH in Mix</li> <li>• Increase Density of MFH</li> <li>• <u>Lower Cost:</u></li> <li>• More of the most afford. housing type</li> <li>• Make this housing type more affordable by increasing its density</li> </ul>
<b>Action:</b>	“Lock In” a mix and density, and determine how to achieve those with the strategy		

However, that does not always bear true in reality and may be what has led to some of our affordable housing issues. We want to encourage you to be more thoughtful and intentional than that.

Figure 2 below shows how many different housing types can serve different income levels for housing, and that typically people are making their housing choices based upon two factors: 1) what they can afford; and 2) how they prefer to live (rental versus ownership, detached versus attached housing). Ideally we would be able to provide housing at all income levels that provide choices for all preferences.

**Figure 2:**

	<b><u>Extremely Low Income</u></b> (≤ 30% of MHI) <b>483 HH in 20 Year Forecast</b> <b>11% of total units</b>	<b><u>Very Low Income</u></b> (30 – 50% of MHI) <b>482 HH in 20 Year Forecast</b> <b>11% of total units</b>	<b><u>Low Income</u></b> (50-80% of MHI) <b>683 HH in 20 Year Forecast</b> <b>15% of total units</b>	<b><u>Middle Income</u></b> (80 - 120% of MHI) <b>943 HH in 20 Year Forecast</b> <b>21% of total units</b>	<b><u>High Income</u></b> (≥ 120% of MHI) <b>1,833 HH in 20 Year Forecast</b> <b>41% of total units</b>
<b>Single Family Detached</b>	Tiny Home Villages Mobile Homes	Tiny Home Villages Mobile Homes Manufactured Homes Single Family Detached – Habitat and CHB, Section 8	Tiny Home Villages Mobile Homes Manufactured Homes Cottage Clusters Small Lot Subdivisions Single Family Detached – Habitat and CHB, Section 8	Single Family Detached Cottage Clusters Small Lot Subdivisions	Single Family Detached Cottage Clusters Small Lot Subdivisions
<b>Single Family Attached</b>		Common Wall Duplexes – Section 8 Townhomes – Section 8	Common Wall Duplexes – Section 8 Townhomes – Section 8	Common Wall Duplexes Townhomes	Common Wall Duplexes Townhomes
<b>Multi-Family</b>	Duplexes – Section 8 Triplexes – Section 8 Quadplexes – Section 8 Apartments – Section 8 Apartments - Subsidized	Duplexes – Section 8 Triplexes – Section 8 Quadplexes – Section 8 Apartments – Section 8 Apartments - Subsidized	Duplexes – Section 8 Triplexes – Section 8 Quadplexes – Section 8 Apartments – Section 8 Apartments - Subsidized	Duplexes Triplexes Quadplexes Apartments Condos	High End Duplexes High End Triplexes High End Quadplexes Apartments Condos

Note: This is the same distribution of households for existing conditions in 2017, however we currently have a deficit of housing supply that is affordable to households earning less than 50% of MHI, (approximately 940 units) and households earning more than 120% (approximately 1,064 units), creating a situation where people are purchasing more expensive housing than they can afford – less than 50% of MHI purchasing low income housing (living in a cost burden situation) and those who can afford more – greater than 120% of MHI are buying less house and putting pressure on the middle income housing market. (Exhibit 70 and 71 of the report).

**YOUR NOTES:**



### **HOUSING MIX DISCUSSION:**

Per state law we need to decide upon a future housing mix that would serve McMinnville's future housing needs. Below is a chart that summarizes some of the salient information that is in the draft Housing Needs Analysis per the four different scenarios that are discussed. The housing mix should reflect the types of housing that McMinnville feels that it will need to provide the appropriate housing choices for McMinnville's future residents. Think about how the housing mix will serve the projected future population of McMinnville in terms of affordability and choice based upon Figure 2 above.

**Figure 3:**

	Single Family Detached	Single Family Attached	Multifamily	Change to Overall Mix 2041***	Change to Overall Mix 2067***	Deficit Acreage of Land in 2021-2041 Planning Horizon*
<b>Baseline Existing Mix</b>	68%**	9%	23%	68, 9, 23	68, 9, 23	483
<b>Baseline 2000 – 2018 Mix</b>	62%	8%	31%	66, 9, 25	65, 8, 26	449
<b>Future Horizon Scenario #1</b>	60%	10%	30%	66, 9, 25	64, 9, 26	441
<b>Future Horizon Scenario #2</b>	55%	12%	33%	65, 10, 26	62, 10, 27	420

\*Exhibits 92 – 95 of the report. Please note that this does not include acreage needed for other urban needs, such as employment, public facilities and open space. That will be identified with the updated Economic Opportunities Analysis and Urbanization Study.

\*\* This mix is 55% traditional single family detached residential and 13% manufactured homes and mobile homes, allowing for detached single family living in an affordable manner with lower cost home improvements and common land ownership, which typically serves people 30 – 50% of MHI. Per the report, it is not expected that there will be many new manufactured home and mobile home parks developed.

\*\*\*Exhibit 82 of the report.

### **YOUR NOTES:**

## **DENSITY DISCUSSION:**

Per state law we need to decide upon a future targeted density of housing for McMinnville. The law does not say that the density needs to be greater than it is today, nor does it say that it needs to be identified per individual residential zone. What we do need to do is identify what makes sense for McMinnville within a framework of planning that strives for land-use efficiencies and provides housing that meets our future housing needs in a built environment that reflects McMinnville's values. Based upon the decisions associated with the housing mix discussion, we could decide upon a higher density target for our next fifty years of housing construction. If so, we will then want to think about what that looks and feels like in McMinnville and develop a strategy that will help us grow in that direction. When we were conducting our Great Neighborhoods Principles outreach, we heard from residents that they were not interested in high density housing prototypes that looked and felt like Portland Metropolitan communities – they wanted to preserve the small town charm of McMinnville. When we showed pictures of human-scale density - duplexes, triples, quadplexes, small to mid-size apartment projects - most people felt that McMinnville could absorb those housing prototypes with thoughtful design and development standards. At the same time, there are many people in the community that feel that the City Center may absorb higher density housing more effectively than the surrounding neighborhoods. Currently we have a code that relies on residential zoning that prescribes housing density by geographic region, R1, R2, R3 and R4 zoning, with R1 being low density zoning and R4 being high density zoning. We can continue to move that type of zoning forward and identify where the future zones would need to be located to respond to the targeted housing mix, or we could create one residential zone with a targeted density and allow developers to build any type of housing in that zone within carefully crafted design and development standards and performance metrics, or we can identify a hybrid of the two extremes. Figure 4 below outlines a few options for the types of zoning districts and regulations the City could explore.

**Figure 4:**

<b>Types of Zoning</b>	<b>Option #1 – Existing</b>	<b>Option #2 - Great Neighborhood Principles</b>	<b>Option #3 – Hybrid with High Density</b>	<b>Option #4 – Hybrid with High Density and Low Density</b>
<b><u>Traditional McMinnville Zoning:</u></b> R1, R2, R3 and R4 Zoning. Zones are identified by minimum lot sizes, density standards and allowed housing types. Lowest density zone, R1, has the least amount of allowed housing types. High density zone has the most amount of allowed housing types. Currently no design and development standards for housing types.	X			
<b><u>Catch-All Residential Zone:</u></b> A zone that has a targeted minimum density and requires a developer to show how they will be achieving that with a variety of different housing types (single family detached – all sizes), cottage clusters, duplexes, triplexes, quadplexes, townhomes, apartments, etc.) and has design and development standards for each housing type. Zone could also include a targeted affordable housing component for developments.		X	X	X
<b><u>High Density Residential Zone:</u></b> Only multifamily allowed. Need to define what is multifamily (duplexes, triplexes, quadplexes and apartments). Design and Development Standards for each housing type.			X	X
<b><u>Single Family Residential Zone:</u></b> This is the traditional single family detached residential zone. Typically allows for duplexes on corner lots.				X

Below are some graphics that help to illustrate how the same amount of housing units can be distributed within an existing built environment. While not all growth and new housing units can be assumed to occur as redevelopment of existing built-out areas, this is provided to help visualize how the different zoning options described in Figure 4 above could actually be implemented on the ground.

The “Existing Conditions” graphic and some of the graphics with higher density development occurring in one location depict the more traditional zoning approach of prescribing housing density in individual zones, applied in single geographic areas of the city. The “Combined Approach” and “Evenly Distributing Across all Zones” graphics depict how a potential “catch-all” residential zone could accommodate the same number of housing units at a scale (and density) that better blends in with the surrounding neighborhoods. The “catch-all” approach, or some hybrid of that approach, could result in better protection of the small town charm and aesthetic of McMinnville that is so important to our community, while still ensuring that there are a variety of housing choices in areas that provide for a quality and livable housing situation for everyone, which is one of the goals of the Great Neighborhood Principles.



**Existing Conditions**



**One High Rise Apartment**



**Six-Story Wood Framed Apartments**



**A Combined Approach**



**Evenly Distributing Across all Zones**

**YOUR NOTES:**

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# City of McMinnville

## Housing Needs Analysis

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March 2019

Prepared for:  
City of McMinnville

***Draft* REPORT**

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

KOIN Center  
222 SW Columbia Street  
Suite 1600  
Portland, OR 97201  
503.222.6060

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# 1. Introduction

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This report presents a Housing Needs Analysis (HNA) for the City of McMinnville. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing), and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

Consistent with Statewide Planning Goal 10, the HNA documents McMinnville's housing needs for the 20-year period from 2021 through 2041<sup>1</sup>. It is more comprehensive than the state requires, looking at housing needs for a 5, 10, 20, and 50-year period. The shorter-term analyses are intended to identify immediate housing needs and strategies given current land need deficiencies, and the 50-year analysis can provide a basis for the establishment of Urban Reserve Areas (URAs).

## Background

The City of McMinnville initially adopted an Urban Growth Boundary (UGB) in January 1981, intended to meet needs for a 20-year period from 1980-2000. The City of McMinnville last initiated a Housing Needs Analysis in 2000 for a planning period of 2000-2020 as part of a comprehensive review of its 20-year needs.

In 2007-2008, the City submitted a UGB amendment to DLCD for inclusion of 1,188 gross acres resulting in a total inclusion request of 890 buildable acres (of which 537 buildable acres were designated to meet identified housing needs) in addition to adoption of a number of land use efficiency measures. This UGB amendment was subsequently appealed on a number of issues, and ultimately the Court of Appeals found that the city had not justified its inclusion of high-value farmland, instead of rural residential "exception" areas, and agricultural areas of poorer soils.

Final action on the appeal was a Court of Appeals remand in July 2011 approving inclusion of only 217 buildable acres of exception-only land in the UGB, meeting only a portion of the identified residential land need. The other 320 acres of the 537-acre identified buildable residential need remaining unmet. To partially address residential land needs, the City has approved some plan amendments and rezones from lower to higher density residential designations. Other than some smaller non-residential to residential plan amendments and zone changes, no additional land has been added to the residential plan designation since land was

<sup>1</sup> ORS 197.296(2) requires cities to "demonstrate that its comprehensive plan or regional framework plan provides sufficient buildable lands within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years. The 20-year period shall commence on the date initially scheduled for completion of the periodic or legislative review." McMinnville anticipates adopting the Housing Needs Analysis no earlier than 2021. As a result, this report presents housing needs for the 2021 to 2041 period.

added in 2007-2008, as subsequently reduced by amendments required by the 2011 Court of Appeals decision.

Annexation of residentially designated land within the unincorporated UGB has been subject to approval by city voters since an initiative passed in May 1996 until the practice was largely overturned statewide by Senate Bill 1573 in 2016.<sup>2</sup> Annexations of land in McMinnville from 1996-2016 totaled 468.4 acres with at least 190 of those acres designated for uses other than housing.

The city has changed considerably since the time the last UGB review was initiated. From 2000 to 2017, McMinnville added nearly 7,166 residents, accounting for 34% of Yamhill County's growth over that period. In the same time, McMinnville added about 3,250 new dwelling units. McMinnville's population has grown a little older on average and has become slightly more ethnically diverse since 2000, consistent with statewide trends.

This report provides McMinnville with a factual basis to update the Housing Element of the City's Comprehensive Plan, zoning code, and to support future planning efforts related to housing and options for addressing unmet housing needs in McMinnville. It provides information that will inform future planning efforts, including a review of the McMinnville UGB and establishment of URAs. It provides the City with information about the housing market in McMinnville and describes the factors that will affect future housing demand and need in McMinnville, such as changing demographics and housing preferences. This analysis will help decision makers understand whether McMinnville has enough land to accommodate growth over the next 5, 10, 20, and 50 years.

## Framework for a Housing Needs Analysis

Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. What they can get for their money is influenced both by economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors. The housing market in Yamhill County and McMinnville are the result of the individual decisions of thousands of households, (McMinnville has over 12,000 households, and Yamhill County has nearly 40,000 households). These points help to underscore the complexity of projecting what types of housing will be built in McMinnville between 2021 and 2041.

<sup>2</sup> <https://olis.leg.state.or.us/liz/2016R1/Measures/Overview/SB1573>.

The complex nature of the housing market was demonstrated by the unprecedented boom and bust during the past two decades. This complexity does not eliminate the need for some type of forecast of future housing demand and need, with the resulting implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need.

## **Statewide Planning Goal 10 and Related Policies**

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197) established the Land Conservation and Development Commission (LCDC) and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).<sup>3</sup> Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.”

ORS 197.303(1) defines “needed housing” as follows:

As used in ORS 197.307, “needed housing” means all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes, as those terms are defined by the United States Department of Housing and Urban Development under 42 U.S.C. 1437a. “Needed housing” includes the following housing types:

- (a) Attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- (b) Government assisted housing;
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490;

<sup>3</sup> ORS 197.296(1)-(9) only applies to cities with populations over 25,000.

(d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions; and

(e) Housing for farmworkers.

DLCD provides guidance on conducting a housing needs analysis in the document *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, referred to as the Workbook. In addition, cities with a population of 25,000 or more (including McMinnville) are required to comply with ORS 197.296(1)-(9) and must conduct an analysis of housing need by housing type and density range to determine the number of needed dwelling units and amount of land needed for each needed housing type in the next 20-years (ORS 197.296(3)(b)).

Broadly, ORS 197.296(2) requires cities to demonstrate that its comprehensive plan provides sufficient buildable lands within the urban growth boundary to accommodate estimated housing needs for 20 years. Section 6 requires cities to conduct a buildable land inventory and analyze housing needs and residential land needs. If the conclusion of that analysis is the housing need determined pursuant is greater than the housing capacity determined, the city must either (1) amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years; or (2) amend 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 the next 20 years without expansion of the urban growth boundary;” or (3) adopt a combination of (1) and (2).

In summary, McMinnville must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed. This housing needs analysis was developed to meet the requirements of Goal 10 and its implementing administrative rules and statutes. This report references relevant state guidance in relation to various elements of the HNA.

## **A Note About Housing Needs**

As described in the “Framework for a Housing Needs Analysis” above, the nature of the housing market and housing needs are complex. Provisions of statute that discuss “needed mix” and “needed density” read as if, after conducting an analysis of historical and forecast trends, that the city can apply a formula to arrive at a “correct” determination of “needed mix” and “needed density” to ensure that housing needs are met for the next twenty years of population growth, but are met within a fairly rigid formula of science that does not take into account market and choice. In effect, this would require the City to determine the “needed” housing type and density for each household and aggregate the results for all households to arrive at the needed mix of housing types and the average needed density for the planning period. It presumes that households fit into categories that are uniform in their housing needs, preferences, choices, and trade-offs, and that the City could determine the “correct” aggregate housing choices. Meeting housing needs should also reflect community values and provide opportunities for a range of housing options to meet needs in the community, from affordable housing for the residents with the lowest incomes to “executive” housing options.

This formula further assumes that housing needs are reduced to type (three broad categories – single family detached, single family attached and multifamily), mix, and density. It further assumes these are the sole, or at least most critical, factors that allow cities to meet housing need. Without explicitly stating it, these components of housing “need” are reduced to a proxy for affordability across income levels, while failing to account for other aspects of the housing market that may be more critical to addressing housing need and choice across the income spectrum. It is demonstrably true that density does not necessarily equate to affordability. Further, state law currently prohibits cities from directly addressing some aspects of the housing market that may be more critical to meeting housing needs, specifically ORS 197.309 (which enables inclusionary zoning, but places restrictions on when it can be applied).

The required analysis also ignores the fact that some historic trends may be the result of factors that have artificially distorted the market and provision of housing supply in different ways, including past regulatory constraints that may have influenced the housing market, which become embedded in the trend analysis of housing need.

In reality, the City is zoning for housing opportunities in which households can make choices about housing that meets their needs providing choices consistent with their preferences, and those needs, and preferences may change for them during the planning period. This interpretation is consistent with the language of Goal 10: “plans shall 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.”

Household preference will lead to housing choices, where a household may have a choice of different housing options that reflect trade-offs. For example, when it comes to affordability, there may be different housing choices that are equally affordable. A household may choose an ownership opportunity that results in slight cost-burden but allows them to establish ownership and equity, rather than a rental opportunity at a lower price-point that doesn’t result in cost burden.

While housing type and density can be factors in housing costs, they are not determinant. Other factors than housing type and density can have a significant impact on housing cost and preference. These factors include:

- Location within the region and/or city. Locational factors and neighborhood amenities can dramatically affect housing cost. Locational choices relative to neighborhoods, amenities, schools, access to services etc. can determine preferences and housing costs. In some cases, the cost/square foot in the highest density multi-family developments in the most desirable neighborhoods can be significantly higher than larger single-family detached housing in a neighborhood a few miles away. To create equity and inclusion the city needs to be cognizant of ensuring that neighborhoods are equitable and that housing types are equally distributed.

- Square footage, materials, and amenities. These factors can be significant in determining housing cost. Census data suggests that the size of both single- and multifamily units continues to increase.
- Household formation. Some people may select different options for household formation to increase housing choice opportunities. For example, some individuals or extended families may prefer to share housing in a larger house in a neighborhood and share costs and/or social supports rather than live separately in individual units which may be separately more expensive for each individual and/or lack the social supports.
- Housing sub-types. Within the three broad categories of housing types specified in statute (single-family detached, single-family attached, and multi-family) are numerous sub-types. Some sub-types might have more in common with other housing types. For example, a cottage cluster might be comprised of detached-single family homes, but with smaller footprints and higher density, where they are more comparable in density and affordability to other housing types than they are to large-lot single family homes with significantly more square footage. In this case, it could be more appropriate to plan for opportunity/flexibility to achieve densities and affordability with different housing types, rather than plan for a specific mix of the three specified housing types.

In short, housing needs can, and do, change over time. The statutes imply that the “needed mix” identified at the start of the planning period is the “correct mix” and must be achieved over the course of the planning period. It treats needed mix and density as something that is determinant rather than predictive. If households make different housing choices than were initially expected or predicted, the statutes imply the city has not achieved the “correct mix” and must adjust to ensure the correct mix rather than recognizing its predictions may not have accurately reflected the socioeconomic and demographic characteristics or housing choices of its current and future residents. The law is set up to treat housing mix as destiny data – treating housing mix and density as a given to be adhered to rather than a forecast. While the population growth that provides the basis for future planning is described as a “forecast,” and planning for employment land is described as “economic opportunities,” planning for housing is instead described as “needed mix and density” rather than a housing forecast of opportunities for different housing types.

This suggests that the numbers in a population forecast are predictive and subject to change, but that the demographic and socioeconomic components inherent in that same forecast are not. It further assumes that the city can determine the complex factors that determine the “right” housing choice for households. A self-fulfilling planning scheme can be overly rigid and may drive households to select housing options because they are available rather than a preferred choice.

The statutes appear to be more concerned with “needed density and mix” identified at the beginning of the planning period as an absolute, more so than consideration of housing preference or considerations of options that are affordable to households commensurate with



their incomes. In effect, the metrics (e.g., density and mix) for “needed housing” can be more concerned with urbanization goals than with housing needs (particularly affordability since density does not necessarily equate to affordability). If we only measure things because they are measurable, it doesn’t mean we are measuring the right things or are making progress on the things we should be measuring, which may be more difficult to measure.

The above discussion isn’t intended to conflate housing need with the housing market. On the contrary, the housing needs analysis and residential lands needs analysis must address housing needs for those who lack housing, those who are at risk of losing housing, those who are not being served by the housing market, and those who have the narrowest choice of housing options commensurate with their incomes. There are many in the community who lack viable housing opportunities or choices. The market may continue to operate without responding to, or being able to respond to, housing needs for those residents, absent market interventions.

The housing needs analysis and resulting housing strategy will require creativity to meet the housing challenges that lie ahead and provide pathways to opportunity. Rigid thinking about housing type, mix, density, and segregated zoning will not lead to the creative solutions McMinnville seeks to meet the housing challenges head-on while creating great neighborhoods of enduring value that provide opportunity to future generations. Further, narrow thinking about the term “needed housing” can lead to replication of the worst examples of planning from the past, however well-intentioned. Affordability achieved through the warehousing of people doesn’t provide a pathway to opportunity or upward mobility.

While “needed mix” and “needed density” are statutory components of a housing needs analysis typically conducted in advance of a housing strategy, simultaneously pre-determining both of these variables fails to leave open flexible options to provide more creative solutions that could result if basing a residential land needs analysis on one of these variables and leaving the other variable open to be addressed through a responsive and creative housing strategy that provides greater flexibility in how the needs are met over time without adherence to rigid categories.

As the City of McMinnville continues to discuss housing needs and constructs a housing strategy to respond to the need, the City should strive for flexibility to allow for market innovation over the planning horizon to ensure that the need is truly being met with choice option. Additionally, the City of McMinnville has recently adopted “Great Neighborhood Principles” to ensure that everyone in McMinnville can live in a great neighborhood regardless of income. These principles strive for equity and inclusion in residential neighborhoods and will be an important dynamic of how McMinnville is able to respond to the housing need of its future residents in a meaningful way with enduring value.

## Organization of this Report

The rest of this document is organized as follows:

- **Chapter 2. Residential Buildable Lands Inventory** presents the methodology and results of McMinnville’s inventory of residential land.

- **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting McMinnville's housing market.
- **Chapter 4. Demographic and Other Factors Affecting Residential Development in McMinnville** presents factors that affect housing need in McMinnville, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in McMinnville relative to the larger region.
- **Chapter 5. Housing Need in McMinnville** presents the forecast for housing growth in McMinnville, describing housing need by density ranges and income levels.
- **Chapter 6. Residential Land Sufficiency within McMinnville** estimates McMinnville's residential land sufficiency needed to accommodate expected growth over the planning period.
- **Appendix A. Residential Buildable Lands Inventory** provides details on the process and methods for conducting the analysis as well as findings.

## 2. Residential Buildable Lands Inventory

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This chapter summarizes the residential buildable lands inventory (BLI) for the McMinnville UGB. The buildable lands inventory analysis (BLI) complies with statewide planning Goal 10, ORS 197.296(4), and OAR 660-008. A detailed discussion of methods and additional results is presented in Appendix A.

The BLI has the following main steps: (1) establish the residential land base (parcels or portion of parcels with appropriate zoning), (2) classify parcels by development status, (3) identify and deduct development constraints, including environmental and other constraints, (4) summarize total buildable area by zone. “Buildable lands” are properties classified as “vacant” or “partially vacant” which have at least some development capacity after deducting constrained areas. Those will be assigned capacity for new residential development. Calculations must also be made about how much of that land will be needed for streets and other land uses expected to occur on residential lands. That will reduce the amount of those lands available for residential development. Assumptions are also made about the extent of infill and redevelopment expected to occur on other lands.

The BLI is based on data and development status of land in late 2018. Since the planning period for this analysis is 2021-2041, McMinnville will need to update the BLI to reflect changes in development between 2018 and 2021.

### Categorizing Lands

The buildable lands inventory classifies all residential (and commercial land where housing is a permitted use) into categories.

#### Development Status

A key step in the buildable lands analysis is to classify each tax lot into a set of mutually exclusive categories based on development status. For the purpose of this study, all residential tax lots in the UGB are classified into one of the following categories:

- *Vacant land.* Tax lots that have no structures or have buildings with very little improvement value are considered vacant. For the purpose of this inventory, lands with improvement values under \$10,000 are considered vacant (not including lands that are identified as having mobile homes), unless aerial imagery or City staff determined that the tax lot is no longer vacant in the verification step.
- *Partially vacant land.* Partially vacant tax lots are those occupied by a use, but which contain enough land to be developed further. Generally, these are lots that have more than a half-acre of buildable land, after removing constraints and

developed land from the total acreage.<sup>4</sup> This was refined through visual inspection of recent aerial photos.

- *Developed land.* Developed land is developed at densities consistent with zoning and has improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant or partially vacant are considered developed.
- *Public or exempt land.* Except as noted below, lands in public or semi-public ownership are considered unavailable for development. This includes lands in Federal, State, County, or City ownership. Public lands were identified using the Yamhill County Assessment property tax exemption codes and ownership field. Exempt lands owned by a non-profit housing developer which are vacant or partially vacant are considered available for development and are inventoried accordingly.

## Development constraints

Consistent with state guidance on buildable lands inventories, ECONorthwest deducted portions of residential tax lots that fall within certain constraints from the vacant and partially vacant lands (e.g. wetlands and steep slopes). We used categories consistent with OAR 660-008-0005(2):

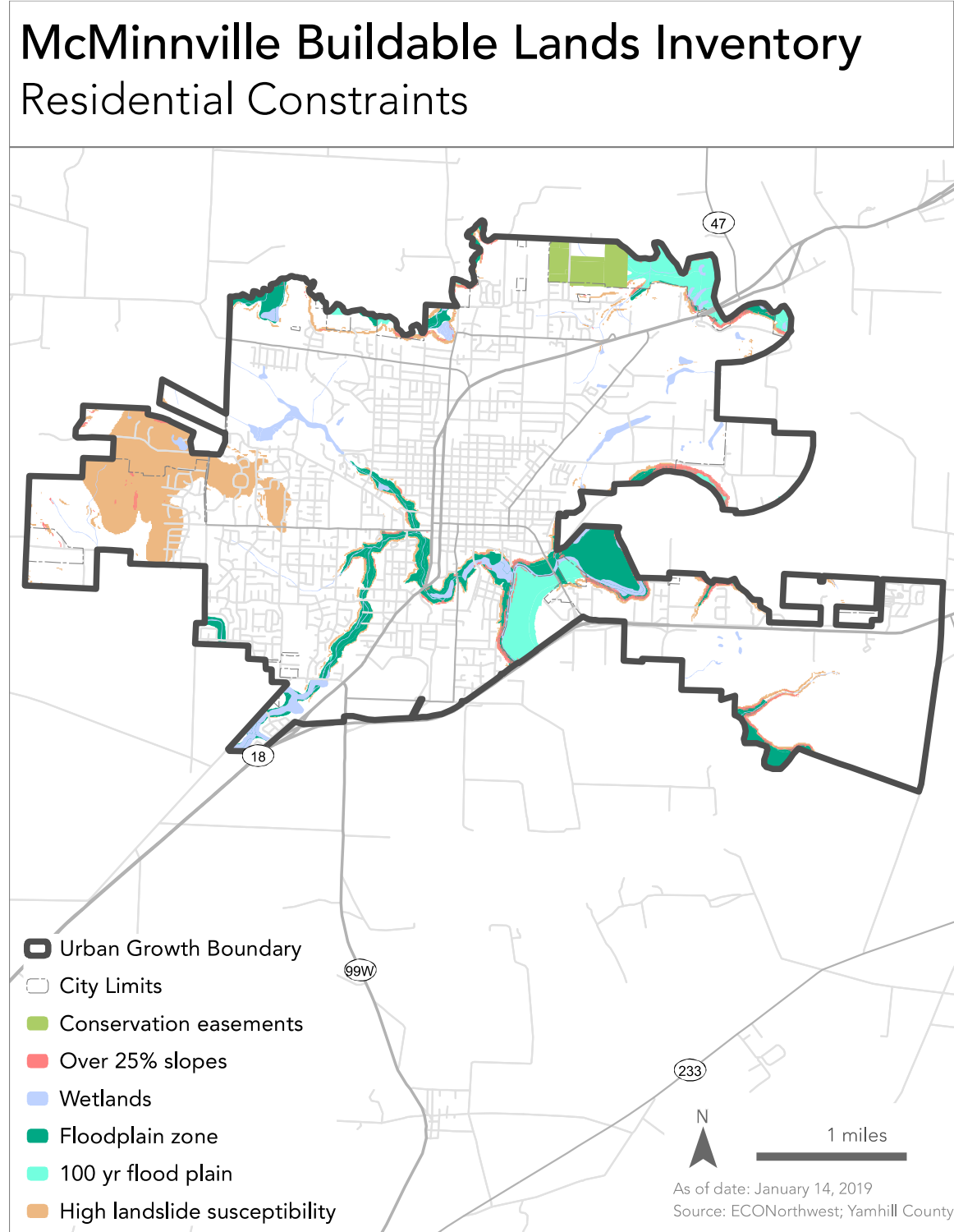
- *Lands within floodplains and floodways.* Flood Insurance Rate Maps from the Federal Emergency Management Agency (FEMA), as well as land in McMinnville's Flood Plain zone and plan designation, were used to identify lands in floodways and 100-year floodplains.
- *Land within natural resource protection areas.* The National Wetlands Inventory was used to identify areas within wetlands.
- *Land within landslide hazards.* The DOGAMI SLIDO database and landslide susceptibility datasets were used to identify lands with landside hazards. ECONorthwest included lands with "very high" or "high" susceptibility to landsides in the constrained area.
- *Land with slopes over 25%.* Lands with slopes over 25% are considered unsuitable for residential development.
- *Land with service or conservation easements.* Lands within conservation easements, as identified by City staff, were included in the constrained area.

<sup>4</sup> Under the safe harbor established in OAR 660-024-0050 (2)(a), the infill potential of developed residential lots of one-half acre or more may be determined by subtracting one-quarter acre (10,890 square feet) for the existing dwelling and assuming that the remainder is buildable land. Cities with population greater than 25,000, including McMinnville, are not eligible for this safe harbor. However, other cities that ECONorthwest has worked with have successfully justified similar threshold assumptions and the Public Advisory Committee (PAC) for this project considered this a reasonable method to address infill potential of developed residential lots in McMinnville.

After deducting constraints, vacant and partially vacant lands that have remaining development capacity are classified as “buildable lands”.

Exhibit 1 maps the development constraints used for the residential BLI.

**Exhibit 1. Residential Development Constraints, McMinnville UGB, 2018**



# Buildable Lands Inventory Results

## Land Base

Exhibit 2 shows the residential land base in McMinnville by plan designation and zone. It also allocates the properties and acreage in the land base between Water Pressure Service Zone 2 and all other areas as described below. The land base is comprised of those properties within the UGB that zoning or a plan designation that permits residential use. This is predominantly properties with a residential plan designation and/or zone. It also includes commercial plan designations and zones that also allow residential uses. The land base excludes plan designations/zones that don't allow for residential use, such as industrial zones and the floodplain zone.

The results show that the McMinnville UGB has 4,749 total acres in the residential land base in 9,854 tax lots. This analysis includes Commercial zones C-3 and O-R, which allow residential uses, and excludes zones that do not allow residential uses, including Industrial zones, C-1, C-2, and F-P zones.<sup>5</sup> Of the total acres in the UGB, about 1,326 acres (28%) are in the R-2 Single Family Residential zone, about 918 acres (19%) are in the R-1 Single Family Residential zone, about 386 acres (8%) are in the R-3 Two Family Residential zone, and about 664 acres (14%) are in the R-4 Multiple-Family Residential zone.

ECONorthwest also identified land in the Water Pressure Service Zone 2 contour due to additional considerations for capacity. Properties in Services Zone 2 are in the UGB but will be unable to develop until a water storage tank and associated water infrastructure are built to serve properties in Service Zone 2. The Zone 2 area covers properties within three zoning or plan designations—R-1, R-2, and county land in the residential plan designation. Exhibit 2 shows the acreage in tax lots that is either completely within or partially within Zone 2, and the remaining acreage in tax lots not in Zone 2 is defined as Zone 1.<sup>6</sup> Of the 4,749 acres in the land base, 272 acres (6%) are in Zone 2.

<sup>5</sup> The F-P zone and plan designation were included in the development constraints. Tax lots partially in the F-P zone and a residential zone were assigned the adjacent residential zone and the overlapping floodplain area was calculated in the constraints deduction.

<sup>6</sup> Some lots that fell within Zone 2 were excluded from Zone 2 acreage based on discussion with City staff. These included lots that were not subject to Zone 2 requirements, such as lots in a platted subdivision (most of those are authorized to develop using private booster pumps for water pressure in the interim). Lots partially in Zone 2 were split and acreages were calculated separately using the Intersect tool in GIS.

## Exhibit 2. Land Base: Residential acres by classification and zone, McMinnville UGB, 2018

Source: City of McMinnville, Yamhill Co., ECONorthwest. Note: The numbers in the table may not sum to the total as a result of rounding.

Zone/Plan Designation	Number of taxlots	Percent	Total taxlot acreage			Percent (total acreage)
			Zone 1	Zone 2	Total	
City Limits, by Zone						
R-1 Single Family Residential	1,928	20%	857	61	918	19%
R-2 Single Family Residential	4,357	44%	1,248	78	1,326	28%
R-3 Two Family Residential	1,225	12%	386	-	386	8%
R-4 Multiple-Family Residential	1,322	13%	664	-	664	14%
O-R Office/Residential	72	1%	25	-	25	1%
C-3 General Commercial	758	8%	613	-	613	13%
UGB, by County Zone or Plan Des.						
EF-80 (County Zone)	11	0%	117	-	117	2%
LDR9000 (County Zone)	1	0%	3	-	3	0%
VLDR-1 (County Zone)	2	0%	3	-	3	0%
Residential Plan Des.	178	2%	563	133	695	15%
Total	9,854	100%	4,477	272	4,749	100%



## Development Status

Properties within the residential land base were classified into the Development Status categories described above. (Vacant, partially vacant, developed, public/exempt). The constraints shown in Exhibit 1 were then overlaid and applied to those properties.

Exhibit 3 shows land in all residential land base by development and constraint status. Of the total residential land base, about 65% of McMinnville's total residential land (3,100 acres) is committed, 20% (928 acres) is constrained, and 15% (721 acres) is unconstrained buildable acres.

### Exhibit 3. Residential land by zone and constraint status, McMinnville UGB, 2018

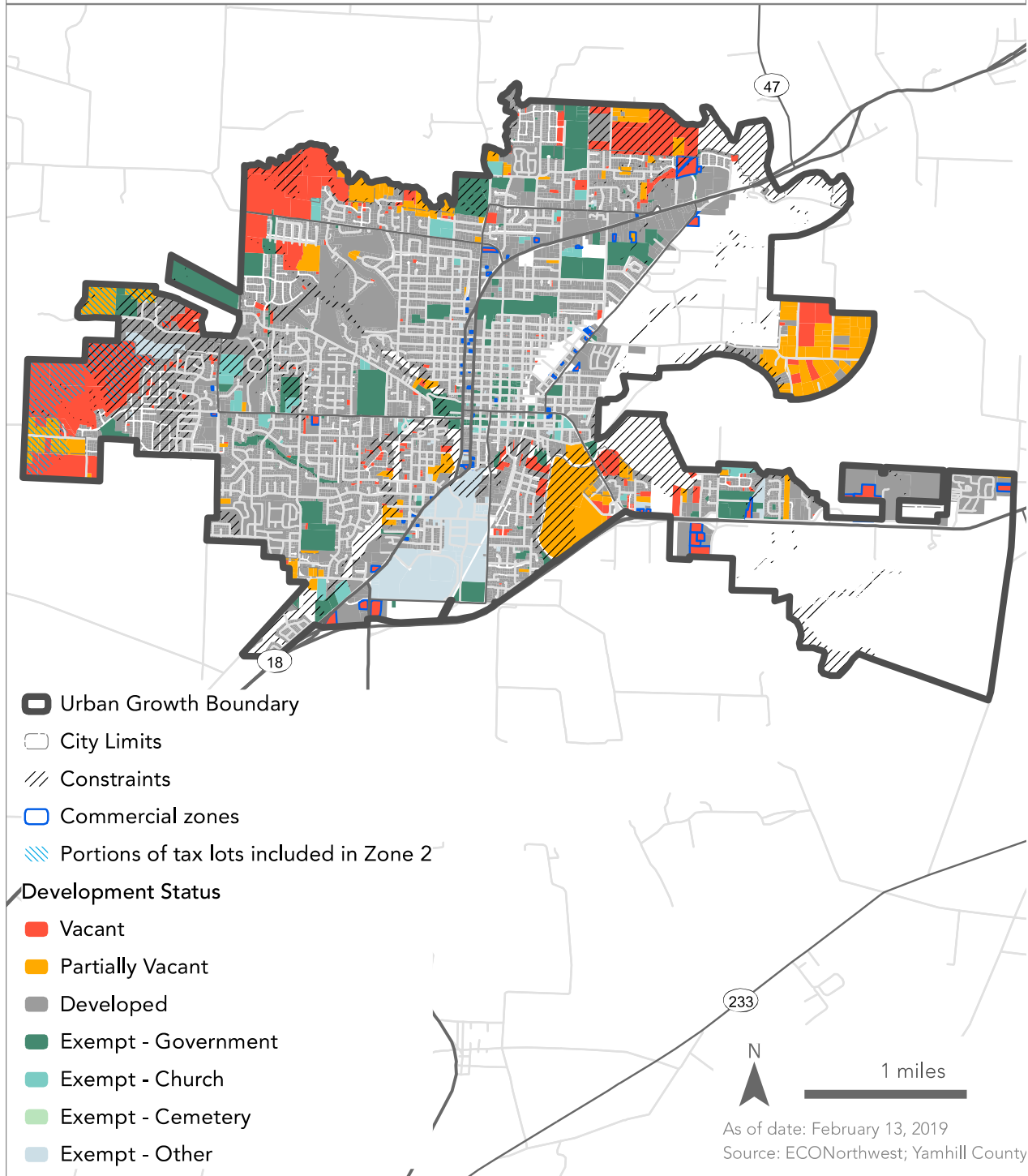
Source: City of McMinnville, Yamhill Co., ECNorthwest. Note: The numbers in the table may not sum to the total as a result of rounding.

Zone/Plan Designation	Total acres			Committed acres			Constrained acres			Buildable acres		
	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total
<b>City Limits, by Zone</b>												
R-1 Single Family Residential	857	61	918	595	0	596	153	25	178	109	36	145
R-2 Single Family Residential	1,248	78	1,326	990	-	990	172	33	206	86	45	131
R-3 Two Family Residential	386	-	386	347	-	347	33	-	33	6	-	6
R-4 Multiple-Family Residential	664	-	664	529	-	529	114	-	114	21	-	21
O-R Office/Residential	25	-	25	22	-	22	2	-	2	0	-	0
C-3 General Commercial	613	-	613	535	-	535	17	-	17	61	-	61
<b>UGB, by County Zone or Plan Des.</b>												
EF-80 (County Zone)	117	-	117	18	-	18	31	-	31	68	-	68
LDR9000 (County Zone)	3	-	3	0	-	0	0	-	0	3	-	3
VLDR-1 (County Zone)	3	-	3	1	-	1	0	-	0	2	-	2
Residential Plan Des.	563	133	695	56	8	63	274	73	347	232	52	285
<b>Total</b>	<b>4,477</b>	<b>272</b>	<b>4,749</b>	<b>3,092</b>	<b>8</b>	<b>3,100</b>	<b>796</b>	<b>131</b>	<b>928</b>	<b>588</b>	<b>133</b>	<b>721</b>

Exhibit 4 on the following page shows residential land by development status with constraints overlaid.

# McMinnville Buildable Lands Inventory

## Residential Development Status



## Vacant Buildable Land

**Error! Not a valid bookmark self-reference.** shows buildable acres (i.e., acres in tax lots that have capacity after constraints are deducted) for vacant and partially vacant land by zone and plan designation. Of McMinnville's 721 unconstrained buildable residential acres, about 61% are in tax lots classified as vacant, and 39% are in tax lots classified as partially vacant.

### Exhibit 5. Buildable acres in vacant and partially vacant tax lots by zone, McMinnville UGB, 2018

Source: City of McMinnville, Yamhill Co., ECONorthwest. Note: The numbers in the table may not sum to the total as a result of rounding.

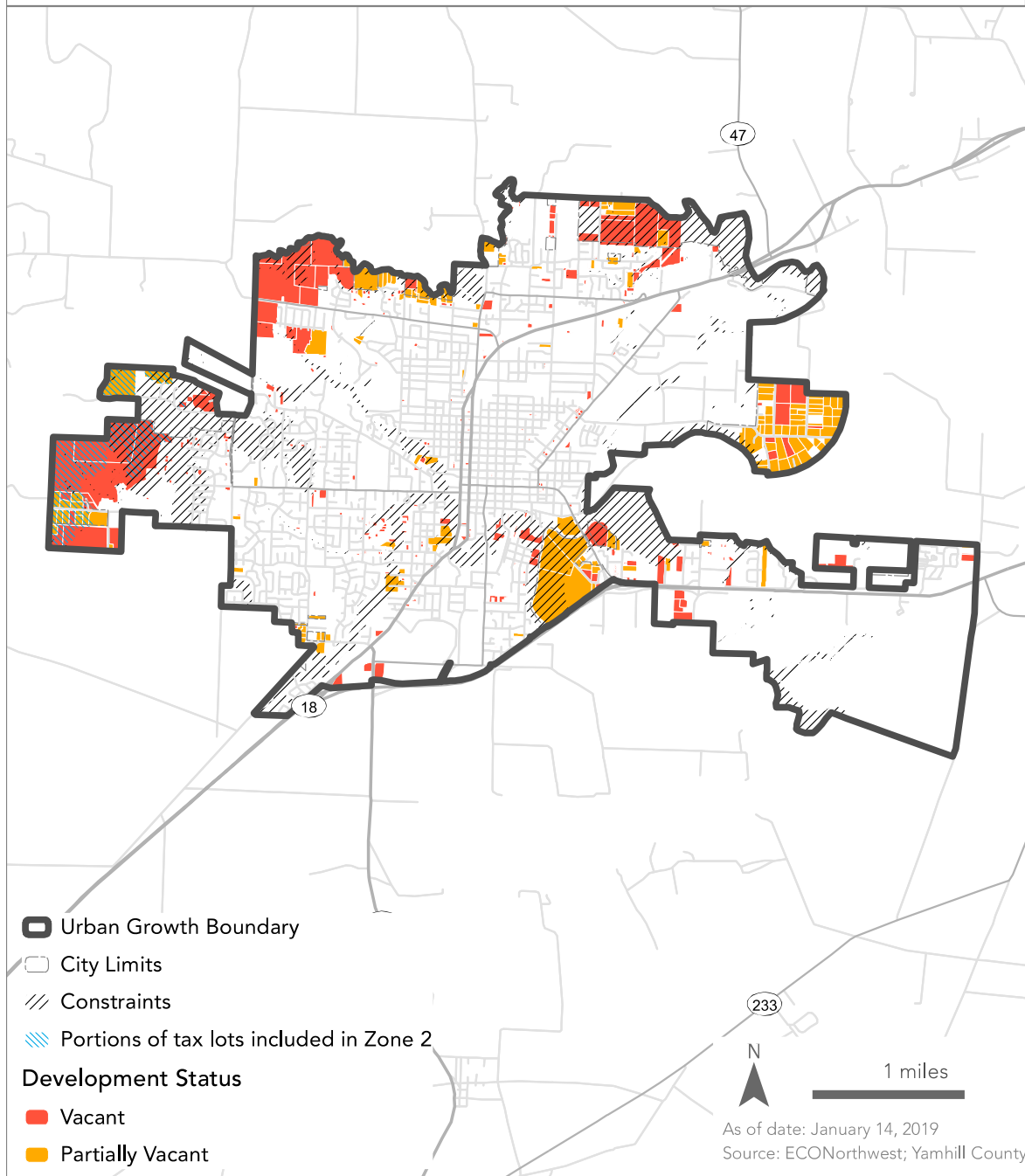
Zone/Plan Designation	Total Buildable acres			Buildable acres on vacant lots			Buildable acres on partially vacant lots		
	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total	Zone 1	Zone 2	Total
<b>City Limits, by Zone</b>									
R-1 Single Family Residential	109	36	145	84	34	118	25	2	27
R-2 Single Family Residential	86	45	131	74	45	119	12	-	12
R-3 Two Family Residential	6	-	6	5	-	5	1	-	1
R-4 Multiple-Family Residential	21	-	21	16	-	16	5	-	5
O-R Office/Residential	0	-	0	0	-	0	0	-	0
C-3 General Commercial	61	-	61	59	-	59	1	-	1
<b>UGB, by County Zone or Plan Des.</b>	0	-	0	0	-	0	0	-	0
EF-80 (County Zone)	68	-	68	63	-	63	5	-	5
LDR9000 (County Zone)	3	-	3	3	-	3	0	-	0
VLDR-1 (County Zone)	2	-	2	0	-	0	2	-	2
Residential Plan Des.	232	52	285	50	6	56	183	47	229
<b>Total</b>	<b>588</b>	<b>133</b>	<b>721</b>	<b>354</b>	<b>85</b>	<b>438</b>	<b>234</b>	<b>48</b>	<b>283</b>

The Exhibits on the following pages map McMinnville's buildable vacant and partially vacant residential land and resulting buildable lands after deducting constraints. Exhibit 6 shows vacant and partially vacant lots with constraints overlaid. Exhibit 6 shows buildable lots: those vacant and partially vacant parcels that have at least some development capacity after deducting constraints and Exhibit 8 shows the unconstrained buildable acres on those building parcels.

Exhibit 6. Vacant and Partially Vacant Residential Lots with Constraints Overlaid,  
McMinnville UGB, 2018

# McMinnville Buildable Lands Inventory

## Buildable Land by Development Status



# McMinnville Buildable Lands Inventory

## Buildable Lots with Development Capacity

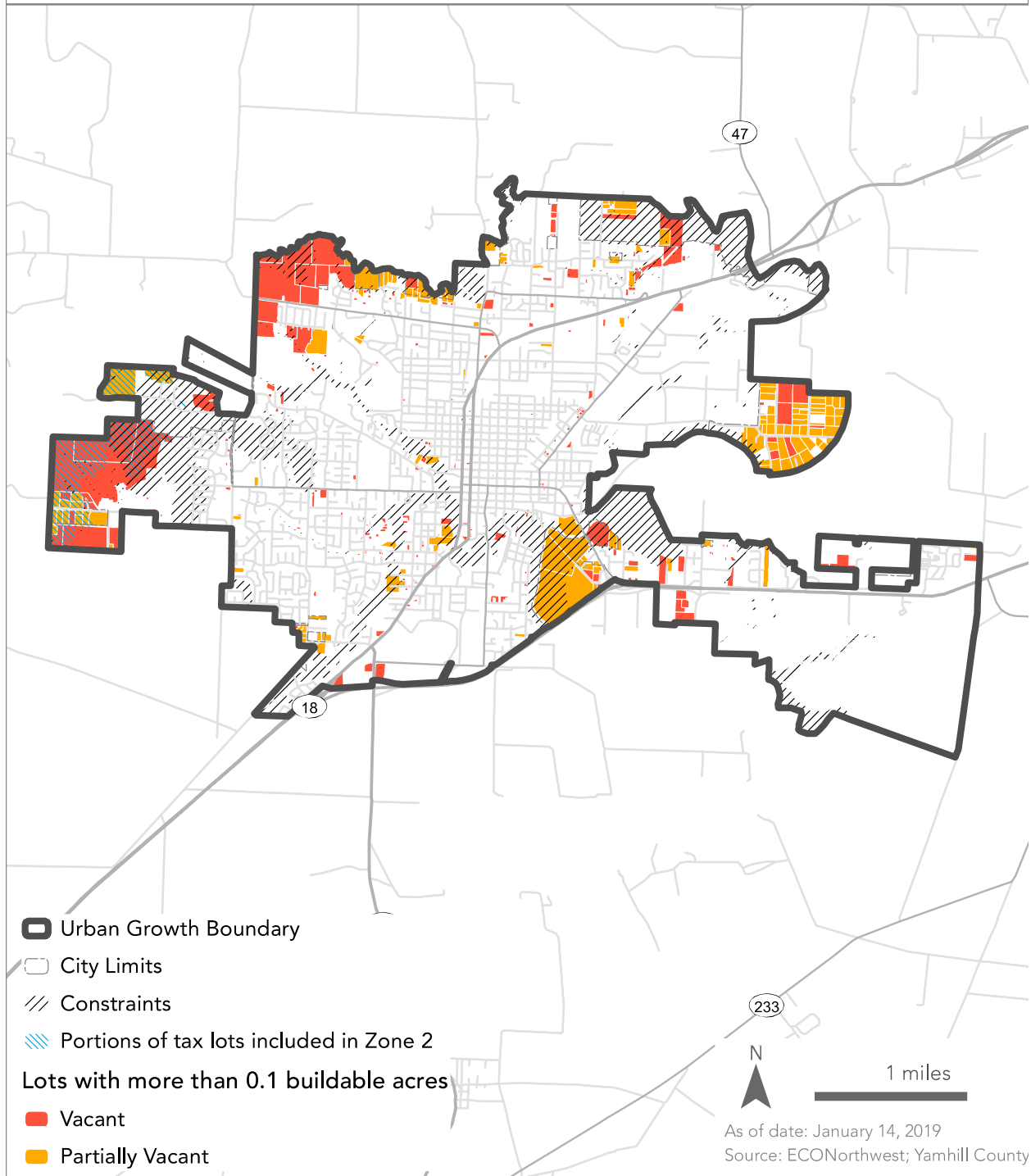
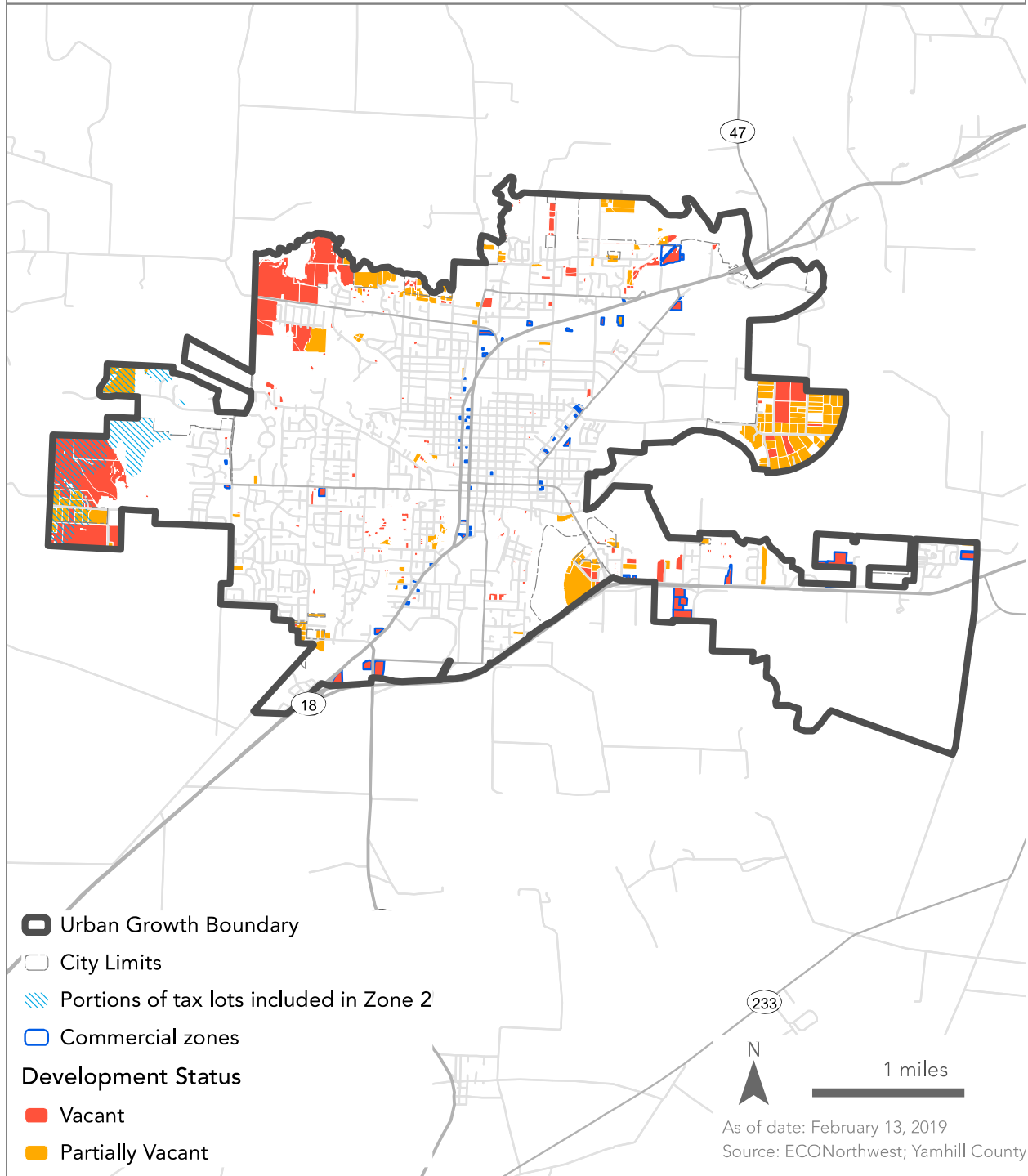


Exhibit 8. Buildable Acres (Unconstrained Portions of Vacant and Partially Vacant Parcels with Development Capacity), McMinnville UGB, 2018

# McMinnville Buildable Lands Inventory

## Buildable Acres with Development Capacity



## Infill and Redevelopment Potential

ORS 197.296(4) provides that buildable lands must include the vacant and partially vacant lands, as well as lands that may be used for infill and redevelopment. In other words, can lands that are classified as developed (not classified as vacant or partially vacant) accommodate additional development? For example, a lot developed with a single-family home may be able to accommodate an accessory dwelling unit. Infill and redevelopment reduce the amount of new residential development that must be accommodated on vacant and partially vacant land. The standard is outlined in OAR 660-008-0005(7):

“Redevelopable Land” means land zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the strong likelihood that existing development will be converted to more intensive residential uses during the planning period.

The key phrase here is “there exists the strong likelihood that existing development will be converted to more intensive uses...” The rule provides no guidance on how to operationalize the definition; the remainder of this section describes how it is addressed for this study.

While it is assumed every property classified as vacant or partially vacant that has capacity after deducting constraints will accommodate new development, the calculation is different for infill and redevelopment. The city need only identify the extent of infill and redevelopment likely to occur on lands that are already classified as developed. In other words, while some developed lots may accommodate some additional infill and redevelopment, we do not assume that every property that could experience infill or redevelopment will do so during the 20-year planning period.

The city is not required to create a map or document that identifies specific lots or parcels that may be used for infill or redevelopment like it is for vacant and partially vacant properties classified as buildable lands (ORS 197.296(4)(c)).

The Project Advisory Committee considered options for assumptions about the amount of infill and redevelopment that could reasonably be expected to occur on other residential lands that are already considered to be developed. There was general interest in using safe harbors or safe harbor methods and simplified methods when provided in applicable statutes and administrative rules. This recognizes that the safe harbor protections may not be available to the City for some methods, but that the methods and assumptions are reasonable nonetheless, and are based on analysis that was used to develop those methods and assumptions.

As a reminder, even small parcels with existing development that have been classified as partially vacant are already assumed to have capacity and are not included under the definition of infill.

It is unrealistic to assume that every property classified as developed that could experience even a small amount of infill and/or redevelopment would do so during the planning period. For example, if every single-family dwelling could add an accessory dwelling, it would be

unreasonable to assume every property owner would add one (e.g., the strong likelihood standard). Therefore, rather than analyze properties to identify which ones would be authorized for infill and redevelopment, the analysis focused on the share of new residential units that reasonably could be expected to be accommodated on lands that are already classified as developed. For redevelopment, an optional check could include evaluation of the extent of larger sites that have capacity to accommodate increased development and have realistic improvement/land value ratios.

Assumed Infill and redevelopment would need to add new units; demolition and replacement of one dwelling with another one would not add new residential units.

OAR 660-038 provides a simplified urban growth boundary method that provides formulas which can be used for certain assumptions related to a UGB expansion, including sections that address residential land needs in OAR 660-038-0030. The simplified method can only be used when planning for a UGB for a shorter time period (14 years) which the City of McMinnville has chosen not to pursue. However, the analysis that went into developing the formulas in the simplified method provide useful guidance.

- OAR 660-038-0030(6) allows a city to account for projected redevelopment expected to occur in residentially zoned areas and for mixed use residential development in commercially zoned areas. For cities with a current UGB population greater than 25,000, the specified range is between 5% and 25%.
  - Five percent of the 4,424 units projected from 2021-2041 is 221 units (11 units/year); 25% is 1,106 units (55 units/year). The City of McMinnville has not seen significant redevelopment of existing sites for new housing in the past twenty years.
- OAR 660-038-0030(7) allows a city to account for accessory dwelling units expected to occur. For cities with a current UGB population greater than 25,000, the specified range is between 1% and 3%.
  - One percent of the 4,424 units projected from 2021-2041 is 44 units (2.2 units/year); 3% is 133 units (6.6 units/year). While McMinnville doesn't track permits for ADUs differently than for other dwellings, it is estimated that the construction of new ADUs has averaged fewer than 2 per year.
- These two factors account for infill and redevelopment. There are no other provisions in the simplified method addressing infill other than in the later evaluation of land in areas studied for inclusion in the UGB.
- It is reasonable to assume that some parcels classified as developed (less than one-half acre with a residence) will also have some infill capacity, typically by partition, based on zoning and site development configuration.



## Recommendation:

- Assume 6% of new dwelling units during the planning period will be accommodated on lands classified as “developed” through infill and/or redevelopment. Six percent of the 4,424 units projected from 2021-2041 is 265 units (13 units/year).

Since the Planning Period begins in 2021, there is an interim period during which there will be additional population growth, new housing, and consumption of buildable land. The housing strategy will also need to address these immediate shorter-term needs, and the buildable lands inventory will need to be updated to reflect the additional land consumed between present and 2021. The PSU population forecast shows growth of about 1,480 people between 2018 and 2021, which would equate to about 581 households. At historic average density, it is expected this would be approximately 135 acres of the current buildable land inventory consumed before 2021 (assumes historic average density of 4.3 dwelling units per gross acre). In 2021, the BLI would be updated to show the actual additional buildable land that has been consumed prior to 2021. That will increase the land deficit and residential land need accordingly. Since that interim population will have occurred prior to the beginning of the planning period, that population will then be “existing population” that doesn’t need to be added back into forecast population that starts in the 2021 base year.

### 3. Historical and Recent Development Trends

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Analysis of historical development trends in McMinnville provides insight into the functioning of the local housing market. Moreover, it is required by ORS 197.296(5)(a). The mix of housing types and densities, in particular, are key variables in forecasting the capacity of residential land to accommodate new housing and to forecast future land need. The specific steps are described in Task 2 of the DLCD *Planning for Residential Lands Workbook* as:

1. Determine the time period for which the data will be analyzed
2. Identify types of housing to address (all needed housing types)
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types

ORS 197.296 requires the analysis of housing mix and density to include the past five years or since the most recent periodic review, whichever time period is greater.<sup>7</sup> The City's last periodic review ended in 1999. As a result, this HNA examines changes in McMinnville's housing market from January 2000 to December 2017 for information about housing mix and density. For other information about McMinnville's housing market, we present information for 2000 through 2017 from the U.S. Census and ACS, as that is the most recently available data. We selected this time period both because it complies with ORS 197.296 and because it provides information about McMinnville's housing market before and after the national housing market bubble's growth, deflation, and the more recent increase in housing costs.

This chapter presents information about residential development by housing type. There are multiple ways that housing types can be grouped. For example, they can be grouped by:

1. Structure type (e.g., single-family detached, single-family attached, multifamily, etc.)
2. Tenure (e.g., distinguishing unit type by owner or renter units)
3. Housing affordability (e.g., subsidized housing or units affordable at given income levels)
4. Some combination of these categories

For the purposes of this study, we grouped housing types based on: (1) whether the structure is stand-alone or attached to another structure; and (2) the number of dwelling units in each structure. The housing types used in this analysis are consistent with needed housing types as defined in ORS 197.303:

<sup>7</sup> Specifically, ORS 197.296(5) (b) states: "A local government shall make the determination described in paragraph (a) of this subsection using a shorter time period than the time period described in paragraph (a) of this subsection if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years."

- **Single-family detached** includes single-family detached units (including multiple single-family detached units on a single parcel), manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.
- **Multifamily** is all attached structures (e.g., duplexes, tri-plexes, quad-plexes, and structures with five or more units) other than single-family detached units, manufactured units, or single-family attached units.

In McMinnville, government assisted housing (ORS 197.303(b)) and housing for farmworkers (ORS 197.303(e)) can be any of the housing types listed above. ORS 197.312 specifies that a city or county may not, by charter, prohibit government-assisted housing or impose additional approval standards on government-assisted housing that are not applied to similar but unassisted housing. It also contains provisions providing for equal zoning treatment of housing for a farmworker and the farmworker's immediate family.

## Data Used in this Analysis

Throughout this report, we use data from multiple sources, choosing data from well-recognized and reliable data sources. State statutes do not provide direction about which data sources to use. This report uses the best available sources for housing, population, and household data which comes from two primary Census sources:

- The **Decennial Census**, which is completed every ten years and is a survey of all households in the U.S. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of the 2010 Decennial Census, it does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a sample of households in the U.S. From 2012 through 2016 and 2013 through 2017, the ACS sampled an average of 3.5 million households per year, or about 2.6% and 2.9% of the households in the nation. The ACS collects detailed information about households including demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.

This report uses data from the 2012-2016 and 2013-2017 ACS for McMinnville.<sup>8</sup> In general, we use data from 2012-2016 unless the data informs a housing forecast assumption, in which case we use data from 2013-2017. This chapter, and the following chapters of this report, also use data from the 2000 and 2010 Decennial Census.

It is worth commenting on the methods used for the American Community Survey.<sup>9</sup> The American Community Survey (ACS) is a national survey that uses continuous measurement methods. It uses a sample of about 3.5 million households to produce annually updated estimates for the same small areas (census tracts and block groups) formerly surveyed via the decennial census long-form sample. It is also important to keep in mind that all ACS data are estimates that are subject to sample variability. This variability is referred to as “sampling error” and is expressed as a band or “margin of error” (MOE) around the estimate.

This report uses Census and ACS data because, despite the inherent methodological limits, they represent the most thorough and accurate data available to assess housing needs. We consider these limitations in making interpretations of the data and have strived not to draw conclusions beyond the quality of the data.

## Trends in Housing Mix

This section provides an overview of changes in the mix of housing types comparing McMinnville to Yamhill County and Oregon. We compare McMinnville to these larger regions to understand how McMinnville fits into the regional housing market. These trends demonstrate the types of housing developed in McMinnville historically.

This section shows the following trends in housing mix in McMinnville:

- **McMinnville’s housing stock is predominantly single-family detached housing units.** According to 2013-2017 ACS data, 68% of McMinnville’s housing stock was single-family detached, 23% was multifamily, and 9% was single-family attached (e.g., townhouses).

Based on ACS data, McMinnville has a proportionally smaller share of single-family housing compared to Yamhill County (79%) and the state (72%). This is typical as urban areas (i.e. McMinnville) will often have a larger share of multifamily housing than more rural areas of the same jurisdiction (i.e. Yamhill County).

- **McMinnville’s housing mix is not unlike most comparison cities.** Single-family detached housing is the dominant housing type in McMinnville and other comparison cities (Albany, Ashland, Grants Pass, Hood River, Newberg, Redmond, and Sherwood).

<sup>8</sup> ACS data is presented in five-year ranges because “they represent the characteristics of the population and housing over a specific data collection period.” [https://www.census.gov/content/dam/Census/programs-surveys/acs/about/ACS\\_Information\\_Guide.pdf](https://www.census.gov/content/dam/Census/programs-surveys/acs/about/ACS_Information_Guide.pdf)

<sup>9</sup> A thorough description of the ACS can be found in the Census Bureau’s publication “What Local Governments Need to Know.” <https://www.census.gov/library/publications/2009/acs/state-and-local.html>

McMinnville does, however, have a slightly higher share of single-family attached housing than many of these communities, (particularly Albany, Grants Pass, Hood River, and Redmond). McMinnville has a larger share of manufactured housing (about 12%, classified as single-family detached), compared to other comparison cities.

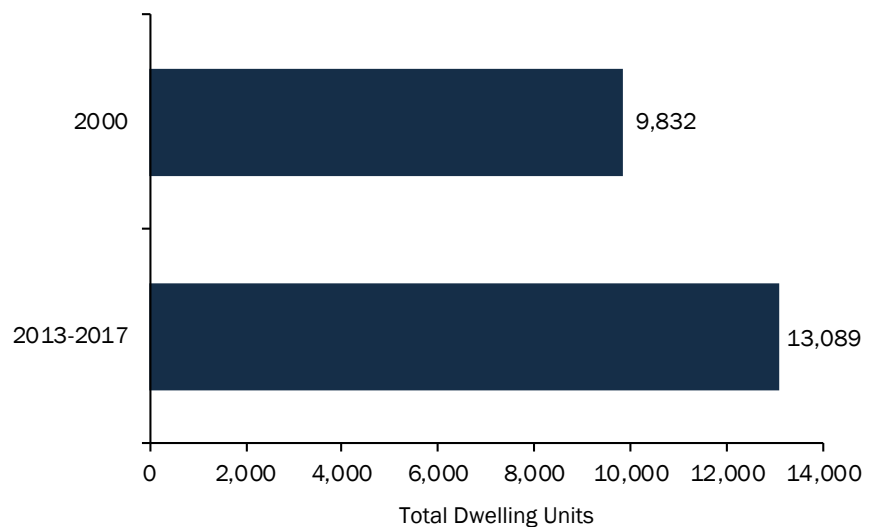
- **McMinnville's total housing stock grew by about 33% between 2000 and the 2013-2017 period.** McMinnville added 3,257 new dwelling units during this 17-year period.
- **Single-family detached housing accounted for the majority of new housing growth between 2000 and 2017.** Fifty-seven percent of new housing permitted between 2000 and 2017 was single-family detached housing.

## Housing Mix

The total number of dwelling units in McMinnville increased by 3,257 units from 2000 to 2017 (33% change).

**Exhibit 9. Total Dwelling Units, McMinnville, 2000 and 2013-2017**

Source: Census Bureau, 2000 Decennial Census, SF3 Table and 2013-2017 ACS Table B25024.

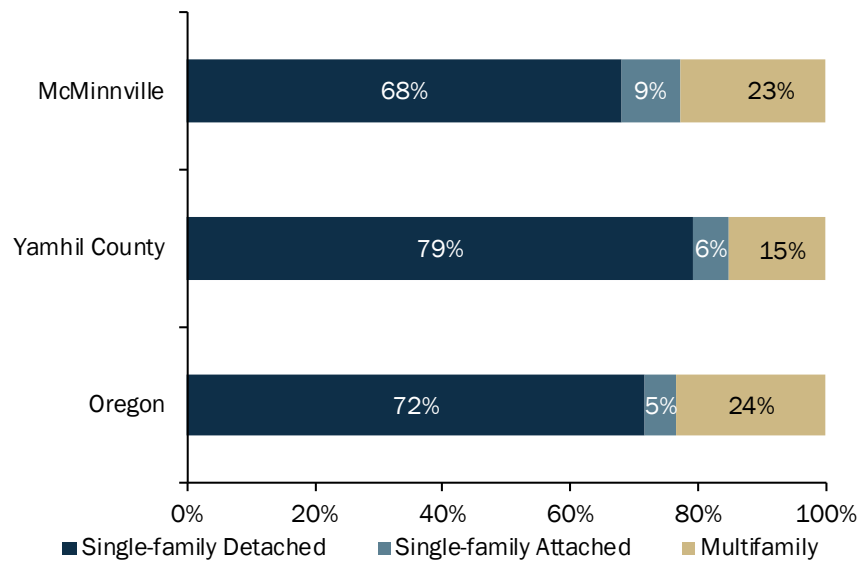


**About two-thirds of McMinnville's total housing stock is single-family detached.**

Typical of urban areas, McMinnville has a larger share of multifamily housing than Yamhill County, which is comprised of both urban (including McMinnville) and rural areas.

**Exhibit 10. Housing Mix, 2013-2017**

Source: Census Bureau, 2013-2017 ACS Table B25024.

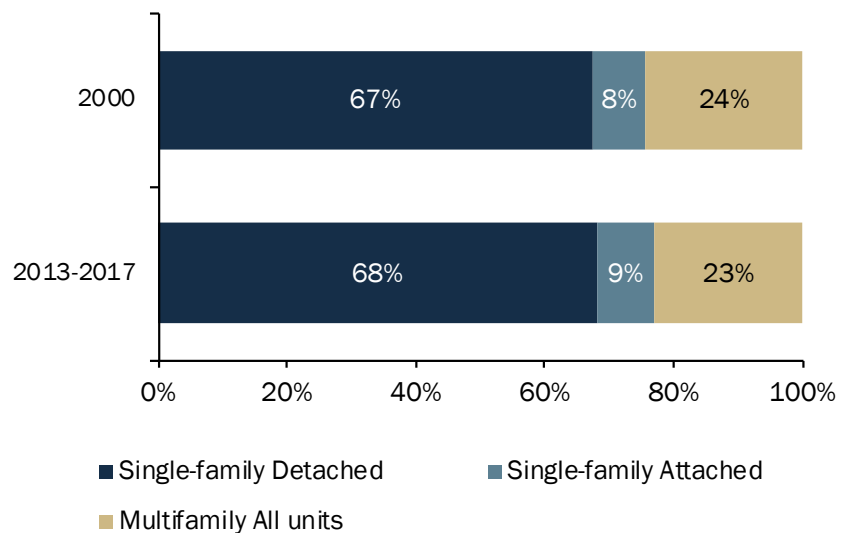


**The mix of housing in McMinnville stayed relatively static from 2000 to 2017.**

McMinnville had 13,089 dwelling units in 2017. About 8,902 were single-family detached, 1,180 were single-family attached, and 3,007 were multifamily.

**Exhibit 11. Change in Housing Mix, McMinnville, 2000 and 2013-2017**

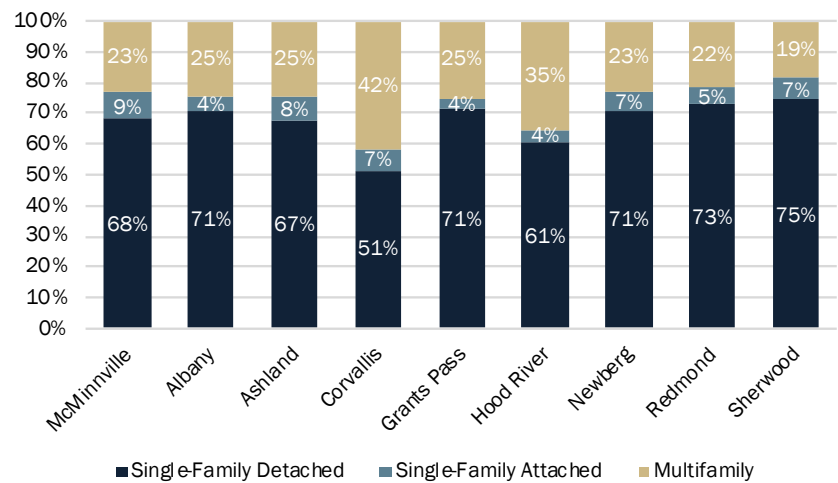
Source: U.S. Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2013-2017 ACS Table B25024.



**McMinnville has a larger share of single-family attached housing than other comparison cities.**

### Exhibit 12. Housing Mix, McMinnville and Comparison Cities, 2013-2017

Source: U.S. Census Bureau, 2013-2017 ACS, Table B25024. Note: Comparison cities selected by the City of McMinnville.

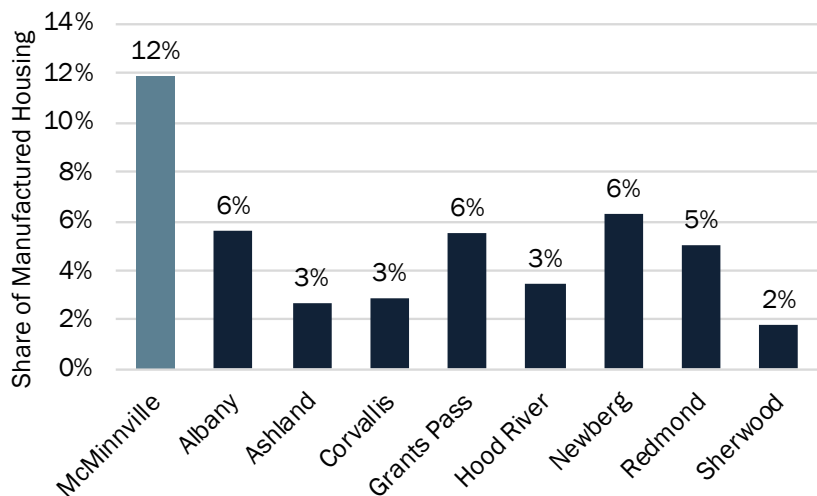


**About 12% of McMinnville's housing stock is manufactured housing.**

McMinnville has a larger share of manufactured housing stock than all other comparison cities.

### Exhibit 13. Manufactured Housing, Share of Total Housing Stock, McMinnville and Comparison Cities, 2013-2017

Source: U.S. Census Bureau, 2013-2017 ACS, Table B25024. Note: Manufactured housing is a form of single-family detached housing.



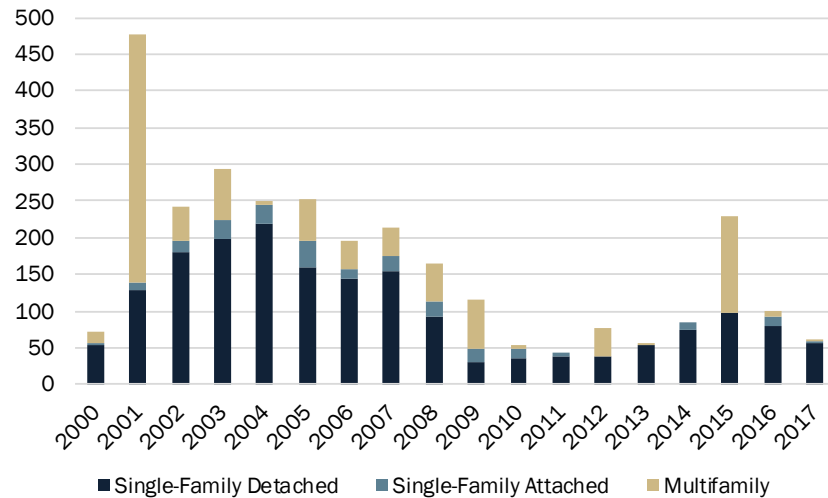
## Building Permits

**Over the 2000 to 2017 period, McMinnville issued permits for 3,038 dwelling units, with an average of 179 permits issued annually.**

Since 2000, McMinnville issued 69% of permits for single family dwelling units, 30% for multi-family dwelling units.

**Exhibit 14. Building Permits Issued for New Residential Construction by Type of Unit, McMinnville, 2000 through 2017**

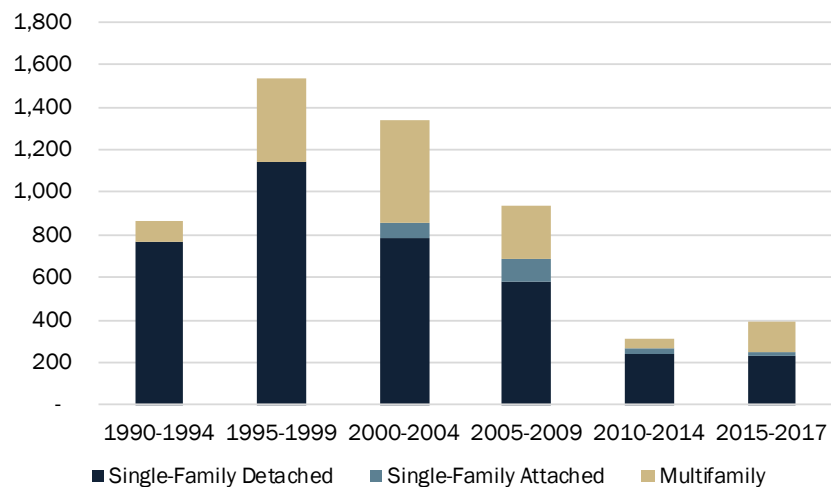
Source: City of McMinnville. Note 1: Single-Family includes detached and attached single family units as well as manufactured homes. Note 2: This chart shows a ~200 unit discrepancy from ACS data presented in Exhibit 9.



**McMinnville permitted substantially fewer units in the current decade (2010-17) than previous decades.**

**Exhibit 15. Share of Building Permits Issued for New Residential Construction by Type of Unit, McMinnville, 1990-1994, 1995-1999, 2000-2004, 2005-2009, 2010-2014, and 2015-2017**

Source: City of McMinnville. Note: DU is dwelling unit.





## Housing Density

Housing density is the density of housing by structure type, expressed in dwelling units per net or gross acre.<sup>10</sup> The U.S. Census does not track residential development density thus this study analyzes housing density based on McMinnville's permit database for development between 2000 and July 2018.

Through analysis of McMinnville's building permit data, between 2000 and July of 2018, 3,038 new dwelling units were developed in McMinnville. Of the 3,038 new units:

- 1,877 units were single-family detached (62%),
- 228 units were single-family attached (8%), and
- 993 units were multifamily (31%).

Between 2000 and July of 2018, housing in McMinnville developed at a density averaging 6.6 dwelling units per net acre. Exhibit 16 shows average net residential development by structure type for the historical analysis period. Single-family detached housing developed at 4.8 units per net acre. Single-family attached housing developed at 12.3 units per net acre. Multifamily housing developed at 18.2 units per net acres (of which duplexes developed at 7.0 units per net acre and all other multifamily units developed at 19.7 units per net acre).

### Exhibit 16. Net Density by Unit Type and Zone, McMinnville, 2000 through July 2018

Source: City of McMinnville Building Permit Database.

Plan Designation and Zone	Single-Family Detached			Single-Family Attached			Multi-Family			TOTAL		
	Units	Acres	Net Density	Units	Acres	Net Density	Units	Acres	Net Density	Units	Acres	Net Density
Commercial Sub-Total	-	-	-	-	-	-	309	9.9	31.2	309	9.9	31.2
C-3	-	-	-	-	-	-	309	9.9	31.2	309	9.9	31.2
Residential Sub-Total	1,877	393.8	4.8	228	18.5	12.3	624	41.3	16.5	2,729	453.5	6.0
O-R	-	-	-	-	-	-	57	7.5	7.6	57	7.5	7.6
R-1	393	98.9	4.0	27	2.9	9.5	2	0.2	-	422	102.0	4.1
R-2	880	184.8	4.8	102	8.3	12.3	213	14.5	18.6	1,195	207.6	5.8
R-3	100	17.0	5.9	44	4.2	10.6	6	0.9	-	150	22.0	6.8
R-4	504	93.1	5.4	55	3.1	17.6	346	18.2	19.1	905	114.4	7.9
<b>Total</b>	<b>1,877</b>	<b>393.8</b>	<b>4.8</b>	<b>228</b>	<b>18.5</b>	<b>12.3</b>	<b>933</b>	<b>51.2</b>	<b>18.2</b>	<b>3,038</b>	<b>463.4</b>	<b>6.6</b>

<sup>10</sup> OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

## Trends in Tenure

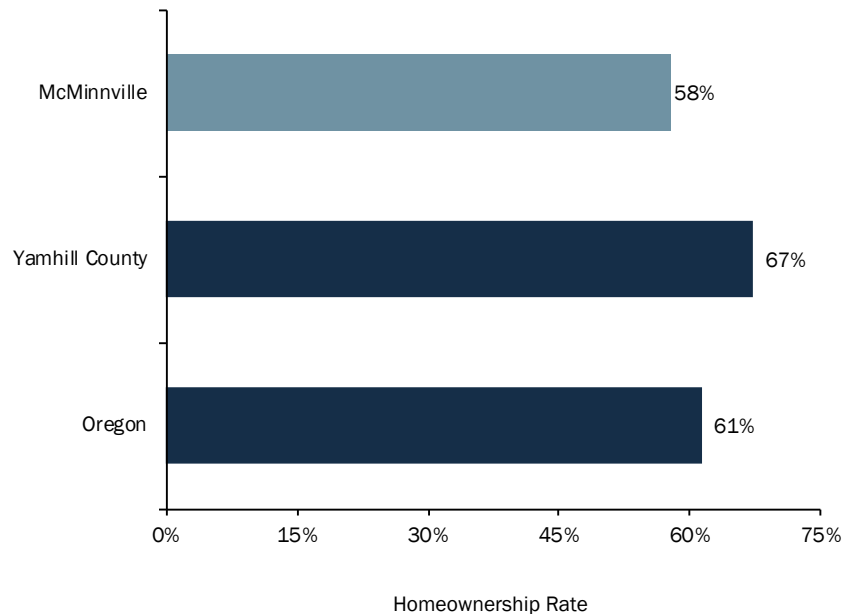
Housing tenure describes whether a dwelling is owner- or renter-occupied. The data show:

- **About 58% of McMinnville's households owned their own home in 2012-2016.** In comparison, 67% of Yamhill County households and 61% of Oregon households are homeowners.
- **Homeownership in McMinnville stayed relatively stable between 2000 and 2012-2016.** In 2000, 60% of McMinnville households were homeowners. In 2010 and 2012-2016, 58% of households were homeowners.
- **Nearly all McMinnville homeowners (95%) live in single-family detached housing, while many renters (58%) live in multifamily housing.** (2012-16 ACS data)

**McMinnville's homeownership rate is lower than that of the county and state.**

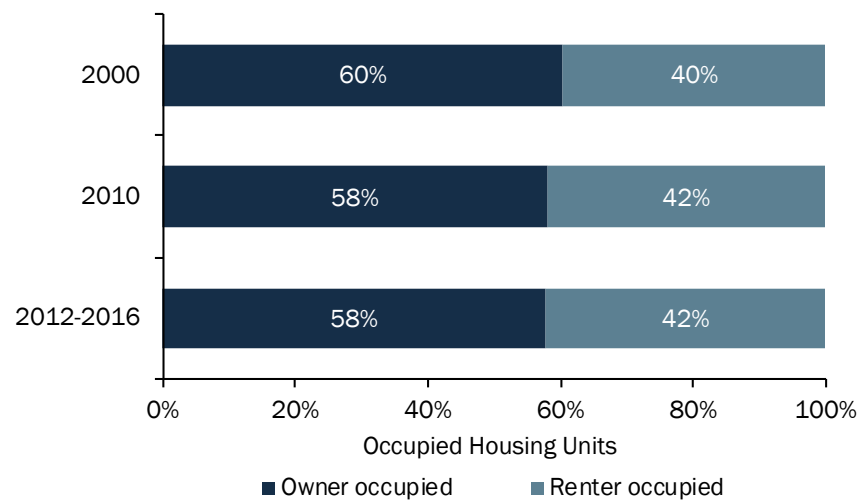
**Exhibit 17. Homeownership for Occupied Units, McMinnville, Yamhill County, and Oregon 2012-2016**

Source: Census Bureau, 2012-2016 ACS Table B24003.



**McMinnville's homeownership rate has remained steady since 2000 at about 60%.**

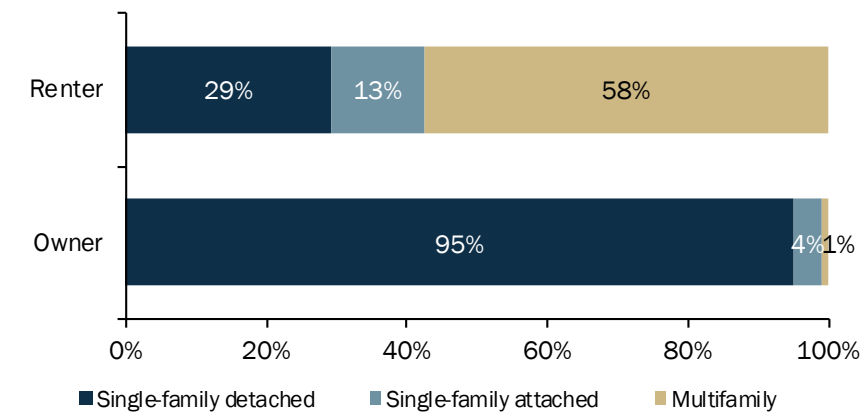
**Exhibit 18. Tenure, Occupied Units, McMinnville 2012-2016**  
Source: Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2012-16 ACS Table B24003.



**Nearly all homeowners and about a third of all renters live in single-family detached housing.**

Fifty-eight percent of McMinnville's households that rent live in multifamily housing.

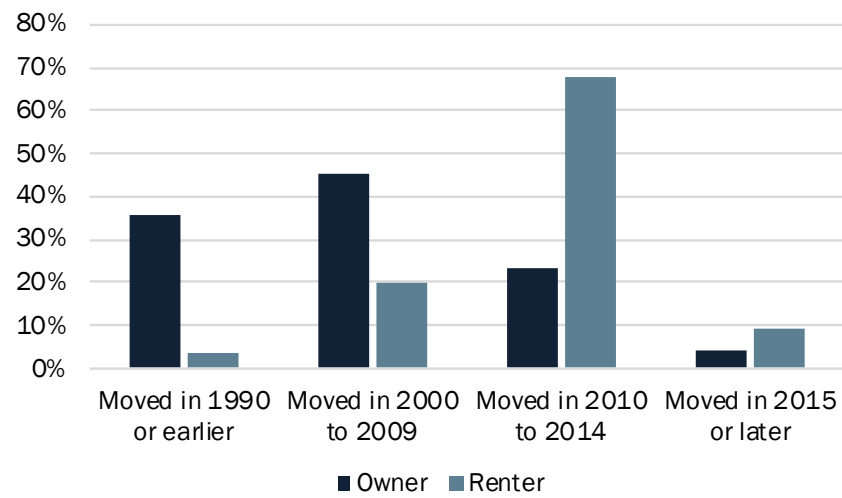
**Exhibit 19. Housing Units by Type and Tenure, McMinnville, 2012-2016**  
Source: Census Bureau, 2012-2016 ACS Table B25032.



Twenty-eight percent of homeowners moved in 2010 or after – compared to 77% of renters that moved in 2010 or after.

Exhibit 20. Tenure by Year Householder Moved, McMinnville, 2012-2016

Source: Census Bureau, 2012-2016 ACS Table B25026.



## Vacancy Rates

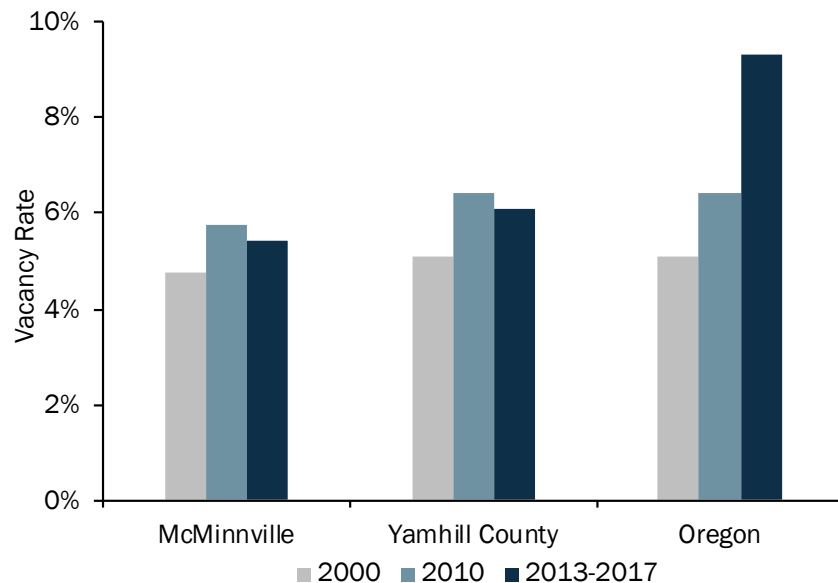
Housing vacancy is a measure of housing that is available to prospective renters and buyers. It is also a measure of unutilized housing stock. The Census defines vacancy as: "Unoccupied housing units are considered vacant. Vacancy status is determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacancy through an enumeration, separate from (but related to) the survey of households. The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

**The vacancy rate in McMinnville was 5.4% in 2013-2017, up from 4.7% in 2000.**

As of 2017, McMinnville's vacancy rate was below that of Yamhill County (6.1%) and Oregon (9.3%).

**Exhibit 21. Percent of Housing Units that are Vacant, 2000, 2010, 2013-2017**

Source: Census Bureau, 2000 Decennial Census SF1 Table QT-H1, 2010 Decennial Census SF1 Table QT-H1, 2013-2017 ACS Table B25002.



## Short-Term Rentals and Seasonal Housing

McMinnville defines a short-term rental as “the use of an entire dwelling unit by any person or group of persons entitled to occupy for rent for a period of no more than 30 (thirty) consecutive days. Short term rentals include vacation home rentals approved under the regulations in effect through May 10, 2018. (Ord. 5047 §2, 2018).

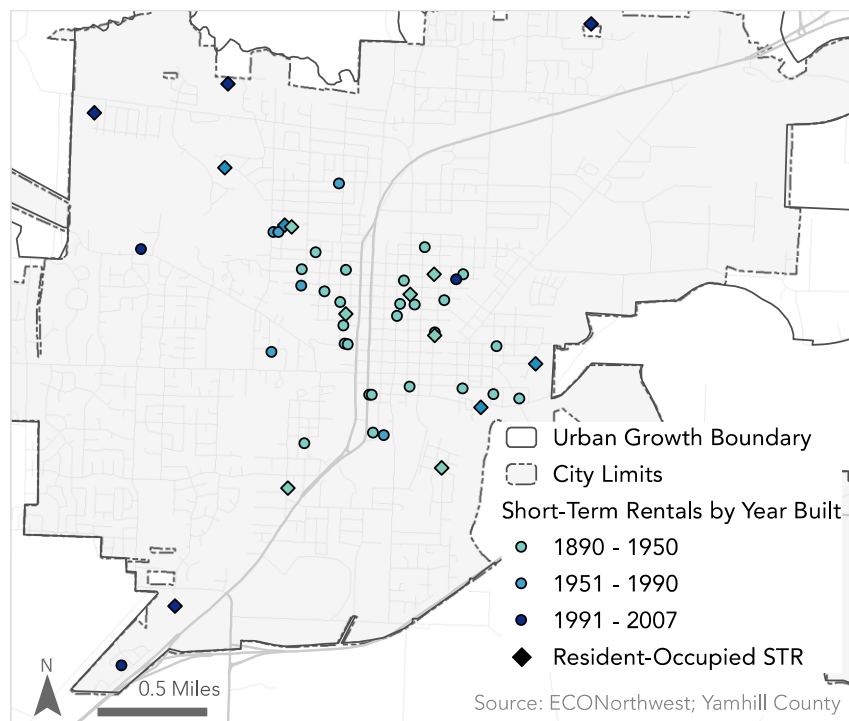
McMinnville defines a resident occupied short-term rental as “The use of no more than two guest sleeping rooms by any person or group of persons entitled to occupy for rent for a period of no more than 30 (thirty) consecutive days. The dwelling unit is occupied by a full-time resident at the time that the guest sleeping rooms within the dwelling unit are available for overnight rental. Resident occupied short term rentals include bed and breakfast establishments approved under the regulations in effect through May 10, 2018. (Ord. 5047 §2, 2018).

**McMinnville has about 53 short-term rentals, of which 15 rentals are occupied by a resident.**

Of these rentals, 60% are located in units built in 1950 or earlier, 19% in units built between 1951 and 1990, 13% in units built in 1991 or later, and 8% are unknown.

### Exhibit 22. Short-Term Rentals, McMinnville, 2018 Point-in-Time

Source: City of McMinnville short-term rental database. Note: short-term rentals include resident occupied short-term rentals and non-resident occupied short term rentals.



**About 87% of McMinnville’s short-term rentals are located in a residential zone (O-R, R-1, R-2, R-3, and R-4).**

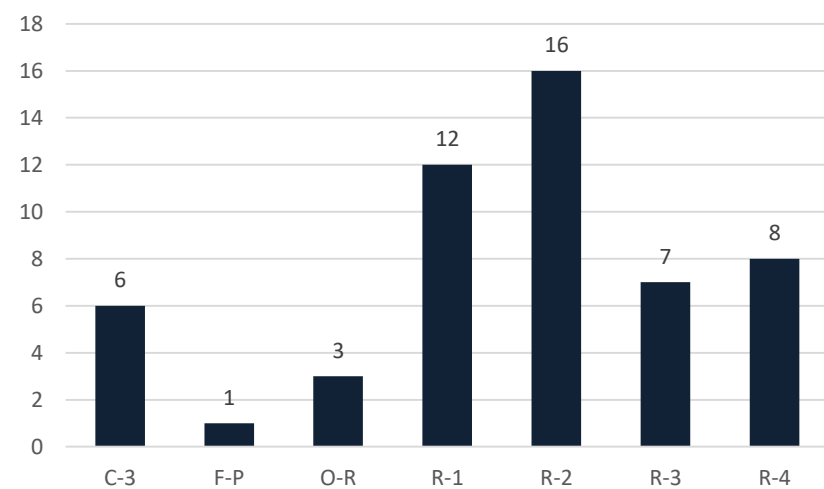
Another 11% of short-term rentals are located in a commercial zone (C-3) and the remaining 2% of short-term rentals are located in a flood plain (F-P).

**McMinnville has more seasonal housing units than it did in 2000.**

However, a smaller share of McMinnville’s vacant units is for seasonal, recreational, or occasional use (9% in 2000, 7% in 2010, and 5% in 2016).

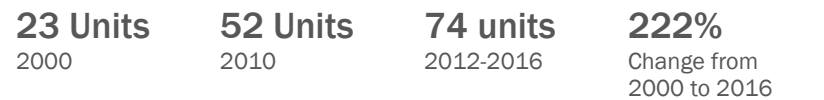
**Exhibit 23. Short-Term Rental by Zone Classification, McMinnville, 2018 Point in Time**

Source: City of McMinnville short-term rental database. Note: short-term rentals include resident occupied short-term rentals and non-resident occupied short term rentals.



**Exhibit 24. Vacancy of Seasonal, Recreational, or Occasional Use Housing, McMinnville 2000 to 2012-2016**

Source: Census Bureau, 2000 Decennial Census SF1 Table H005, 2010 Decennial Census SF1 Table H5, 2012-16 ACS Table B25004.



## Government-assisted Housing Projects

Governmental agencies and nonprofit organizations offer a range of housing assistance to low- and moderate-income households in renting or purchasing a home. There are 16 government-assisted housing developments in McMinnville:

**McMinnville has a total of 16 government-assisted housing developments, totaling 558 units.**

### Exhibit 25. Inventory of Government-assisted Housing Projects, McMinnville, 2018

Source: Oregon Department of Housing and Community Services, Affordable Housing Inventory, 2018. Note: The Project Advisory Committee vetted OHCS's inventory and modified the listings to accurately reflect government-assisted housing in McMinnville.

Development Name	Total Units	Population Served
Bridges	6	Low-income residents
Fresa Park B	6	Agricultural workers
Hendricks Place	8	Persons with disabilities
Heritage Place	60	Seniors
Homeport	12	Persons with Disabilities
Jandina Park	36	Family
Orchards Plaza	60	(5) Family and (55) Seniors
Redwood Commons	64	Family
Sunflower Park	33	(27) Family (6) Transitional
Sunnyside Apts	15	Special Needs
Tice Park	88	Family
Villa Del Sol	24	(12) Family and (12) Agricultural workers
Villa West	48	Family
Village Quarter	50	Family
Willamette Place I	24	Seniors or Disabled of Any Age
Willamette Place II	24	Seniors or Disabled of Any Age
<b>Total</b>	<b>558</b>	

In addition, the Housing Authority of Yamhill County (HAYC) administers 1,423 Housing Choice Vouchers (county-wide). A small share of these Vouchers serves specific populations, such as (1) homeless veterans and their families with VASH vouchers and (2) non-elderly persons with disabilities with Mainstream Vouchers. Due to the shortage of affordable rental housing in Yamhill County, HAYC has a 58% utilization rate for persons issued vouchers (as of December 2018).<sup>11</sup>

<sup>11</sup> When households qualify to receive a Housing Choice Voucher, they must first find housing that meets their income and housing cost requirements. Many households are unable to either find rental housing that meets those requirements and must forego their Housing Choice Voucher, despite being eligible. Forty-two percent of Housing Choice Vouchers are currently unused for this reason.



## Manufactured Homes

Cities are required to plan for manufactured homes—both on individual lots and in parks (ORS 197.475-492). Manufactured homes typically provide a source of affordable housing in cities. They provide a form of homeownership and rental units that can be made available to households making less than the median income in cities.

Generally, manufactured homes in parks are owned by the occupants who pay rent for the space on which the unit is located. Living in a manufactured housing park is desirable to some because it can provide a sense of security (with on-site manager), community, and amenities (such as laundry and recreation facilities). Monthly housing costs are typically lower for a homeowner in a manufactured home park for several reasons, including the fact that property taxes levied on the value of the land are paid by the property owner, rather than the manufactured home owner. Manufactured homes also have lower base prices, as they cost less to produce. Due to the durability of a manufactured home, the value of a manufactured home generally does not appreciate in the way a conventional home would, however. Manufactured homeowners in parks are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate to another manufactured home to escape rent increases.

OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high-density residential development. Exhibit 26 presents the Oregon Department of Housing and Community Services (OHCS) inventory of mobile and manufactured home parks within McMinnville as of 2018.

**McMinnville has 12 manufactured home parks within the UGB with a total of 1,014 spaces.**

## **Exhibit 26. Inventory of Mobile/Manufactured Home Parks, McMinnville UGB, 2018**

Source: Oregon Manufactured Dwelling Park Directory, Interactive Map and Statewide Park Directory.

Name	Location	Type	Total Spaces	Vacant Spaces	Zone or Plan Designation
Flamingo Mobile Home Park	1338 E Quincy	55+	24	0	R-4
Squires Estates	1557 N Pacific Hwy	Family	103	0	R-3
Squires Mobile West Estates	1011 N 9th St	Family	102	2	R-3
Walnut City Lodges	745 SW Baker St	Family	32	2	O-R
Kathleen Manor Manufactured Home Community	1200 Hill Rd	Family	224	n/a	R-3
Heidi Manor Manufactured Home Community	1145 SW Cypress St	Family	116	n/a	R-3
Southwest Terrace LLC	1501 SW Baker St	55+	76	n/a	C-3
Victor Manor/Horizon Homeowners Cooperative	900 SE Booth Bend Rd	Family	32	n/a	C-3
McMinnville Manor	1602 NE Riverside Dr	55+	95	n/a	R-4
Riverside Mobile Terrace	2170 NE Riverside Dr	Family	82	n/a	R-4
Evergreen Mobile Home Park	2400 SE Stratus Ave	Family	20	n/a	R-4
Olde Stone Village	4155 NE Three Mile Ln	Family	108	n/a	R-4
<b>Total</b>			<b>1,014</b>	<b>4</b>	

## 4. Demographic and Other Factors Affecting Residential Development in McMinnville

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Demographic trends are important for a thorough understanding of the dynamics of the McMinnville housing market and projecting McMinnville's future housing needs. McMinnville exists in a regional economy; trends in the region impact the local housing market. This chapter documents demographic, socioeconomic, and other trends relevant to McMinnville at the national, state, and regional levels.

Demographic trends provide a context for growth in a region; factors such as age, income, migration, and other trends show how communities have grown and how they will shape future growth. To provide context, we compare McMinnville to Yamhill County and, where appropriate, to nearby cities with comparable populations and community attributes (Monmouth, Independence, Dallas, and Newberg). Characteristics such as age and ethnicity are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

A recommended approach to conducting a housing needs analysis is described in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the workbook, the specific steps in the housing needs analysis are:

1. Project the number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.
6. Estimate the number of additional needed units by structure type.

This chapter presents data to address steps 2, 3, and 4. Chapter 5 presents data to address steps 1, 5, and 6.

# Demographic and Socioeconomic Factors Affecting Housing Choice

Analysts typically describe housing demand as the *preferences* for different types of housing (i.e., single-family detached, single family attached, or multifamily), and *the ability to pay* for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

Many demographic and socioeconomic variables affect housing choice. However, the literature about housing markets finds that age of the householder, size of the household, and income are most strongly correlated with housing choice.

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. This chapter discusses generational trends, such as housing preferences of Baby Boomers, people born from about 1946 to 1964, and Millennials, people born from about 1980 to 2000.
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households. People in their middle years are more likely to live in multiple person households (often with children).
- **Income** is household income. Research suggests that income is the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., single-family detached, duplex, or a building with more than five units) and to household tenure (e.g., rent or own).

This chapter focuses on these key demographic factors, presenting data that suggests how changes to these factors may affect housing need in McMinnville over the next 20 years.

## National Trends<sup>12</sup>

This brief summary on national housing trends builds on previous work by ECONorthwest, Urban Land Institute (ULI) reports, and conclusions from *The State of the Nation's Housing, 2018* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook as follows:

“By many metrics, the housing market is on sound footing. With the economy near full employment, household incomes are increasing and boosting housing demand. On the supply side, a decade of historically low single-family construction has left room for expansion of this important sector of the economy. Although multifamily construction appears to be slowing, vacancy rates are still low enough to support additional rentals. In

<sup>12</sup> These trends are based on information from: (1) The Joint Center for Housing Studies of Harvard University's publication “The State of the Nation's Housing 2018,” (2) Urban Land Institute, “2018 Emerging Trends in Real Estate,” and (3) the U.S. Census.

fact, to the extent that growth in supply outpaces demand, a slowdown in rent growth should help to ease affordability concerns.”

However, challenges to a strong domestic housing market remain. High mortgage rates make housing unaffordable for many Americans, especially younger Americans. In addition to rising housing costs, wages have also failed to keep pace, worsening affordability pressures. Single-family and multifamily housing supplies remain tight, which compound affordability issues. *The State of the Nation’s Housing* report emphasizes the importance of government assistance and intervention to keep housing affordable moving forward. Several challenges and trends shaping the national housing market are summarized below:

- **Moderate new construction and tight housing supply, particularly for affordable housing.** New construction experienced its eighth year of gains in 2017 with 1.2 million units added to the national stock. Estimates for multifamily starts range between 350,000 to 400,000 (2017). The supply of for sale homes in 2017 averaged 3.9 months, below what is considered balanced (six months) and lower cost homes are considered especially scarce. The State of the Nation’s Housing report cites lack of skilled labor, higher building costs, scarce developable land, and the cost of local zoning and regulation as impediments to new construction.
- **Demand shift from renting to owning.** After years of decline, the national homeownership rate increased from a 50-year low of 62.9% in the second quarter of 2016 to 63.7% in the second quarter of 2017. Trends suggest homeownership among householders aged 65 and older have remained strong and homeownership rates among young adults have begun stabilizing after years of decline.
- **Housing affordability.** In 2016, almost one-third of American households spent more than 30% of their income on housing. This figure is down from the prior year, bolstered by a considerable drop in the owner share of cost-burdened households. Low-income households face an especially dire hurdle to afford housing. As resources become increasingly competitive, and with such a large share of households exceeding the traditional standards for affordability, policymakers are focusing efforts on the severely cost-burdened. Among those earning less than \$15,000, more than 70% of households paid more than half of their income on housing.
- **Long-term growth and housing demand.** The Joint Center for Housing Studies forecasts that nationally, demand for new homes could total as many as 12 million units between 2017 and 2027. Much of the demand will come from Baby Boomers, Millennials,<sup>13</sup> and immigrants. The Urban Land Institute cites the trouble of overbuilding in the luxury

<sup>13</sup> According to the Pew Research Center, Millennials were born between the years of 1981 to 1996 (inclusive). Read more about generations and their definitions here: <http://www.pewresearch.org/fact-tank/2018/03/01/defining-generations-where-millennials-end-and-post-millennials-begin/>.

To generalize, and because there is no official generation of millennial, we define this cohort as individuals born between 1980 and 2000.

sector while demand is in mid-priced single-family houses affordable to a larger buyer pool.

- **Changes in housing preference.** Housing preference will be affected by changes in demographics; most notably, the aging of the Baby Boomers, housing demand from Millennials, and growth of immigrants.
  - *Baby Boomers.* The housing market will be affected by continued aging of the Baby Boomers, the oldest of whom were in their seventies in 2018 and the youngest of whom were in their fifties in 2018. Baby Boomers' housing choices will affect housing preference and homeownership. Research shows that "older people in western countries prefer to live in their own familiar environment as long as possible," but aging in place does not only mean growing old in their own homes.<sup>14</sup> A broader definition exists which explains that aging in place also means "remaining in the current community and living in the residence of one's choice."<sup>15</sup> Therefore, some Boomers are likely to stay in their home as long as they are able, and some will prefer to move into other housing, such as multifamily housing or age-restricted housing developments, before they move into to a dependent living facility or into a familial home. Moreover, "the aging of the U.S. population, [including] the continued growth in the percentage of single-person households, and the demand for a wider range of housing choices in communities across the country is fueling interest in new forms of residential development, including tiny houses."<sup>16</sup>
  - *Millennials.* Over the last several decades, young adults increasingly lived in multi-generational housing – and increasingly more so than older demographics.<sup>17</sup> Despite this trend, as Millennials age over the next 20 years, they will be forming households and families. In 2018, the oldest Millennials were in their late-30s and the youngest were in their late-teens. By 2040, Millennials will be between 40 and 60 years old.

At the beginning of the 2007-2009 recession Millennials only started forming their own households. Today, Millennials are driving much of the growth in new households, albeit at slower rates than previous generations. From 2012 to 2017, millennials formed an average of 2.1 million net new households each year. Twenty-six percent of Millennials aged 25 to 34 lived with their parents (or other relatives) in 2017.

Millennials' average wealth may remain far below Boomers and Gen Xers and student loan debt will continue to hinder consumer behavior and affect retirement

<sup>14</sup> Vanleerberghe, Patricia, et al. (2017). The quality of life of older people aging in place: a literature review.

<sup>15</sup> Ibid.

<sup>16</sup> American Planning Association. Making Space for Tiny Houses, Quick Notes.

<sup>17</sup> According to the Pew Research Center, in 1980, just 11% of adults aged 25 to 34 lived in a multi-generational family household and by 2008, 20% did (82% change). Comparatively, 17% of adults aged 65 and older lived in a multi-generational family household and by 2008, 20% did (18% change).

savings. As of 2015, Millennials comprised 28% of active home buyers, while Gen Xers comprised 32% and Boomers 31%.<sup>18</sup> That said, “over the next 15 years, nearly \$24 trillion will be transferred in bequests,” presenting new opportunities for Millennials (as well as Gen Xers).

- *Immigrants.* Research on foreign-born populations find that immigrants, more than native-born populations, prefer to live in multi-generational housing. Still, immigration and increased homeownership among minorities could also play a key role in accelerating household growth over the next 10 years. Current Population Survey estimates indicate that the number of foreign-born households rose by nearly 400,000 annually between 2001 and 2007, and they accounted for nearly 30% of overall household growth. Beginning in 2008, the influx of immigrants was staunch by the effects of the Great Recession. After a period of decline, however, the foreign born are again contributing to household growth. The Census Bureau’s estimates of net immigration in 2017–2018 indicate an that 1.2 million immigrants moved to the U.S. from abroad, down from 1.3 million immigrants in 2016–2017 but higher than the average annual pace of 850,000 during the period of 2009–2011. However, if recent Federal policies about immigration are successful, growth in undocumented and documented immigration could slow and slow household growth in the coming years.
- *Diversity.* The growing diversity of American households will have a large impact on domestic housing markets. Over the coming decade, minorities will make up a larger share of young households and constitute an important source of demand for both rental housing and small homes. The growing gap in homeownership rates between whites and blacks, as well as the larger share of minority households that are cost burdened warrants consideration. Since 1994, the difference in homeownership rates between whites and blacks rose by 1.9 percentage points to 29.2% in 2017. Alternatively, the gap between white and Hispanic homeownership rates, and white and Asian homeownership rates, both decreased during this period but remained sizable at 26.1 and 16.5 percentage points, respectively. Although homeownership rates are increasing for some minorities, large shares of minority households are more likely to live in high-cost metro areas. This, combined with lower incomes than white households, leads to higher rates of cost burden for minorities—47% for blacks, 44% for Hispanics, 37% for Asians/others, and 28% for whites in 2015.
- **Changes in housing characteristics.** The U.S. Census Bureau’s Characteristics of New Housing Report (2017) presents data that show trends in the characteristics of new

<sup>18</sup> Srinivas, Val and Goradia, Urval (2015). The future of wealth in the United States, Deloitte Insights.  
<https://www2.deloitte.com/insights/us/en/industry/investment-management/us-generational-wealth-trends.html>

housing for the nation, state, and local areas. Several long-term trends in the characteristics of housing are evident from the New Housing Report:<sup>19</sup>

- *Larger single-family units on smaller lots.* Between 1999 and 2017, the median size of new single-family dwellings increased by 20% nationally, from 2,028 sq. ft. to 2,426 sq. ft., and 20% in the western region from 2,001 sq. ft. in 1999 to 2,398 sq. ft. in 2017. Moreover, nationally the percentage of new units smaller than 1,400 sq. ft. decreased by more than half, from 15% in 1999 to 6% in 2017. The percentage of units greater than 3,000 sq. ft. increased from 17% in 1999 to 25% of new one-family homes completed in 2017. In addition to larger homes, a trend towards smaller lot sizes is seen nationally. Between 2009 and 2017, the percentage of lots less than 7,000 sq. ft. increased from 25% to 31% of lots.
- *Larger multifamily units.* Between 1999 and 2017, the median size of new multiple family dwelling units increased by 5.3% nationally and 2.4% in the Western region. Nationally, the percentage of new multifamily units with more than 1,200 sq. ft. increased from 28% in 1999 to 33% in 2017 and increased from 25% to 28% in the Western region.
- *Household amenities.* Across the U.S. and since 2013, an increasing number of new units had air-conditioning (fluctuating year by year at over 90% for both new single-family and multi-family units). In 2000, 93% of new single-family houses had two or more bathrooms, compared to 97% in 2017. The share of new multifamily units with two or more bathrooms decreased from 55% of new multifamily units to 45%. As of 2017, 65% of new single-family houses in the U.S. had one or more garage (from 69% in 2000).

## State Trends

*Oregon's 2016-2020 Consolidated Plan* includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide. The plan concludes that “a growing gap between the number of Oregonians who need affordable housing and the availability of affordable homes has given rise to destabilizing rent increases, an alarming number of evictions of low- and fixed- income people, increasing homelessness, and serious housing instability throughout Oregon.”

It identified the following issues that describe housing need statewide:<sup>20</sup>

- For housing to be considered affordable, a household should pay up to one-third of their income toward rent, leaving money left over for food, utilities, transportation,

<sup>19</sup> U.S. Census Bureau, Highlights of Annual 2017 Characteristics of New Housing. Retrieved from: <https://www.census.gov/construction/charts/highlights.html>.

<sup>20</sup> These conclusions are copied directly from the report: Oregon's 2016-2020 Consolidated Plan <http://www.oregon.gov/ohcs/docs/Consolidated-Plan/2016-2020-Consolidated-Plan-Amendment.pdf>.



medicine, and other basic necessities. Today, half of Oregon renter households pay more than one-third of their income toward rent, and one-third pay more than half of their income toward rent.

- More school children are experiencing housing instability and homelessness. The rate of K-12 homeless children increased by 12% from the 2013-2014 school year to the 2014-2015 school year.
- Oregon has 28,500 rental units that are affordable and available to renters with extremely low incomes. There are about 131,000 households that need those apartments, leaving a gap of 102,500 units.
- Housing instability is fueled by an unsteady, low-opportunity employment market. Over 400,000 Oregonians are employed in low-wage work. Low-wage work is a growing share of Oregon's economy. When wages are set far below the cost needed to raise a family, the demand for public services grows to record heights.
- Women are more likely than men to end up in low-wage jobs. Low wages, irregular hours, and part-time work compound issues.
- People of color historically constitute a disproportionate share of the low-wage work force. About 45% of Latinos, and 50% of African Americans, are employed in low-wage industries.
- The majority of low-wage workers are adults over the age of 20, many of whom have earned a college degree, or some level of higher education.
- In 2019, minimum wage in Oregon<sup>21</sup> was \$11.25, \$12.50 in the Portland Metro, and \$11.00 for non-urban counties.

The 2018 *Statewide Housing Plan* describes the Oregon Housing and Community Services' (OHCS) goals and implementation strategies for achieving the goals.<sup>22</sup> It includes relevant data to help illustrate the rationale for each priority. Oregon's 2018 *Statewide Housing Plan* identified six housing priorities to address in communities across the State over 2019 to 2023.

- **Equity and Racial Justice.** *Advance equity and racial justice by identifying and addressing institutional and systemic barriers that have created and perpetuated patterns of disparity in housing and economic prosperity.*
  - Summary of the issue: In Oregon, 26% of people of color live below the poverty line in Oregon, compared to 15% of the White population.

<sup>21</sup> The 2016 Oregon Legislature, Senate Bill 1532, established a series of annual minimum wage rate increases beginning July 1, 2016 through July 1, 2022. <https://www.oregon.gov/boli/whd/omw/pages/minimum-wage-rate-summary.aspx>

<sup>22</sup> Priorities and factoids are copied directly from the report: Oregon Housing and Community Services (November 2018). *Breaking New Ground, Oregon's Statewide Housing Plan*, Draft. <https://www.oregon.gov/ohcs/DO/shp/OregonStatewideHousingPlan-PublicReviewDraft-Web.pdf>

- 2019-2023 Goal: Communities of color will experience increased access to OHCS resources and achieve greater parity in housing stability, self-sufficiency and homeownership. OHCS will collaborate with its partners and stakeholders to create a shared understanding of racial equity and overcome systemic injustices faced by communities of color in housing discrimination, access to housing and economic prosperity.
- **Homelessness.** *Build a coordinated and concerted statewide effort to prevent and end homelessness, with a focus on ending unsheltered homelessness of Oregon's children and veterans.*
  - Summary of the issue: According to the Point-in-Time count, approximately 14,000 Oregonians experienced homelessness in 2017, an increase of nearly 6% since 2015. Oregon's unsheltered population increased faster than the sheltered population, and the state's rate of unsheltered homelessness is the third highest in the nation at 57%. The state's rate of unsheltered homelessness among people in families with children is the second highest in the nation at 52%.
  - 2019-2023 Goal: OHCS will drive toward impactful homelessness interventions by increasing the percentage of people who are able to retain permanent housing for at least six months after receiving homeless services to at least 85 percent. OHCS will also collaborate with partners to end veterans' homelessness in Oregon and build a system in which every child has a safe and stable place to call home.
- **Permanent Supportive Housing.** *Invest in permanent supportive housing, a proven strategy to reduce chronic homelessness and reduce barriers to housing stability.*
  - Summary of the issue: Oregon needs about 12,388 units of permanent supportive housing to serve individuals and families with a range of needs and challenges.
  - 2019-2023 Goal: OHCS will increase our commitment to permanent supportive housing by funding the creation of 1,000 or more additional permanent supportive housing units to improve the future long-term housing stability for vulnerable Oregonians.
- **Affordable Rental Housing.** *Work to close the affordable rental housing gap and reduce housing cost burden for low-income Oregonians.*
  - Summary of the issue: Statewide, over 85,000 new units are needed to house those households earning below 30% of Median Family Income (MFI) in units affordable to them. The gap is even larger when accounting for the more than 16,000 units affordable at 30% of MFI, which are occupied by households at other income levels.
  - 2019-2023 Goal: OHCS will triple the existing pipeline of affordable rental housing — up to 25,000 homes in the development pipeline by 2023. Residents of affordable rental housing funded by OHCS will have reduced cost burden and more opportunities for prosperity and self-sufficiency.

- **Homeownership.** *Provide more low- and moderate-income Oregonians with the tools to successfully achieve and maintain homeownership, particularly in communities of color.*
  - Summary of the issue: In Oregon, homeownership rates for all categories of people of color are lower than for white Oregonians. For White non-Hispanic Oregonians, the home ownership rate is 63%. For Hispanic and non-White Oregonians, it is 42%. For many, homeownership rates have fallen between 2005 and 2016.
  - 2019-2023 Goal: OHCS will assist at least 6,500 households in becoming successful homeowners through mortgage lending products while sustaining efforts to help existing homeowners retain their homes. OHCS will increase the number of homebuyers of color in our homeownership programs by 50% as part of a concerted effort to bridge the homeownership gap for communities of color while building pathways to prosperity.
- **Rural Communities.** *Change the way OHCS does business in small towns and rural communities to be responsive to the unique housing and service needs and unlock the opportunities for housing development.*
  - Summary of the issue: While housing costs may be lower in rural areas, incomes are lower as well: median family income is \$42,750 for rural counties versus \$54,420 for urban counties. Additionally, the median home values in rural Oregon are 30% higher than in the rural United States and median rents are 16% higher.
  - 2019-2023 Goal: OHCS will collaborate with small towns and rural communities to increase the supply of affordable and market-rate housing. As a result of tailored services, partnerships among housing and service providers, private industry and local governments will flourish, leading to improved capacity, leveraging of resources and a doubling of the housing development pipeline.

## Regional and Local Demographic Trends that may affect housing need in McMinnville

Demographic trends that might affect the key assumptions used in the baseline analysis of housing need are: (1) the aging population, (2) changes in household size and composition, and (3) increases in diversity.

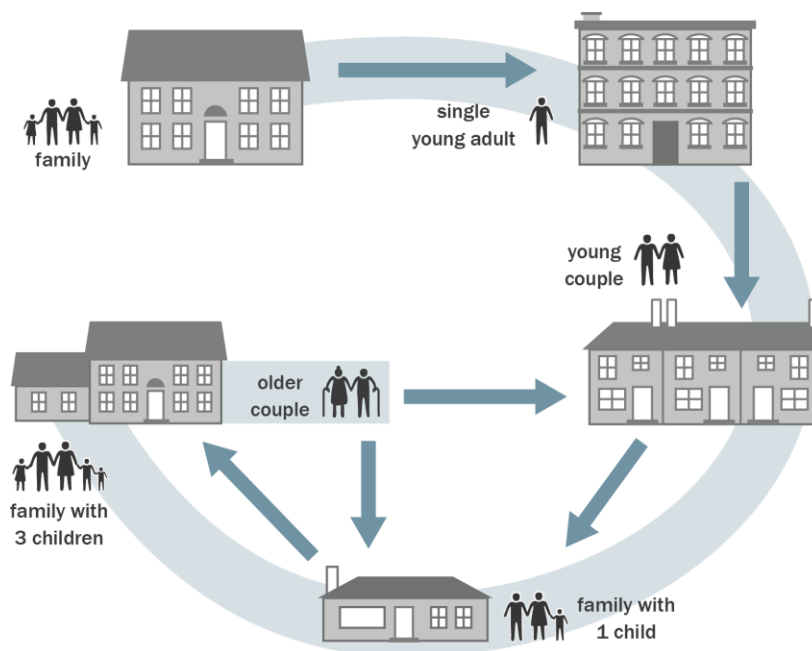
An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As McMinnville's population ages, different types of housing will be needed to accommodate older residents. The housing characteristics by age data below reveal this cycle in action in McMinnville.

### Housing needs and preferences change in predictable ways over time, with changes in marital status and size of family.

Families of different sizes need different types of housing.

### Exhibit 27. Effect of demographic changes on housing need

Source: ECONorthwest, adapted from Clark, William A.V. and Frans M. Dieleman. 1996. *Households and Housing*. New Brunswick, NJ: Center for Urban Policy Research.



## Growing Population

McMinnville's population grew by 88% between 1990 and 2017, adding 15,771 new residents. Over this period, McMinnville's population grew at an average annual growth rate of 2.4%. **McMinnville's population growth will drive future demand for housing over the planning period.**

### Exhibit 28. Population, McMinnville, 1990 - 2017

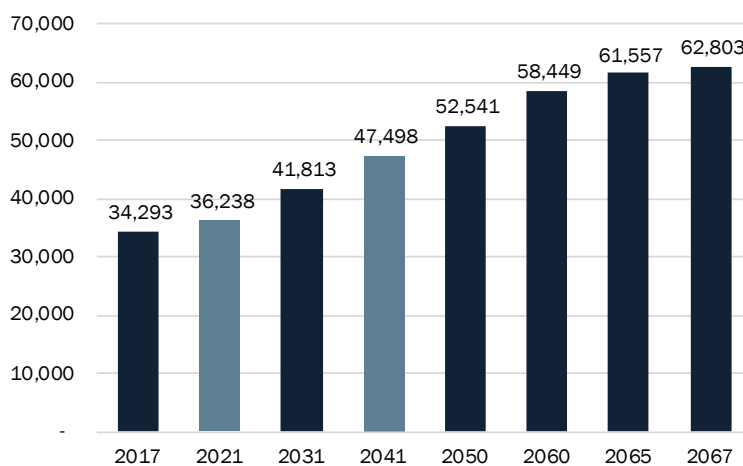
Source: U.S. Decennial Census 1990, 2000, and 2010. Portland State University Population Research Center, 2017 Estimate.

	1990	2000	2010	2017	Change 1990 to 2017		
					Number	Percent	AAGR
U.S.	248,709,873	281,421,906	308,745,538	325,719,178	77,009,305	31%	1.0%
Oregon	2,842,321	3,421,399	3,831,074	4,141,100	1,298,779	46%	1.4%
Yamhill County	65,551	84,992	99,193	106,300	40,749	62%	1.8%
McMinnville	17,894	26,499	32,187	33,665	15,771	88%	2.4%

**By 2067, McMinnville's population, within its UGB, is expected to exceed 60,000 people.**

### Exhibit 29. McMinnville Projected Population Growth in UGB 2017-2067

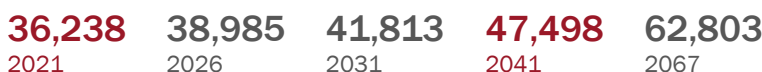
Source: Portland State University Population Research Center, Population Estimates and Reports, <http://www.pdx.edu/prc/population-reports-estimates>.



**McMinnville's population within its UGB is expected to grow by around 31% (11,260 people) over the 20-year analysis period (2021 to 2041).**

### Exhibit 30. Population Forecast, McMinnville UGB, 2021 through 2067

Source: Portland State University Population Research Center, Population Estimates and Reports, <http://www.pdx.edu/prc/population-reports-estimates>.



A majority of new population growth in Yamhill County and Oregon is because of in-migration.

### Exhibit 31. Migrant Share of New Population, Yamhill County and Oregon, 2000 - 2016

Source: Portland State University Population Research Center.

Yamhill County	<b>19,998</b> New Population	<b>13,477</b> New Migrant Population	<b>67%</b> Migrant Share of Growth
Oregon	<b>654,951</b> New Population	<b>420,150</b> New Migrant Population	<b>64%</b> Migrant Share of Growth

## Aging Population

This section describes two key characteristics of McMinnville's population (seniors and young adults, including millennials), with implications for future housing demand in McMinnville:

- **Seniors.** McMinnville and Yamhill County populations are progressively getting older. As McMinnville's elderly population grows, it will increase demand for housing that is suitable for elderly residents. By 2040, residents aged 60 years and older will account for 28% of McMinnville's population, compared to 20% in 2010.

The impact of growth in seniors in McMinnville will depend, in part, on whether older people already living in McMinnville continue to live in their current residence as they age. National surveys show that most households prefer to age in place by continuing to live in their current home and community as long as possible.<sup>23</sup>

**Growth in the number of seniors will result in demand for housing types specific to seniors, such as small and easy-to-maintain dwellings, assisted living facilities, or age-restricted developments.** Senior households will make a variety of housing choices, including: remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, or moving into group housing (such as assisted living facilities or nursing homes), as their health declines. The challenges aging seniors face in continuing to live in their community include changes in healthcare needs, loss of mobility, the difficulty of home maintenance, financial concerns, and increases in property taxes.<sup>24</sup>

- **McMinnville has a larger proportion of younger people than the county and state.** About 30% of McMinnville's population is under 20 years old, compared to 28% of Yamhill County's population and 25% of the state's population. The forecast for population growth in McMinnville shows the number of people under 20 years will increase but the share of younger people will decline marginally from 29% of the population in 2017 to 27% of the population by 2040.

<sup>23</sup> A survey conducted by the AARP indicates that 90% of people 50 years and older want to stay in their current home and community as they age. See <http://www.aarp.org/research>.

<sup>24</sup> "Aging in Place: A toolkit for Local Governments" by M. Scott Ball.

Linfield College offers a partial explanation for McMinnville's age structure. Data provided by the College indicated that Linfield had 2,588 students enrolled as of May 2018.<sup>25</sup> That is approximately 8% of the city's population, and about 27% of McMinnville's population under age 20. Linfield students account for nearly half (48%) of McMinnville's population between age 15 and 24. Linfield students are counted in PSU's population forecast.

People currently aged 18 to 38<sup>26</sup> are referred to as the Millennial generation and account for the largest share of population in Oregon.<sup>27</sup> By 2041, Millennials will be about 41 to 61 years of age. The forecast for Yamhill County shows growth in the number of Millennials from about 27,500 people in 2021 to 35,000 people in 2041 (about 28% change). The share of Millennials from 2021 to 2041 is forecast to remain the same (at about 25% of Yamhill County's total population).

McMinnville's ability to retain people in this age group will depend, in part, on whether the city has opportunities for housing that both appeals to and are affordable to Millennials. In the near-term, Millennials may increase demand for rental units. The long-term housing preference of Millennials is uncertain. Research suggests that Millennials' housing preferences may be similar to the Baby Boomers, with a preference for smaller, less costly units. Recent surveys about housing preference suggest that Millennials want affordable single-family homes in areas that offer transportation alternatives to cars, such as suburbs or small cities with walkable neighborhoods.<sup>28</sup>

A recent survey of people living in the Portland region shows that Millennials prefer single-family detached housing. The survey finds that housing price is the most important factor in choosing housing for younger residents.<sup>29</sup> The survey results suggest Millennials are more likely than other groups to prefer housing in an urban neighborhood or town center. While this survey is for the Portland region, it shows similar results as national surveys and studies about housing preference for Millennials.

Growth in Millennials in McMinnville will increase demand for affordable single-family detached housing (including cottages) in the long-term and affordable townhouses and multifamily housing in the near-term. The preference for millennials to locate in urban neighborhoods or town centers may also increase demand for townhomes and

<sup>25</sup> <https://www.linfield.edu/about/facts-and-figures.html>

<sup>26</sup> No formal agreement on when the Millennial generation starts or ends exists. For this report, we define the Millennial generation as individuals born in 1980 through 2000.

<sup>27</sup> Pew Research Center. (March 2018). "Defining generations: Where Millennials end and post-Millennials begin" by Michael Dimock. Retrieved from: <http://www.pewresearch.org/fact-tank/2018/03/01/defining-generations-where-millennials-end-and-post-millennials-begin/>.

<sup>28</sup> The American Planning Association, "Investing in Place; Two generations' view on the future of communities." 2014.

"Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," Transportation for America.

"Survey Says: Home Trends and Buyer Preferences," National Association of Home Builders International Builders

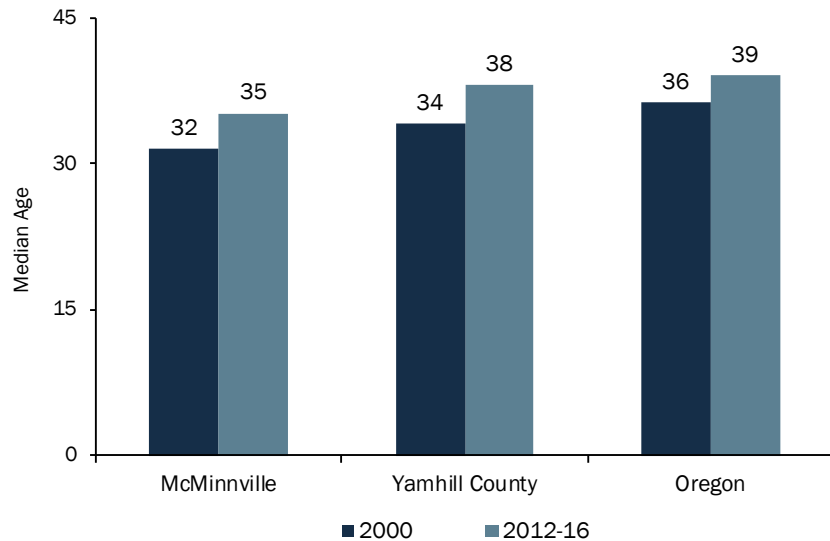
<sup>29</sup> Davis, Hibbits, & Midghal Research, "Metro Residential Preference Survey," May 2014.

multifamily housing types. Growth in this population will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable.

**From 2000 to 2012-2016, McMinnville's median age increased from 31.5 to 35.2 years. Larger regions experienced similar trends.**

**Exhibit 32. Median Age, Years, 2000 to 2012-2016**

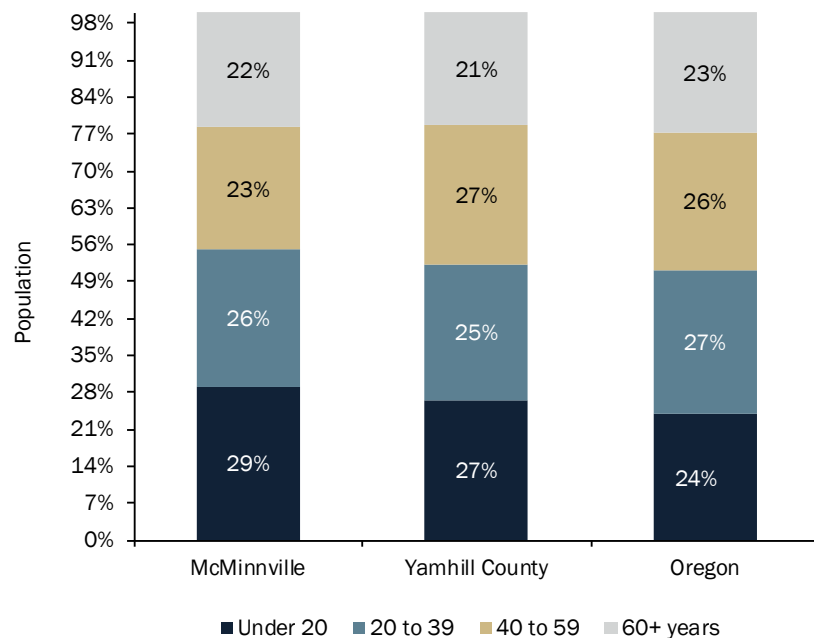
Source: U.S. Census Bureau, 2000 Decennial Census Table B01002, 2012-2016 ACS, Table B01002.



**Similar to Yamhill County and Oregon, McMinnville's population distribution was relatively proportional by age. McMinnville had a slightly larger cohort under the age of 20.**

**Exhibit 33. Population Distribution by Age, 2012-2016**

Source: U.S. Census Bureau, 2012-2016, ACS, Table B01001.

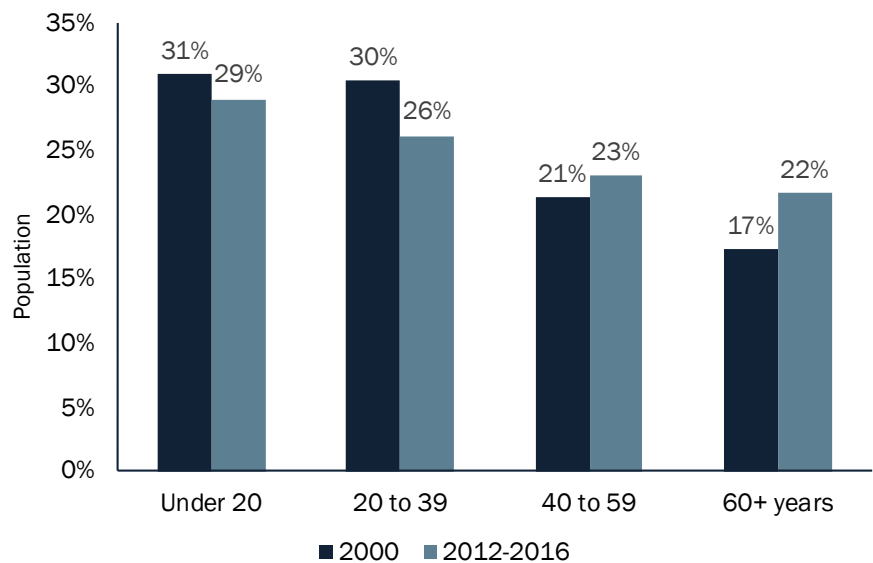




Between 2000 and 2012-2016, McMinnville's population distribution shifted toward older age cohorts.

**Exhibit 34. Population Distribution by Age, McMinnville, 2000 to 2012-2016**

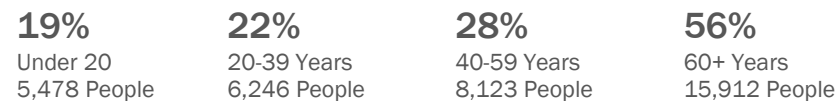
Source: U.S. Census Bureau, 2000 Decennial Census Table P012, 2012-2016 ACS, Table B01001.



The share of Yamhill County's population aged 60 years and older is forecast to grow the fastest (56% from 2017 to 2040).

**Exhibit 35. Forecast Growth Rate by Age Group, Yamhill County, 2017 to 2040**

Source: Portland State University, Population Research Center, Yamhill County Forecast, June 30, 2017.

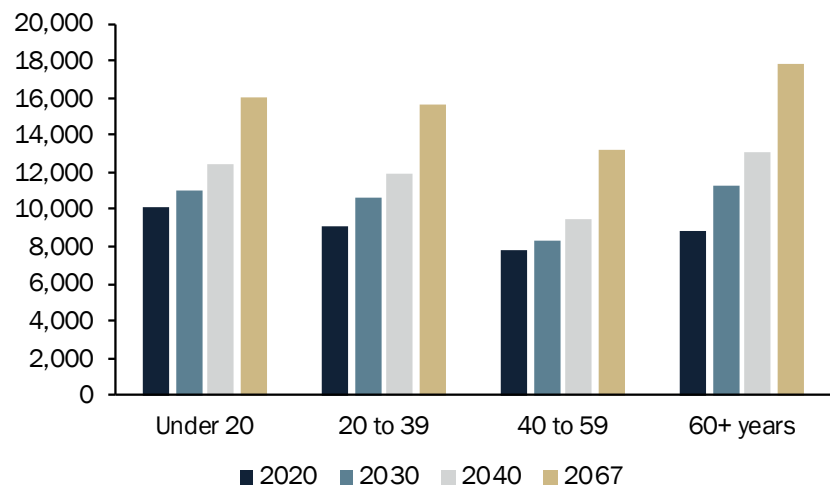


**All age groups in McMinnville will add population between 2020 and 2040. McMinnville's senior population will grow the most – 48% between 2020 and 2040.**

In same time period (2020 to 2040), the population less than 20 years old, 20 to 39 years old, and 40 to 59 years old will grow, but at a slower rate (24%, 32%, and 22%).

**Exhibit 36. Population Projection by Age Group, McMinnville, 2020, 2030, 2040, 2067**

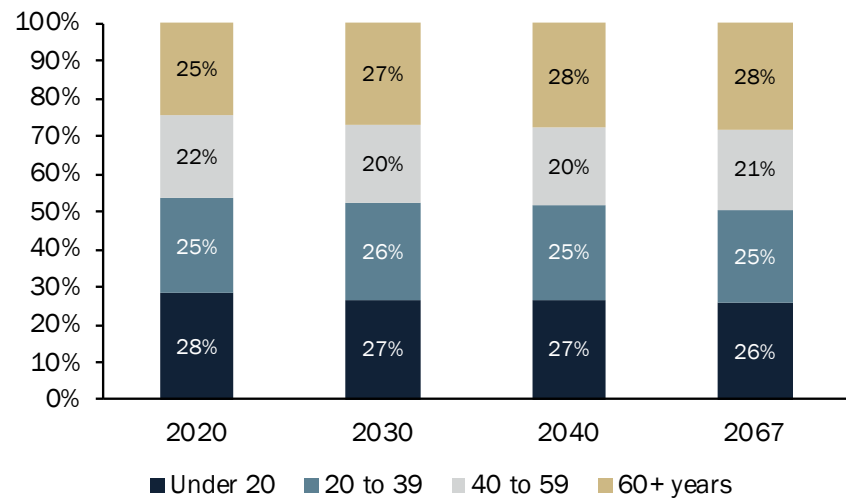
Source: Portland State University, Population Research Center.



**By 2040, the share of McMinnville's senior population (aged 60+) will grow while the share of the population under 20 years of age and between 40 and 59 years of age will decline.**

**Exhibit 37. Population Projection Distributed by Age Group, McMinnville, 2020, 2030, 2040, and 2067**

Source: Portland State University, Population Research Center.



## Increased Diversity

McMinnville is becoming more ethnically diverse. The Hispanic and Latino population grew from 15% of McMinnville's population in 2000 to 22% of the population in the 2012-2016 period, adding more than 3,426 new Hispanic and Latino residents. Much of this diversity is due to immigration: 14% of McMinnville's population is foreign born and, of that 14%, 78% have immigrated from Mexico.

The U.S. Census Bureau forecasts that at the national level, the Hispanic and Latino population will continue growing faster than most other non-Hispanic population between 2021 and 2041. The Census forecasts that the Hispanic population will increase 93% from 2016 to 2060 and the foreign-born Hispanic population will increase by about 40% in that same time.<sup>30</sup>

According to the *State of Hispanic Homeownership* report from the National Association of Hispanic Real Estate Professionals<sup>31</sup>, Hispanics accounted for 28.6% of the nation's household formation in 2017. Household formations, for Hispanic homeowners specifically, accounted for 15% of the nation's net homeownership growth. The rate of homeownership for Hispanics increased from 45.4% in 2014<sup>32</sup> to 46.2% in 2017. The only demographic that increased their rate of homeownership from 2016 to 2017 was Hispanics.

The *State of Hispanic Homeownership* report also cites the lack of affordable housing products as a substantial barrier to homeownership. The report finds that Hispanic households are more likely than non-Hispanic households to be nuclear households, comprised of married couples with children, and multiple-generation households in the same home, such as parents and adult children living together.

The populations of McMinnville and Yamhill County are now, and have historically been, more ethnically diverse than Yamhill County and Oregon. Continued growth in the Hispanic and Latino population will affect McMinnville's housing needs in a variety of ways.<sup>33</sup> Growth in first- and, to a lesser extent, second- and third-generation Hispanic and Latino immigrants will increase demand for larger dwelling units to accommodate the larger average household sizes for these households. Foreign-born households, including Hispanic and Latino immigrants, are more likely to comprise of multiple generations, requiring more space than smaller household sizes. As Hispanic and Latino households integrate over generations, household size typically decreases, and their housing needs become similar to housing needs for all households.

<sup>30</sup> U.S. Census Bureau, *Demographic Turning Points for the United States: Population Projections for 2020 to 2060*, pg. 7, [https://www.census.gov/content/dam/Census/library/publications/2018/demo/P25\\_1144.pdf](https://www.census.gov/content/dam/Census/library/publications/2018/demo/P25_1144.pdf)

<sup>31</sup> National Association of Hispanic Real Estate Professionals. (2017). *2017 State of Hispanic Homeownership Report*.

<sup>32</sup> National Association of Hispanic Real Estate Professionals. (2014). *2014 State of Hispanic Homeownership Report*.

<sup>33</sup> Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012. National Association of Hispanic Real Estate Professionals. (2017). *2017 State of Hispanic Homeownership Report*.

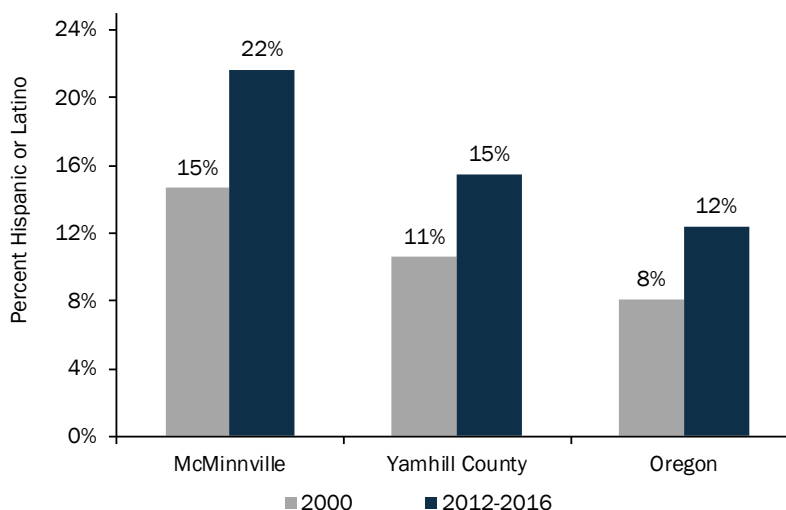
**Growth in Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable and can accommodate multiple generations and larger household sizes.**

**McMinnville is and has historically been more diverse than comparison regions.**

The share of McMinnville's population that is Hispanic/Latino increased by 7% from 2000 to 2012-2016. In this same time, Yamhill County and Oregon saw an increase of 4%.

**Exhibit 38. Hispanic or Latino Population as a Percent of the Total Population, McMinnville and Comparison Regions, 2000 to 2012-2016**

Source: U.S. Census Bureau, 2000 Decennial Census Table P008, 2012-2016 ACS Table B03002.



**McMinnville and Yamhill County are less racially diverse than the state. McMinnville's racial composition is similar to that of Yamhill County.**

Only about 10% of McMinnville's population is non-white, compared to 15% in Oregon.

**Exhibit 39. Race as a Percent of the Total Population, McMinnville and comparison regions, 2012-2016**

Source: U.S. Census Bureau, 2012-2016 ACS Table B03002.

McMinnville	89% White	1% Black or African American	2% Asian	8% Other races
Yamhill County	89% White	1% Black or African American	1% Asian	9% Other races
Oregon	85% White	2% Black or African American	4% Asian	9% Other races

**Fourteen percent of McMinnville's population is foreign-born. Of the foreign-born population, most are from Latin America (82%), Mexico specifically (78%).**

**Exhibit 40. Distribution of Foreign-Born Population, McMinnville, 2012-2016**

Source: U.S. Census Bureau, 2012-2016 ACS Table B05006.

82% 3,708 Persons Latin America	11% 495 Persons Asia	7% 315 Persons Europe	0% 15 Persons Oceania	0% 10 Persons Africa
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About 40% of students in the McMinnville School District identify as Latino or another ethnicity.

Exhibit 41. Ethnicity of School Aged Children, McMinnville School District, 2017-2018			
Source: McMinnville School District. Note: percentages do not sum to 100% due to rounding.			
61%	35%	5%	
White	Latino	Another Ethnicity	

Household Size and Composition

McMinnville’s household size and composition show that households in McMinnville are somewhat different than averages across the state. McMinnville had 12,376 households according to 2013-2017 ACS data. McMinnville’s and Yamhill’s households are larger and possess fewer nonfamily households.

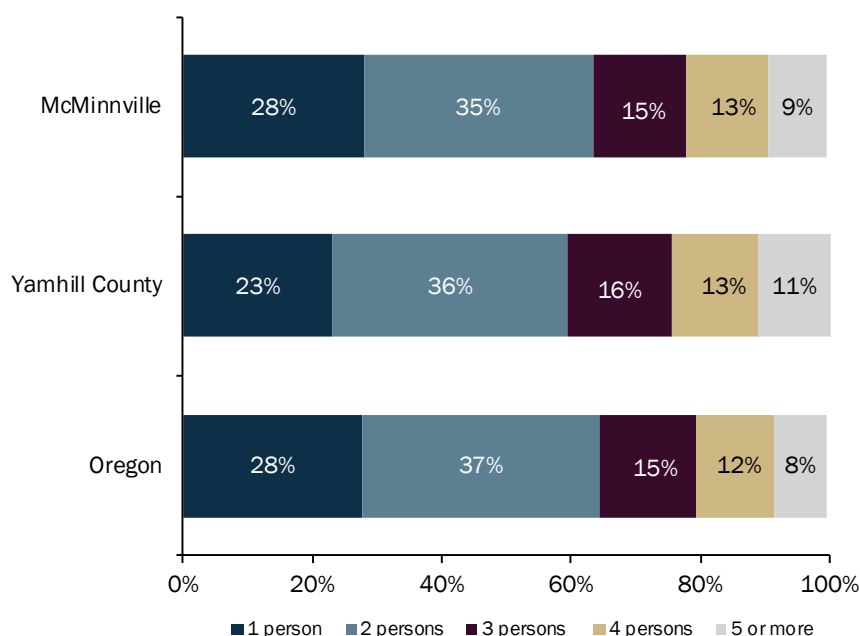
McMinnville’s average household size is slightly smaller than Yamhill County’s but comparable to the State’s.

Exhibit 42. Average Household Size, 2013-2017			
Source: U.S. Census Bureau, 2013-2017 ACS Table B25010. U.S. Census Bureau, 2010 Decennial Census, Table H12H, H12.			
(2013-2017) Total Occupied Housing Units	2.55 Persons McMinnville	2.70 Persons Yamhill County	2.50 Persons Oregon
(2010) Total Occupied Housing Units	2.61 Persons McMinnville	2.70 Persons Yamhill County	2.47 Persons Oregon
(2010) Occupied Housing Units with Latino/Hispanic Householder	4.11 Persons McMinnville	4.08 Persons Yamhill County	3.68 Persons Oregon

About 60% of households in McMinnville, Yamhill County, and the state are composed of one and two people.

**Exhibit 43. Household Size, 2013-2017**

Source: U.S. Census Bureau, 2013-2017 ACS, Table B25009

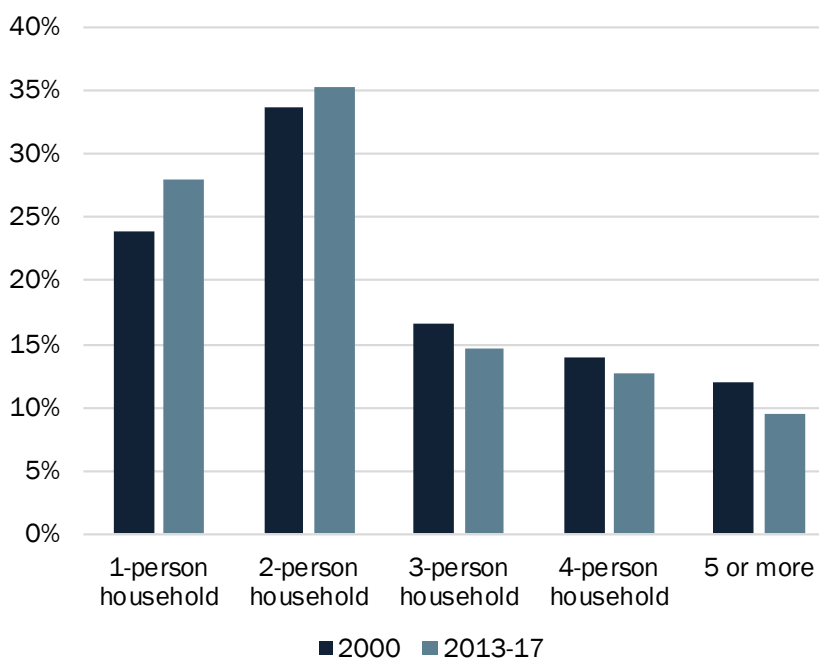


**McMinnville's household size composition stayed relatively constant from 2000 to 2013-2017.**

The majority of McMinnville households are composed of one and two people.

**Exhibit 44. Household Size, McMinnville, 2000 to 2013-17**

Source: U.S. Census Bureau, 2013-2017 ACS, Table B25009.

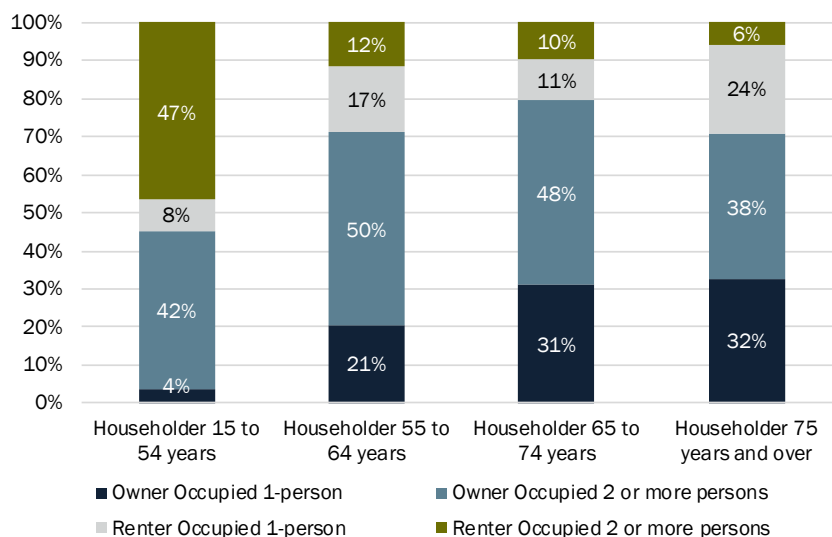


**Homeownership rates peak between 65 and 74 years of age—nearly 80% of households in this age group owned their home.**

Comparatively, 45% of householders aged 15 to 54 reside in owner-occupied housing, most of which (42%) live in a household with two or more people.

**Exhibit 45. Tenure by Household Size by Age of Householder, McMinnville, 2013-2017**

Source: U.S. Census Bureau, 2013-2017 ACS, Table B25116.

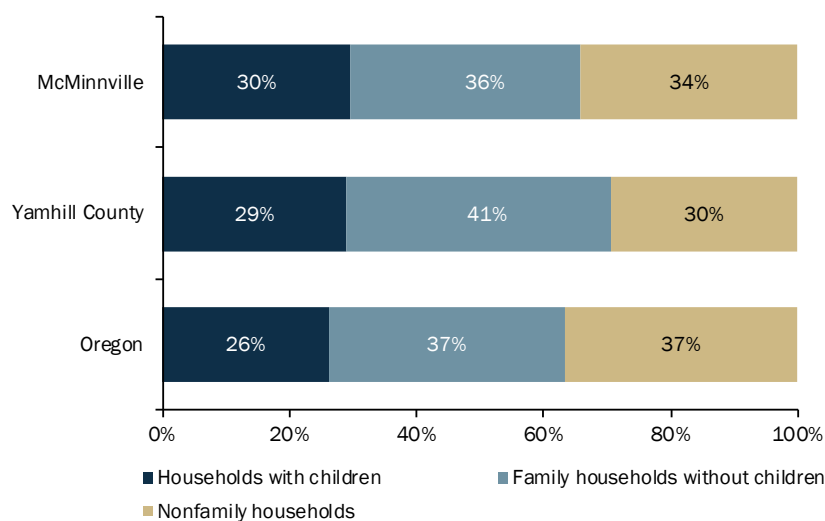


**McMinnville and the county have a smaller share of nonfamily households than the state.**

In McMinnville, 34% of households are nonfamily, compared to 30% of Yamhill County households and 37% of Oregon households.

**Exhibit 46. Household Composition, 2013-2017**

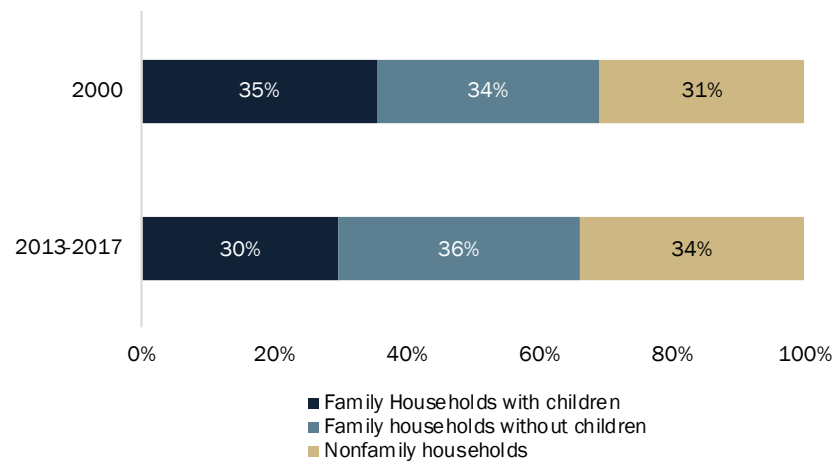
Source: U.S. Census Bureau, 2013-2017 ACS, Table DP02.



The share of family households without children increased in McMinnville from 2000 to 2017.

#### Exhibit 47. Household Composition, McMinnville, 2000 to 2013-2017

Source: U.S. Census Bureau, 2000 Decennial Census and 2013-2017 ACS, Table DP02.





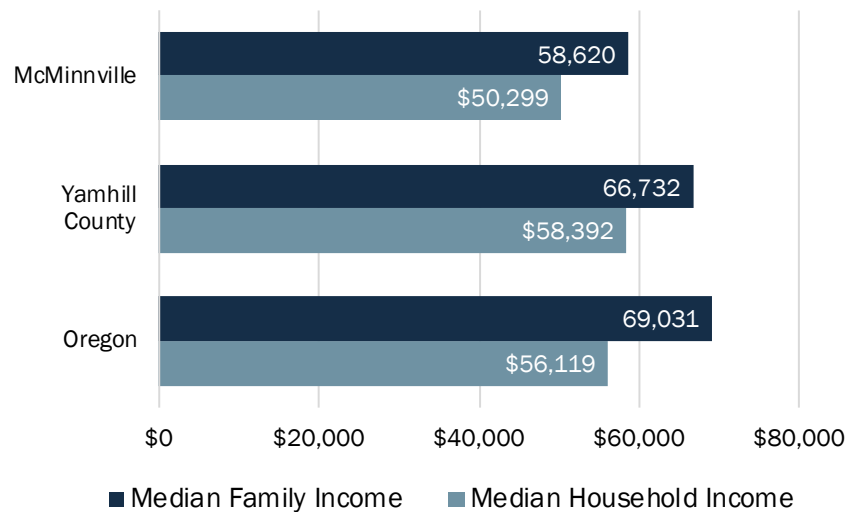
## Income of McMinnville Residents

Income is one of the key determinants in housing choice and households' ability to afford housing. Incomes for people living in McMinnville are lower than that of Yamhill County and Oregon.

**In the 2013-2017 period, McMinnville's median household income and median family income was below that of comparison regions.**

**Exhibit 48. Median Household Income and Median Family Income, McMinnville, 2013-2017**

Source: U.S. Census Bureau, 2013-2017 ACS Table B25119 and B19113.

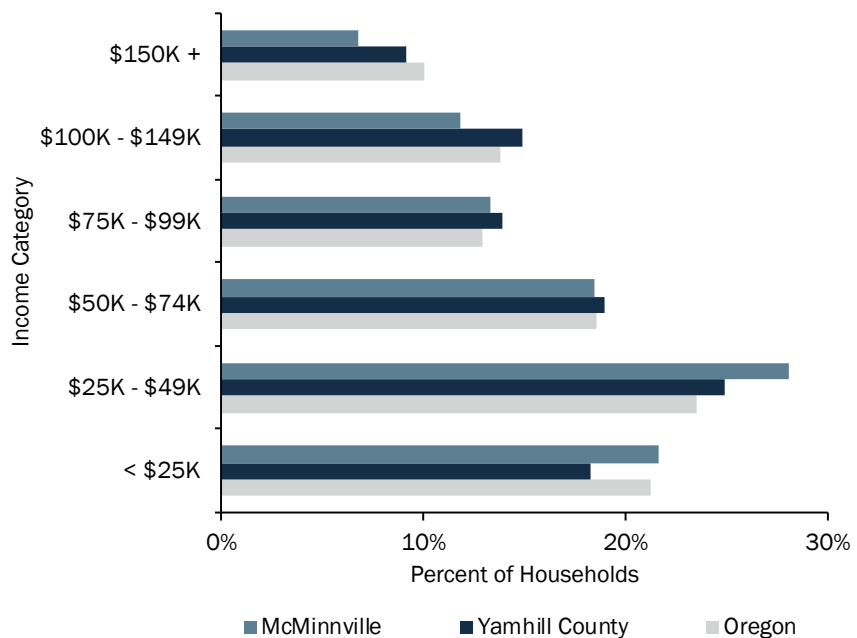


**Fifty percent of McMinnville households make \$50,000 or less per year.**

In comparison, 43% of Yamhill County and 45% of the state make \$50,000 or less per year.

**Exhibit 49. Household Income, McMinnville, Yamhill County, and Oregon, 2013-2017**

Source: U.S. Census Bureau, 2013-2017 ACS, Table B19001.

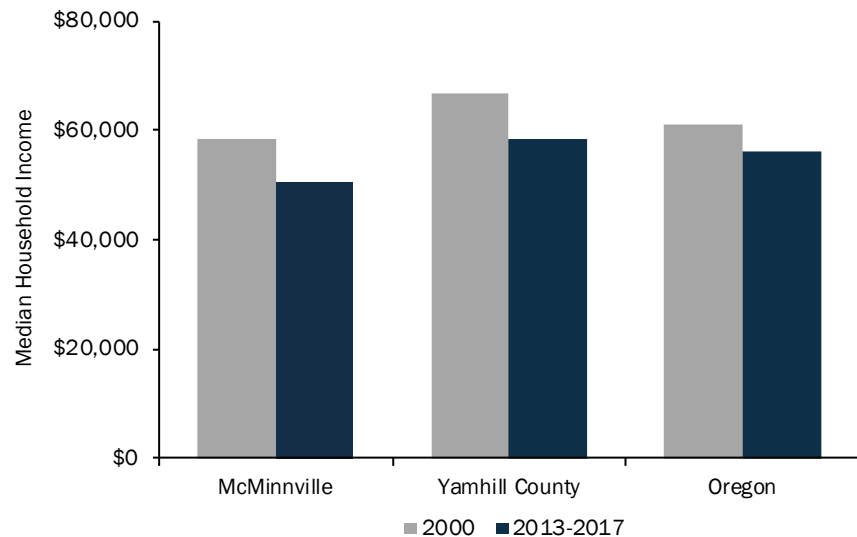


After adjusting for inflation, McMinnville's median household income decreased by 14% from 2000 to 2013-2017, from \$58,356 to \$50,299 per year.

Yamhill County and Oregon also experienced real decreases in median housing income after adjusting for inflation.

**Exhibit 50. Median Household Income (2017 Inflation-adjusted), McMinnville, Yamhill County, Oregon, 2000 and 2013-2017**

Source: U.S. Census Bureau, 2000 Decennial Census, Table HCT012, 2013-2017 ACS Table B25119.



## Homelessness

The number of homeless persons in Yamhill County increased by over 300 people (30%), from 2015 to 2017.

For Yamhill County, the point in time homeless estimate was 1,066 persons in 2017 and 1,386 persons in 2018.

**Exhibit 51. Point in Time Homeless Counts, Sheltered vs. Unsheltered, Yamhill County, 2017 and 2018**

Source: Yamhill Community Action Partnership. Note: Point-in-time homeless count took place on January 31, 2018 and January 25, 2017.

<b>2017</b>	<b>21%</b> Percent Sheltered	<b>25%</b> Percent Unsheltered	<b>54%</b> Precariously Housed (e.g. couch surfing)	<b>1,066</b> Total Homeless (PIT)
<b>2018</b>	<b>17%</b> Percent Sheltered	<b>30%</b> Percent Unsheltered	<b>53%</b> Precariously Housed (e.g. couch surfing)	<b>1,386</b> Total Homeless (PIT)

In the 2016-2017 school year, 525 students experienced homelessness.

**Exhibit 52. Students Experiencing Homelessness, Yamhill County and Oregon, 2016-2017 School Year**

Source: Oregon Department of Housing and Community Services.

<b>Yamhill County</b>	<b>3%</b> Percent of Homeless Students	<b>525</b> Total Homeless Students	<b>16,791</b> Total Students
<b>Oregon</b>	<b>4%</b> Percent of Homeless Students	<b>25,088</b> Total Homeless Students	<b>578,947</b> Total Students

## Commuting Trends

McMinnville is part of the complex, interconnected economy of Yamhill County which is considered part of the Portland Metropolitan region by the U.S. Census Bureau. Of the more than 14,600 people who work in McMinnville, about 62% of workers commute into McMinnville from other areas, (most notably Portland, Salem, and Newberg).

**About 9,038 people commute into McMinnville for work and 8,657 people commute out of McMinnville for work.**

### Exhibit 53. Commuting Flows, McMinnville 2015

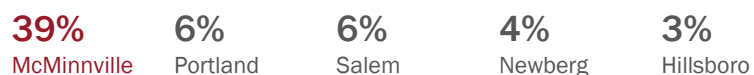
Source: U.S. Census Bureau, Census On the Map.



**Nearly 40% of people who live in McMinnville also work in McMinnville.**

### Exhibit 54. Places Where McMinnville Residents were Employed, 2015

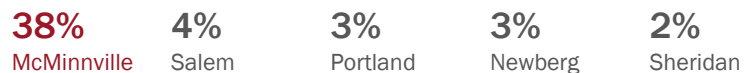
Source: U.S. Census Bureau, Census On the Map.



**More than 60% of McMinnville workers live somewhere else and commute into the city.**

### Exhibit 55. Places Where Workers who are Employed in McMinnville Live, 2015

Source: U.S. Census Bureau, Census On the Map.

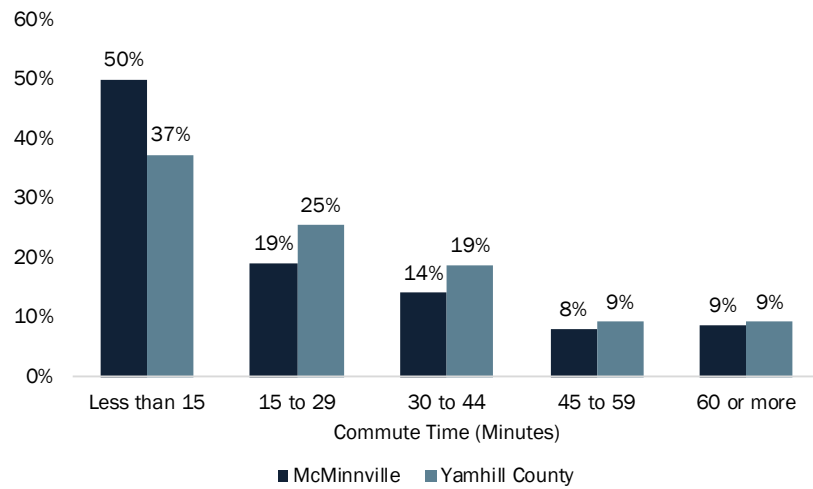


**Half of McMinnville residents had a commute time of less than 15 minutes compared to the 37% of Yamhill residents.**

Just under 70% of McMinnville residents have a commute time of less than 30 minutes.

**Exhibit 56. Commute Time by Place of Residence, McMinnville and Yamhill County, 2012-2016**

Source: U.S. Census Bureau, 2012-2016 ACS Table B08303.



## Regional and Local Trends Affecting Affordability in McMinnville

This section describes changes in sales prices, rents, and housing affordability in McMinnville, Yamhill County, and comparison cities.

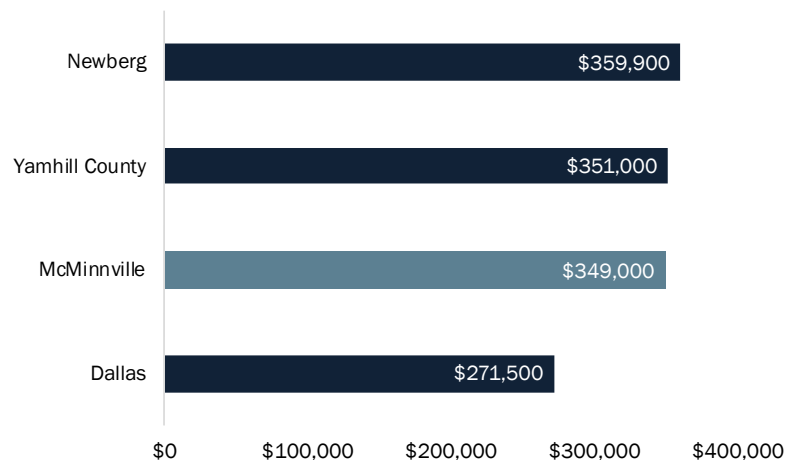
### Changes in Housing Costs

With a median sales price of \$349,000 in June of 2018, McMinnville's housing sales prices are slightly lower than that of Yamhill County. McMinnville's median housing prices are increasing, and they have outpaced increases in median household incomes.

**McMinnville's median home sale price is similar to the County's.**

**Exhibit 57. Median Sales Price, McMinnville, Newberg, Dallas, and Yamhill County June 2018**

Source: Redfin.

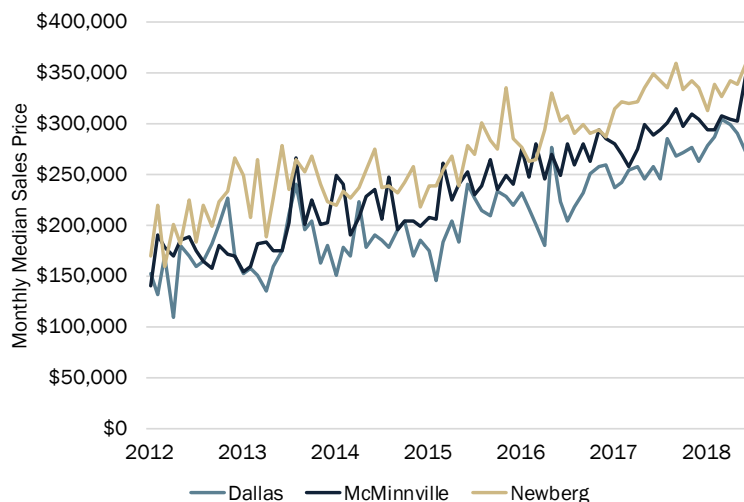


**Between January of 2012 and June of 2018, median home sales prices in McMinnville rose steadily, increasing from \$140,600 to \$349,000.**

In this same time, McMinnville's median home sale price increased by 148%. In comparison, Dallas' median home sale price increased by 78% and Newberg's by 126%.

**Exhibit 58. Monthly median Sales Price, McMinnville and comparison cities, January of 2012 to June of 2018**

Source: Redfin Median Sales Data 2018.

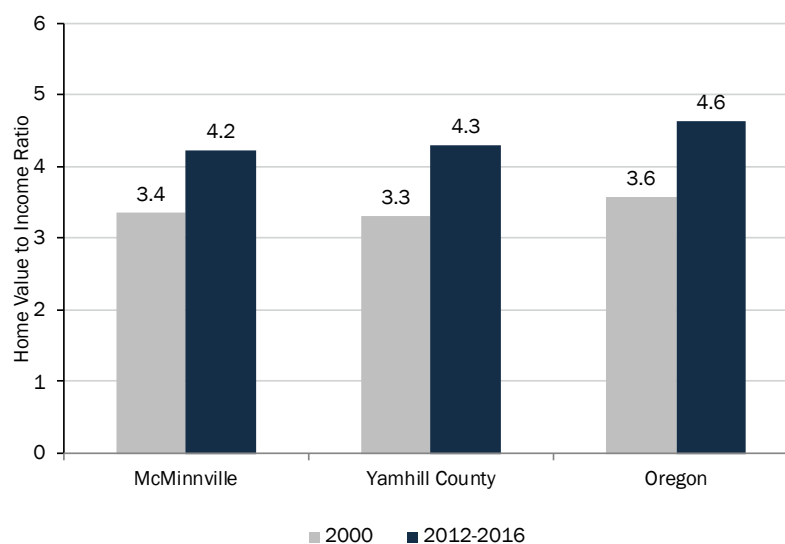


**Since 2000, housing costs in McMinnville, like comparison regions, have increased faster than incomes.**

The median value of a house in McMinnville was 3.4 times the median household income in 2000, and 4.2 times median household income in 2012-2016.

**Exhibit 59. Ratio of Median Housing Value to Median Household Income, 2000 to 2012-16<sup>34</sup>**

Source: U.S. Census Bureau, 2000 Decennial Census, Tables HCT012 and H085, and 2012-2016 ACS, Tables B19013 and B25077.



<sup>34</sup> This ratio compares the median value of housing in McMinnville and other places to the median household income. Inflation-adjusted median owner values in McMinnville increased from \$187,469 in 2000 to \$200,800 in 2012-2016. Over the same period, median income decreased from \$55,930 to \$47,460.

## Changes in Rental Costs

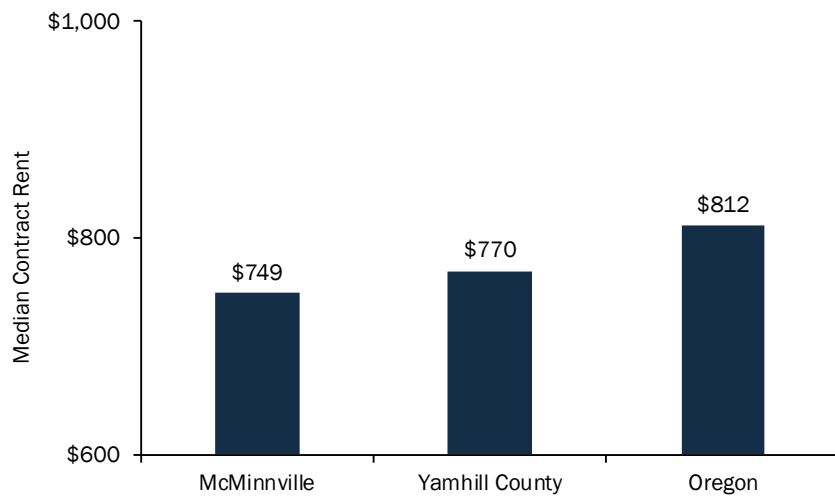
Rent costs in McMinnville are lower than in Yamhill County and Oregon as a whole. The following charts show gross rent (which includes the cost of rent plus utilities) for McMinnville in comparison to the county and state.

### The median gross rent in McMinnville is \$749.

Rent in McMinnville is lower than that of comparison regions, but close to Yamhill's median gross rent of \$770.

### Exhibit 60. Median Gross Rent in McMinnville, Yamhill County and Oregon, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Table B25064.

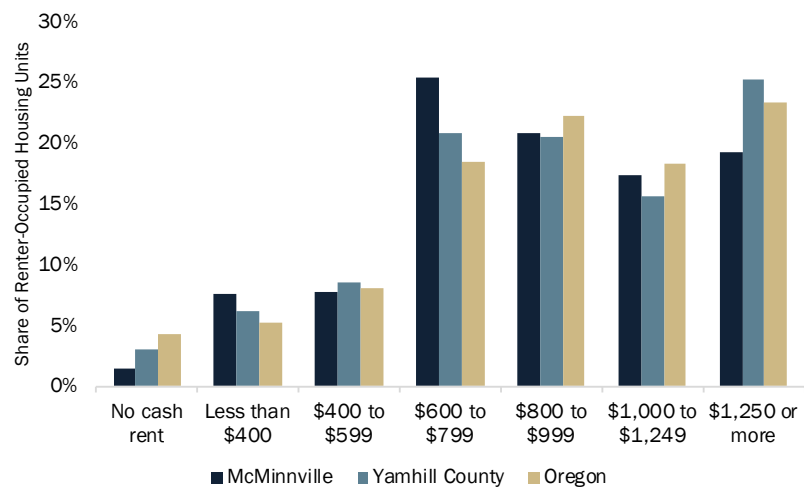


Nearly 63% of renters in McMinnville pay less than \$1,000 per month.

About 19% of McMinnville's renters pay \$1,250 or more in gross rent per month, a smaller share than Yamhill County (25%) and the state (23%).

### Exhibit 61. Gross Rent in McMinnville, Yamhill County, and Oregon, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Table B25063.



## Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than 30% of household income for housing, including payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is one method of determining how well a city is meeting the Goal 10 requirement to provide housing that is affordable to all households in a community.

About 36% of McMinnville’s households are cost burdened. Renters experience much higher rates of cost burden than homeowners: 52% of renter households in McMinnville are cost burdened, compared with 25% of homeowners. Overall, McMinnville has a similar share of cost-burdened households as Yamhill County and the state overall. McMinnville also has a smaller share of cost-burdened households (total) and cost-burdened renter households than other cities in close proximity (Newberg, Independence, and Monmouth).

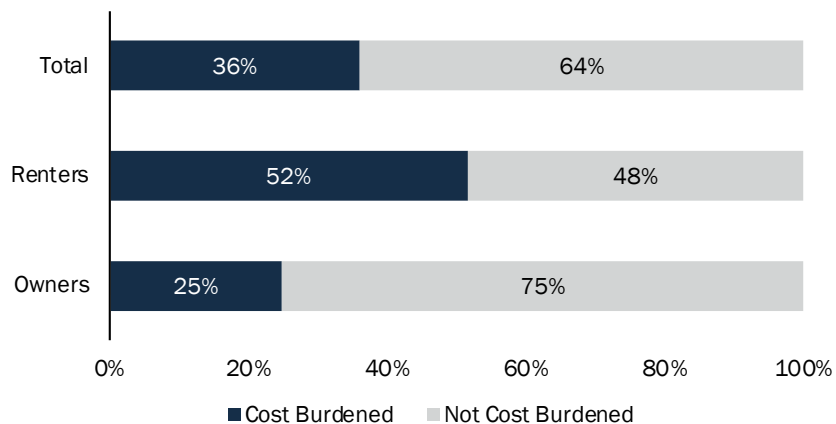
For example, about 23% of McMinnville households have incomes of less than \$25,000 per year, which is about 50% of McMinnville’s Median Household Income. Based on HUD’s 30% cost burdened threshold, these households can afford monthly housing costs of less than \$629 per month. Most, but not all, of these households are cost burdened. For instance, as Exhibit 66 illustrates, 86% of households earning less than \$20,000 per year are cost burdened while only 20% of households earning between \$50,000 and \$75,000 are cost burdened.

### Renters are much more likely to be cost burdened than homeowners.

Cost burden rates are much higher among renters in McMinnville than among homeowners. In 2016, about 52% of renters were cost burdened, compared to 25% of homeowners.

### Exhibit 62. Housing Cost Burden by Tenure, McMinnville, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Tables B25091 and B25070.

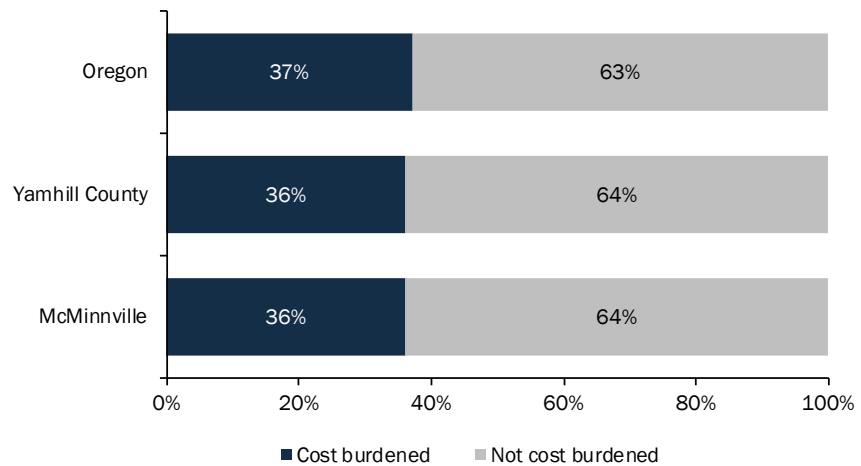




The share of McMinnville households that are cost burdened is similar to the share of cost burdened households in the county and State.

**Exhibit 63. Housing Cost Burden, McMinnville and Comparison Regions, 2012-2016**

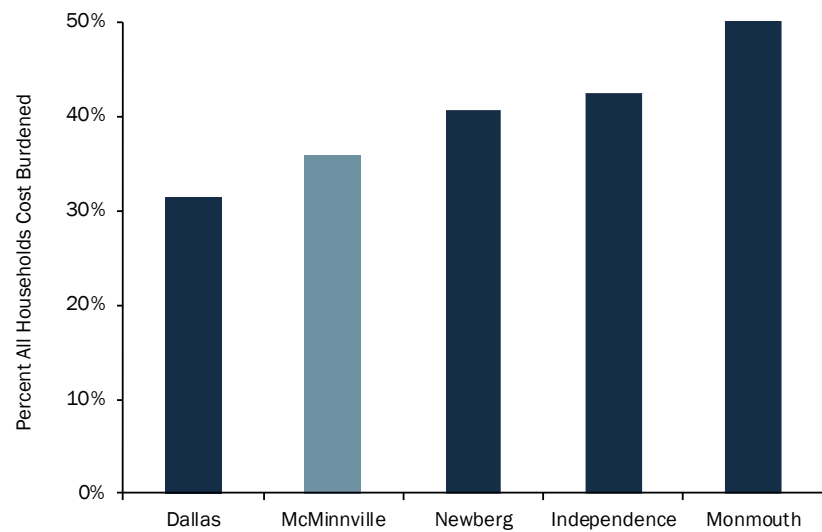
Source: U.S. Census Bureau, 2012-2016 ACS Tables B25091 and B25070.



Other communities in the region have a larger share of cost-burdened households than McMinnville does.

**Exhibit 64. Cost Burden Households, McMinnville and Comparison Cities, 2012-2016**

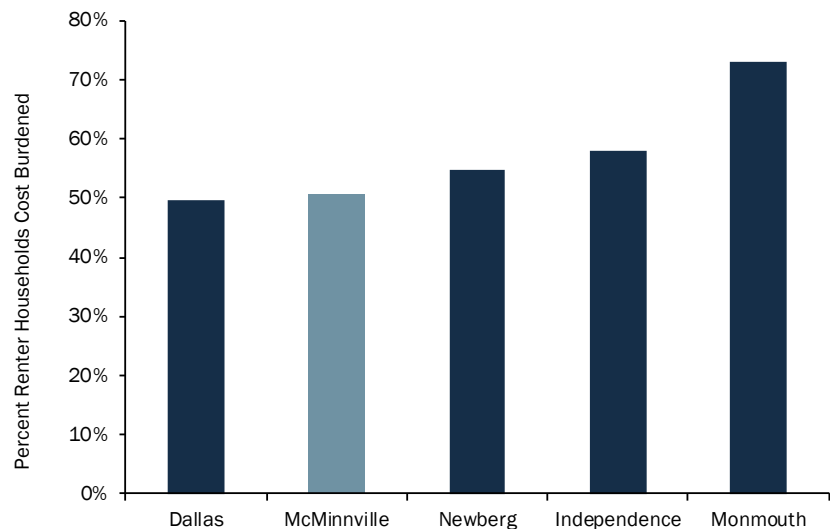
Source: U.S. Census Bureau, 2012-2016 ACS Tables B25091 and B25070.



With the exception of Monmouth, the share of cost-burdened renter households in McMinnville is similar to that of other cities in the region.

**Exhibit 65. Cost Burden Renter Households, McMinnville and Comparison Cities, 2012-2016**

Source: U.S. Census Bureau, 2012-2016 ACS Table B25070.

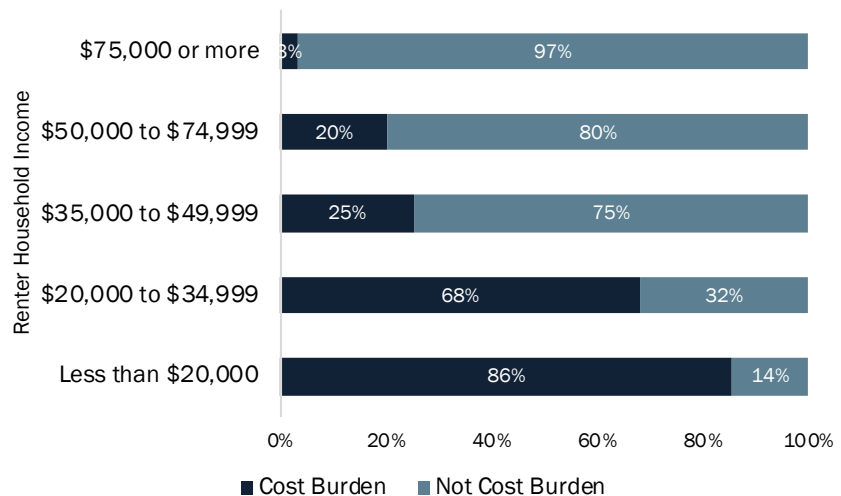


Households with incomes less than \$35,000 experience much higher rates of cost burden than higher income households.

Eighty-six percent of households, making less than \$20,000 per year were cost burdened and 68% of households making between \$20,000 and \$35,000 were cost burdened.

**Exhibit 66. Cost Burden Households by Household Income, McMinnville, 2013-2017**

Source: U.S. Census Bureau, 2013-2017 ACS Table B25074.



While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the housing costs exceed 30% of their income, regardless of actual income. The remaining 70% of income is expected to be spent on non-discretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher incomes may be able to pay more than 30% of their income on housing without impacting the household's ability to pay for necessary non-discretionary expenses.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of a household's accumulated wealth. For example, a household with retired people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on their household income.

Another way of exploring the issue of financial need is to review housing affordability at varying levels of household income.

**Fair Market Rent for a 2-bedroom apartment in Yamhill County is \$1,330**

**Exhibit 67. HUD Fair Market Rent (FMR) by Unit Type, Yamhill County, 2018**

Source: U.S. Department of Housing and Urban Development.

<b>\$1,026</b>	<b>\$1,132</b>	<b>\$1,330</b>	<b>\$1,935</b>	<b>\$2,343</b>
Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

**A household must earn at least \$25.58 per hour to afford a two-bedroom unit in Yamhill County.**

**Exhibit 68. Affordable Housing Wage, Yamhill County, 2018**

Source: U.S. Department of Housing and Urban Development; Oregon Bureau of Labor and Industries.

**\$25.58/hour**

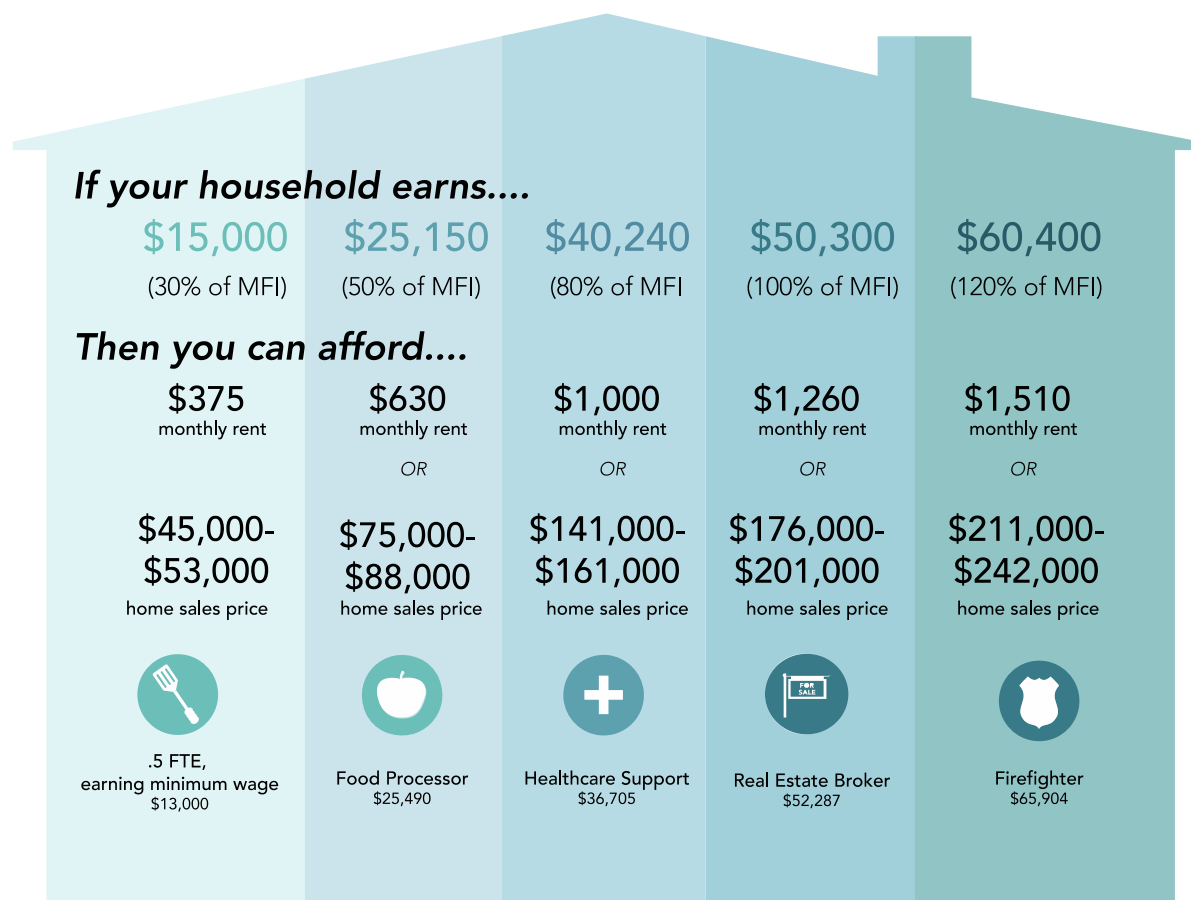
Affordable Housing Wage for two-bedroom Unit in Yamhill County

A household earning median household income (\$50,300) can afford a monthly rent of about \$1,260 or a home roughly valued between \$176,000 and \$201,000, as illustrated in Exhibit 69.

A family earning median family income (\$58,620) can afford a monthly rent of about \$1,470 or a home roughly valued between \$205,000 and \$234,000.

**Exhibit 69. Financially Attainable Housing, by Median Household Income (MHI) McMinnville (\$50,300), McMinnville, 2017**

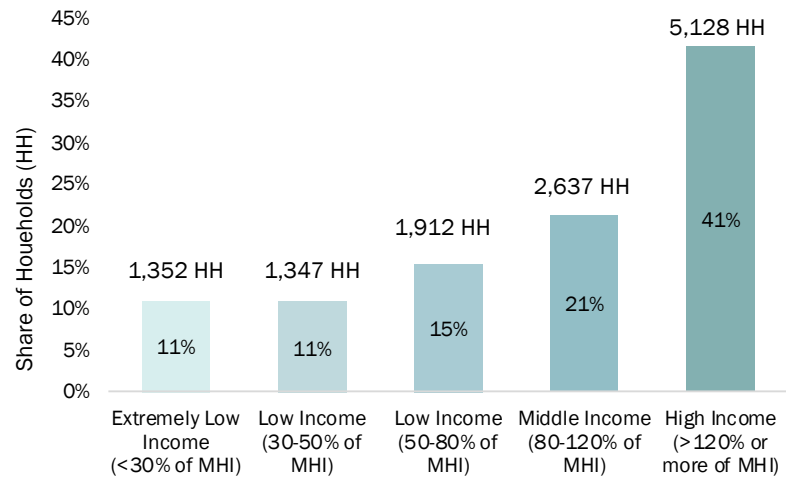
Source: U.S. Census Bureau, 2013-2017 ACS Table B25119.



About 52% of McMinnville's households have incomes less than \$53,200 and cannot afford a two-bedroom apartment at Yamhill County's Fair Market Rent (FMR) of \$1,330.

**Exhibit 70. Share of Households, by Median Household Income (MHI) for McMinnville (\$50,300), McMinnville, 2017**

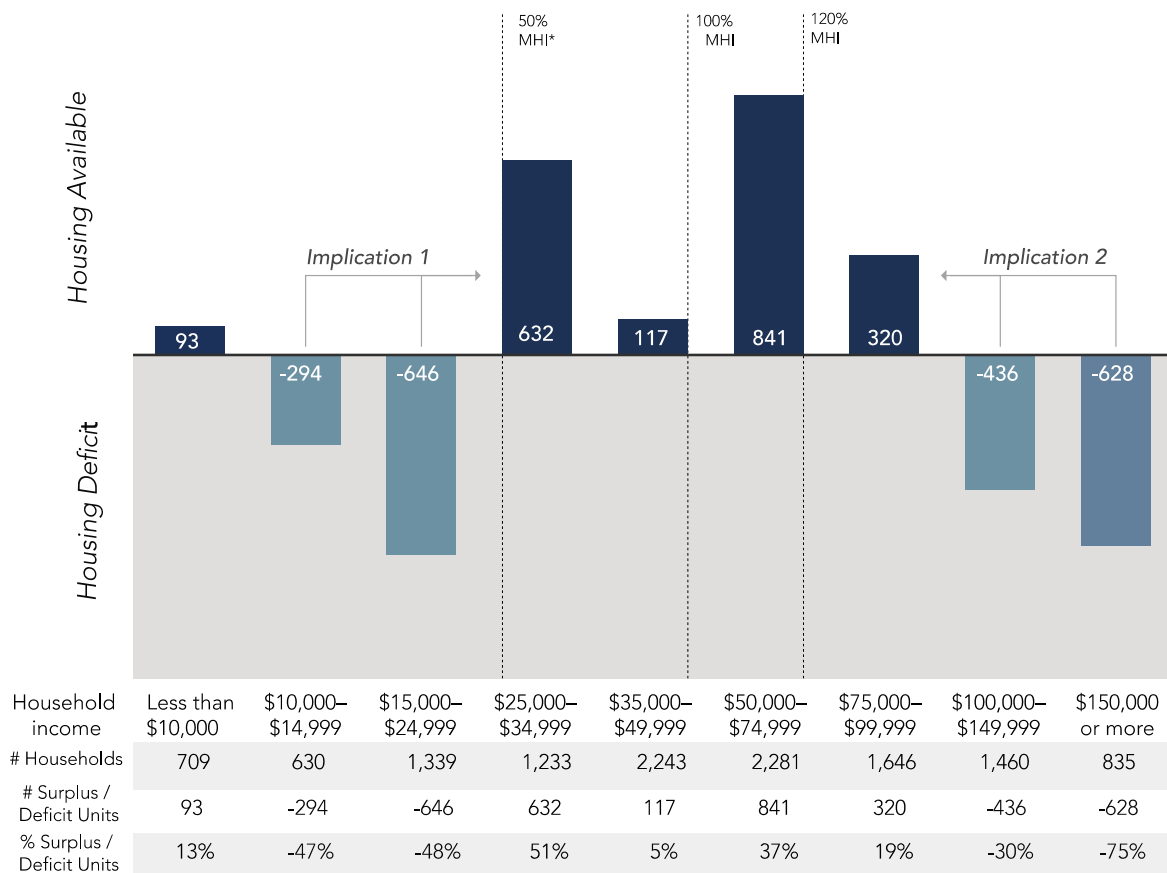
Source: U.S. Census Bureau, 2013-2017 ACS Table 19001 and B25119.



Comparing the number of households by income with the number of units affordable to those households in McMinnville reflects a current deficit of housing affordable to households earning between \$10,000 and \$25,000 annually and households earning \$100,000 annually or more. The housing types that McMinnville has a deficit of are government-assisted housing (of all types); more affordable housing types (such as manufactured housing in parks and lots, small-homes, duplexes, tri- and quad-plexes, small-lot, and apartments); and housing types of higher values (such as high-amenity or executive housing).

### Exhibit 71. Affordable Housing Costs and Units by Income Level, McMinnville, 2017

Source: U.S. Census Bureau, 2012-2016, ACS Table B19001, B25075, and B25063



\*ACS 2013-2017 five-year estimates, table S1903.

#### Implication 1

Some lower-income households live in housing that is more expensive than they can afford because affordable housing is not available. These households are cost-burdened.

#### Implication 2

Some higher-income households choose housing that costs less than they can afford. This may be the result of the household's preference or it may be the result of lack of higher-cost and higher-amenity housing that would better suit their preferences.

## Summary of the Factors Affecting McMinnville's Housing Needs

The purpose of the analysis thus far has been to provide background on the kinds of factors that influence housing choice, and in doing so, to convey why the number and interrelationships among those factors ensure that generalizations about housing choice are difficult to make and prone to inaccuracies.

There is no question that age affects housing type and tenure. Mobility is substantially higher for people aged 20 to 34. People in that age group will also have, on average, less income than people who are older. These factors mean that younger households are much more likely to be renters, and renters are more likely to be in multifamily housing (58% in McMinnville).

The data conveys what more detailed research has shown and what most people understand intuitively: life cycle and housing choice interact in ways that are predictable in the aggregate; age of the household head is correlated with household size and income; household size and age of household head affect housing preferences; income affects the ability of a household to afford a preferred housing type. The connection between socioeconomic and demographic factors and housing choice is often described informally by giving names to households with certain combinations of characteristics: the "traditional family," the "never-marrieds," the "dinks" (dual-income, no kids), the "empty-nesters."<sup>35</sup> Simply looking at the long wave of demographic trends can provide good information for estimating future housing demand.

Thus, one is ultimately left with the need to make a qualitative assessment of the future housing market. The following is a discussion of how demographic and housing trends are likely to affect housing in McMinnville over the next 20 years:

- **Growth in housing will be driven by growth in population.** Between 1990 and 2017 McMinnville's population grew by 15,771 people or 88%. The population in McMinnville's UGB is forecast to grow from 36,238 (in 2021) to 47,498 (in 2041), an increase of 11,260 people (31%).<sup>36</sup>
- **Housing affordability will be a growing challenge in McMinnville.** Housing affordability is a challenge in Oregon in general, and McMinnville is affected by this statewide trend. Housing prices are increasing faster than incomes in McMinnville and Yamhill County, consistent with state and national challenges. While 23% of McMinnville housing is multifamily housing, the county has a relatively small supply of multi-family housing (15%) which constrains the supply of affordable housing for the region – affecting the city.<sup>37</sup> For instance, over half of renters in McMinnville are cost burdened indicative of a lack of affordable rental units, such as multifamily and other

<sup>35</sup> See *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* (June 1997).

<sup>36</sup> This forecast is based on McMinnville's official forecast from the Oregon Population Forecast Program for the 2021 to 2041 period.

<sup>37</sup> The share of multifamily housing stock is driven by demographics and market factors. Often, as the population within cities increases, the share of single-family detached housing decreases.

housing types, such as single-family detached and single-family attached dwelling units. McMinnville's key challenge over the next 20 years is providing opportunities for development of housing of all types and across the affordability spectrum, but particularly for more affordable housing types, of which developers may be less incentivized to develop.

- **Without substantial changes in housing policy (at all levels of government), on average, future housing will look a lot like past housing.** That is the assumption that underlies any trend forecast, and one that allows some quantification of the composition of demand for new housing.

The City's residential policies can impact the amount of change in McMinnville's housing market, to some degree. If the City adopts policies to increase opportunities to build housing types are affordable to low- and moderate-income households, a larger percentage of new housing developed over the next 20 years in McMinnville may be relatively affordable, compared to the past.

Examples of policies that the City could adopt to achieve this outcome include: allowing a wider range of housing types (e.g., duplex, tri-plexes, townhouses, cottage clusters, or single-lot small-home subdivisions) in single-family zones to promote inclusivity and equity, ensuring that there is sufficient land zoned to allow single-family attached and multifamily housing and other innovative affordable housing development, supporting development of government-subsidized affordable housing, and encouraging multifamily residential development in downtown. Ultimately, the degree of change in McMinnville's housing market, however, will depend on market demand for these types of housing in McMinnville, Yamhill County, and the greater region.

- **If the future differs from the past, it is likely to move in the direction (on average) of smaller units and more diverse housing types.** Most, but not all, of the evidence suggests that the bulk of the change should be in the direction of smaller average house and lot sizes for single-family housing. This includes providing opportunities for development of smaller single-family detached homes, townhomes, and multifamily housing.

Key demographic and economic trends that will affect McMinnville's future housing needs are: (1) the aging of the Baby Boomers, (2) aging of the Millennials, and (3) continued growth in Hispanic and Latino population.

- *The Baby Boomer's population is continuing to age.* By 2041, people 60 years and older will account for about 28% of the population in McMinnville (up from 23% in 2017). The changes that affect McMinnville's housing demand as the population ages are that household sizes and homeownership rates decrease. The majority of Baby Boomers are expected to remain in their homes as long as possible, downsizing or moving when illness or other issues cause them to move. With Boomer debt "reaching \$5.3 trillion by 2030... many retirees may [also] downsize their homes to pay off debt and boost retirement savings," which will



open up housing opportunities for Gen X and Millennials.<sup>38</sup> Demand for specialized senior housing may grow in McMinnville, such as housing that is visitable, age-restricted housing, and housing in a continuum of care (from independent living to nursing home care).

- *Millennials will continue to age.* By 2041, Millennials will be roughly between about 41 years old to 61 years old. As they age, generally speaking, their household sizes will increase, and homeownership rates will peak by about age 55. Between 2021 and 2041, Millennials will be a key driver in demand for housing for families with children. The ability to retain Millennials will depend on availability of affordable renter and ownership housing. The decline in homeownership among the Millennial generation has more to do with financial barriers rather than the preference to rent.<sup>39</sup>
- *Hispanic and Latino population will continue to grow.* The U.S. Census projects that by about 2041, Hispanic and Latino population will account for about one-quarter of the nation's population. The share of Hispanic and Latino population in the western U.S. is likely to be higher. Hispanic and Latino population currently accounts for about 22% of McMinnville's population. In addition, the Hispanic and Latino population is generally younger than the U.S. average, with many Hispanic and Latino people belonging to the Millennial generation.

Hispanic and Latino population growth will be an important driver in growth of housing demand, both for owner- and renter-occupied housing. Growth in Hispanic and Latino population will drive demand for larger housing for families with children. Given the lower income for Hispanic and Latino households, especially first-generation immigrants, growth in this group will also drive demand for affordable housing, both for ownership and renting.<sup>40</sup>

In summary, an aging population, increasing housing costs (although lower than the Region), housing affordability concerns for Millennials and the Hispanic and Latino populations, and other variables are factors that support the conclusion of need for a broader array of housing choices. Growth of seniors will drive demand for smaller

<sup>38</sup> Srinivas, Val and Goradia, Urval (2015). The future of wealth in the United States, Deloitte Insights. <https://www2.deloitte.com/insights/us/en/industry/investment-management/us-generational-wealth-trends.html>

<sup>39</sup> Ibid.

<sup>40</sup> The following articles describe housing preferences and household income trends for Hispanic and Latino families, including differences in income levels for first, second, and third generation households. In short, Hispanic and Latino households have lower median income than the national averages. First and second generation Hispanic and Latino households have median incomes below the average for all Hispanic and Latino households. Hispanic and Latino households have a strong preference for homeownership, but availability of mortgages and availability of affordable housing are key barriers to homeownership for this group.

Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012.

National Association of Hispanic Real Estate Professionals. *2014 State of Hispanic Homeownership Report*, 2014.

single-family detached housing and townhomes as well as multifamily rentals, age-restricted housing, and assisted-living facilities. Growth in Millennials and Hispanic and Latino populations will drive demand for smaller and larger affordable housing types, including demand for single-family units (many of which may be ownership units) and for multifamily units (many of which may be rental units). Growth in Hispanic and Latino populations and the aging of the Baby Boomer generation will increase demand for multigenerational housing. McMinnville's share of households (41%) earning more than 120% of Median Household Income will increase demand for high-amenity housing or all types.

- **No amount of analysis is likely to make the distant future completely certain: the purpose of the housing forecasting in this study is to get an approximate idea about the future so policy choices can be made today.** Economic forecasters regard any economic forecast more than three (or at most five) years out as highly speculative. At one year, one is protected from being disastrously wrong by the sheer inertia of the economic machine. But a variety of factors or events could cause growth forecasts to be substantially different.

## 5. Housing Need in McMinnville

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This chapter analyzes housing needs in McMinnville for the next 5, 10, 20, and 46 years. Much of the emphasis is on the 20-year forecast as it is required by Goal 10. The analysis also provides projections of housing by type and density (as indicated by zoning district). Depending on development configurations and character a McMinnville's neighborhoods, different areas of the city may have distinct or dissimilar housing types and densities. The aggregate total density is used in this analysis, as well as densities that correspond to current zoning classifications.

### Project New Housing Units Needed in the Next 5, 10, 20, and 46 Years

The results of the housing needs analysis are based on: (1) the official population forecast for growth in McMinnville over the 5-, 10-, 20- and 46-year planning periods, (2) information about McMinnville's housing market relative to Yamhill County and nearby and comparison cities, and (3) the demographic composition of McMinnville's existing population and expected long-term changes in the demographics of Yamhill County.

#### Projection for Housing Growth

This section describes the key assumptions and presents an estimate of new housing units needed in McMinnville between 2021 and 2041, shown in Exhibit 72. The key assumptions are based on the best available data and may rely on safe harbor provisions (or safe harbor methodologies), when available.<sup>41</sup>

- **Population.** A 20-year population forecast (in this instance, 2021 to 2041) is the foundation for estimating needed new dwelling units. McMinnville will grow from 36,238 persons in 2021 to 47,498 persons in 2041, an increase of 11,260 people.<sup>42</sup>
- **Persons in Group Quarters.** Persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically derived from the population forecast for the purpose of estimating housing demand. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, any new requirements for these housing types will be met by institutions (colleges, government agencies, health-care corporations) operating outside what is typically defined as the housing

<sup>41</sup> A safe harbor is an assumption that a city can use in a housing needs analysis that the State has said will satisfy the requirements of Goal 14. OAR 660-024 defines a safe harbor as "... an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way, or necessarily the preferred way, to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division."

<sup>42</sup> This forecast is based on McMinnville's official forecast from the Oregon Population Forecast Program for the 2021 to 2041 period.

market. Nonetheless, group quarters require residential land. They are typically built at densities that are comparable to that of multiple-family dwellings.

The 2013-2017 American Community Survey shows that 5% of McMinnville's population was in group quarters. **For the 2021 to 2041 period, we assume that 5% of new population, 564 people, will be in group quarters.**

A final note on persons in group quarters: persons in group quarters require land. While the DLCDD Workbook backs this component of the population out of total population that needs housing, it does not otherwise make accommodations for land demand for new group quarters. For the purpose of this analysis, **we assume that persons in group quarters require land at approximately the same density as multiple family housing.**

- **Household Size.** OAR 660-024 established a safe harbor assumption for average household size—which is the figure from the most-recent decennial Census at the time of the analysis. According to the 2013-2017 American Community Survey, the average household size in McMinnville was 2.55 people. **Thus, for the 2021 to 2041 period, we assume an average household size of 2.55 persons.**
- **Vacancy Rate.** The Census defines vacancy as: "Unoccupied housing units are considered vacant. Vacancy status is determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

Vacancy rates are cyclical and represent the lag between demand and the market's response to demand for additional dwelling units. Vacancy rates for rental and multifamily units are typically higher than those for owner-occupied and single-family dwelling units.

OAR 660-024 established a safe harbor assumption for vacancy rate—which is the figure from the most-recent Census. According to the 2013-2017 American Community Survey, McMinnville's vacancy rate was 5.4%. **For the 2021 to 2041 period, we assume a vacancy rate of 5.4%.**

**McMinnville will need 4,424 new dwelling units over the 20-year period from 2021 to 2041 or an average of 211 dwelling units annually.**

#### Exhibit 72. Projected demand for new dwelling units, McMinnville UGB, 2021 to 2041

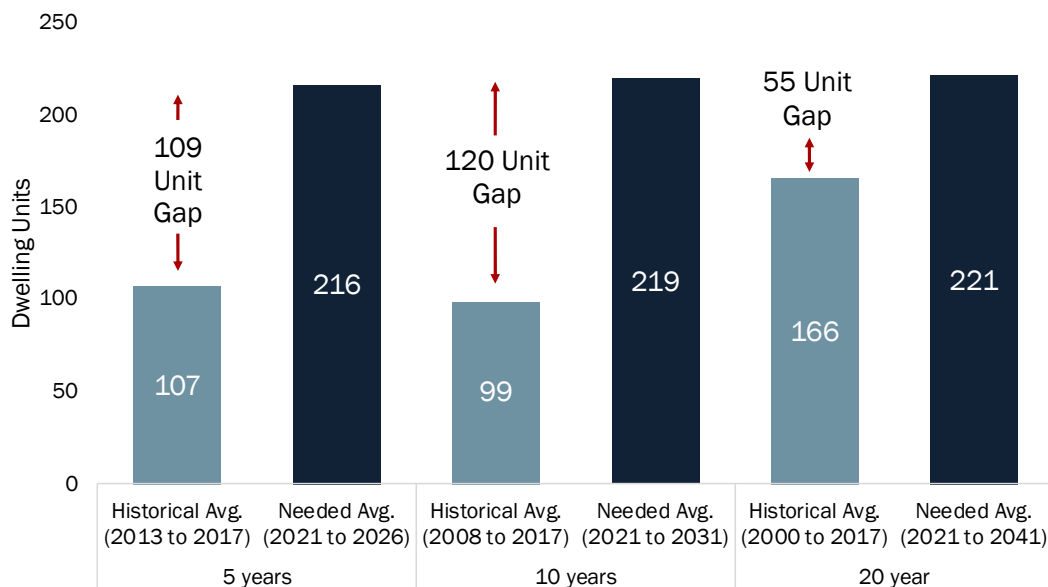
Source: Calculations by ECONorthwest

Variable	New Dwelling Units (2021-2041)
Change in persons	11,260
<i>minus</i> Change in persons in group quarters	564
<i>equals</i> Persons in households	10,696
Average household size	2.55
New occupied DU	4,195
<i>times</i> Aggregate vacancy rate	5.4%
<i>equals</i> Vacant dwelling units	229
<b>Total new dwelling units (2021-2041)</b>	<b>4,424</b>
<b>Annual average of new dwelling units</b>	<b>221</b>

McMinnville will have demand for about 1,080 new dwelling units between 2021 and 2026, and another 1,111 new dwelling between 2026 and 2031. As illustrated in Exhibit 73, if we assume production of housing in McMinnville follows historic trends, McMinnville will not produce what is needed to meet the needs of a growing population.

#### Exhibit 73. Comparison of Historical Production and Demand for Housing, McMinnville, 2000-2017 and 2021-2041

Source: City of McMinnville permit database. Calculations by ECONorthwest.



McMinnville planning horizon begins in 2021, resulting in an interim period during which time McMinnville will have additional population growth, new housing, and consumption of buildable land. The housing strategy will need to address these shorter-term needs, and the buildable lands inventory will need to reflect the additional land consumed between 2018 and 2021. The PSU population forecast shows growth of about 1,480 people between 2018 and 2021,

which would equate to roughly 581 households.<sup>43</sup> At historic average gross densities, it is expected that about 135 gross acres, of existing buildable land, would be consumed before 2021. In 2021, the buildable lands inventory would be updated to remove land consumed prior to 2021 from the inventory. This will create an increased land deficit and additional need for residential land. The population locating to McMinnville between 2018 and 2021 are considered part of the “existing population,” which does not need to be added into the population forecast for 2021 to 2041.

**Exhibit 74. 5, 10, 20, and 46-year projection of demand for new dwelling units, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest

Variable	New Dwelling Units			
	5-Year (2021 to 2026)	10-Year (2021 to 2031)	20-Year (2021 to 2041)	46-Year (2021 to 2067)
Change in persons	2,746	5,575	11,260	26,565
<i>minus</i> Change in persons in group quarters	138	279	564	1,330
<i>equals</i> Persons in households	2,608	5,296	10,696	25,235
Average household size	2.55	2.55	2.55	2.55
New occupied DU	1,023	2,077	4,195	9,896
<i>times</i> Aggregate vacancy rate	5.4%	5.4%	5.4%	5.4%
<i>equals</i> Vacant dwelling units	56	113	229	539
<b>Total new dwelling units (2021-2041)</b>	<b>1,079</b>	<b>2,190</b>	<b>4,424</b>	<b>10,435</b>
<b>Annual average of new dwelling units</b>	<b>216</b>	<b>219</b>	<b>221</b>	<b>222</b>

## Factors Influencing the Needed Mix and Density Determination

With a population over 25,000, McMinnville is subject to the provisions of ORS 197.296. Goal 10 requires cities to make a “housing need projection.” OAR 660-008(4) provides the specific guidance:

(4) “Housing Needs Projection” refers to a local determination, justified in the plan, of the mix of housing types, amounts and densities that will be:

- (a) Commensurate with the financial capabilities of present and future area residents of all income levels during the planning period;
- (b) Consistent with any adopted regional housing standards, state statutes and Land Conservation and Development Commission administrative rules; and
- (c) Consistent with Goal 14 requirements.

<sup>43</sup> According to the Portland State University’s Population Research Center, McMinnville UGB had 34,293 people in 2017. ECONorthwest extrapolated the population in 2017 to 34,789 in 2018. McMinnville UGB forecasted population is 47,498 people, resulting in 1,480 new people between 2018 and 2021. Using the assumptions presented in Exhibit 72, McMinnville will have about 581 new households between 2018 and 2021.

To make the housing need determination, we use the information presented in the Housing Need Analysis. We use the following definitions to distinguish between housing need and housing market demand, which we believe to be consistent with definitions in state policy:

- *Housing need* can be defined broadly or narrowly. The broad definition is based on the mandate of Goal 10 that requires communities to plan for housing that meets the needs of households at all income levels. Goal 10, though it addresses housing, emphasizes the impacts on the households that need that housing. Since everyone needs shelter, Goal 10 requires that a jurisdiction address, at some level, how every household (and group quarters population) will be affected by the housing market over a 20-year period. In short, housing need is addressed through the local Housing Needs Projection.
- *Housing market demand* is what households demonstrate they are willing and/or able to purchase (own or rent) in the market place. Growth in population means growth in the number of households and implies an increase in demand for housing units. That demand is met primarily by the construction of new housing units by the private sector based on its judgments about the types of housing that will be absorbed by the market. ORS 197.296 includes a market supply component, called a buildable land needs analysis<sup>44</sup>, which must consider the density and mix of housing developed over the previous five years or since their most recent periodic review, whichever is greater. In concept, what got built in that five-year period, or longer, was the *effective demand for new housing of those who can afford to purchase housing in the market*: it is the local equilibrium of demand factors, supply factors, and price.

Cities are required to determine the average density and mix of *needed* housing over the next 20-years (ORS 197.296(7)). McMinnville is using a 2021 to 2041 analysis period. The determination of needed density and mix over the 2021 to 2041 period must consider the five factors listed in ORS 197.296(5) that may affect future housing need:

(a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater. The data shall include:

- (A) The number, density and average mix of housing types of urban residential development that have actually occurred;
- (B) Trends in density and average mix of housing types of urban residential development;
- (C) Demographic and population trends;
- (D) Economic trends and cycles; and

<sup>44</sup> ORS 197.296 (E) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

(E) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

### (5)(a)(A) and (E) Average Density and Mix

Subsections (A) and (E) require similar data. Subsection (A) The number, density and average mix of housing types of urban residential development that have actually occurred; while (E) requires the same data but for housing types that have occurred on the buildable lands. The density and mix analysis presented in Chapter 3 of this report is intended to comply with these two requirements. Exhibit 75 shows the average housing mix of units by type for each zone and net density by type for each zone, and overall by zone and type.

#### Exhibit 75. Historical Average Density and Mix, McMinnville, 2000 – July 2018

Source. City of McMinnville Permit Database.

Plan Designation and Zone	Single-Family Detached		Single-Family Attached		Multifamily		TOTAL	
	Mix of Units	Net Density	Mix of Units	Net Density	Mix of Units	Net Density	Mix of Units	Net Density
Commercial	0%	-	0%	-	33%	31.2	10%	31.2
C-3	0%	-	0%	-	33%	31.2	10%	31.2
Residential	100%	4.8	100%	12.3	67%	16.5	90%	6.0
O-R	0%	-	0%	-	6%	7.6	2%	7.6
R-1	21%	4.0	12%	9.5	0%	-	14%	4.1
R-2	47%	4.8	45%	12.3	23%	18.6	39%	5.8
R-3	5%	5.9	19%	10.6	1%	-	5%	6.8
R-4	27%	5.4	24%	17.6	37%	19.1	30%	7.9
<b>Total</b>	<b>62%</b>	<b>4.8</b>	<b>8%</b>	<b>12.3</b>	<b>31%</b>	<b>18.2</b>	<b>100%</b>	<b>6.6</b>

### (5)(a)(B) Trends in density and average mix of housing types of urban residential development

Housing mix is the mixture of housing (structure) types (e.g., single-family detached, single-family attached, or multifamily) within a city. State law requires a determination of the future housing mix in the community and allows that determination to be based on different periods: (1) the mix of housing built in the past five years or since the most recent periodic review, whichever time period is greater, (2) a shorter time period if the data will provide more accurate and reliable information, or (3) a longer time period if the data will provide more accurate and reliable information (ORS 197.296).

A majority share of new housing built in McMinnville, since 2000, has been single-family detached housing. Since 2015, about 36% of new housing built was multifamily, consistent with trends in the early 2000s. Single-family attached housing has consistently made up a smaller share of new housing built.



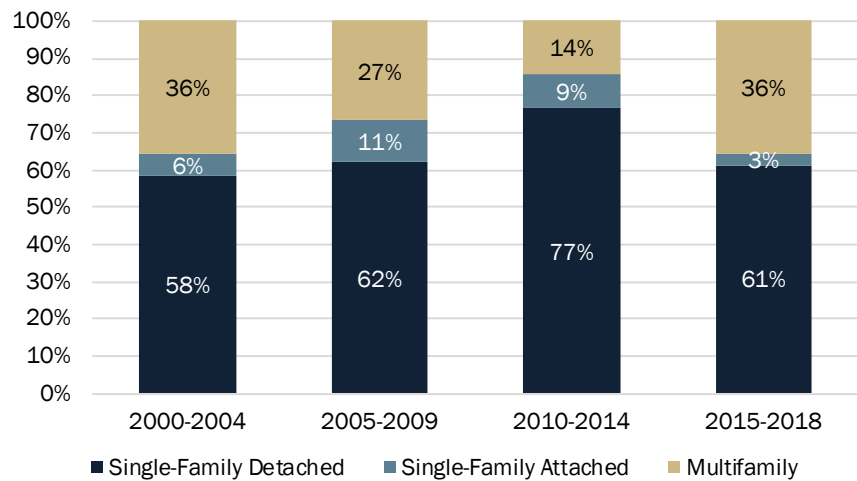
Since 2000, single-family detached housing predominated McMinnville's housing market.

Single-family attached housing consistently makes up a smaller share of the housing stock built since 2000.

Since 2000, 62% of housing permitted in McMinnville was single-family detached, 8% was single-family attached, and 31% was multifamily.

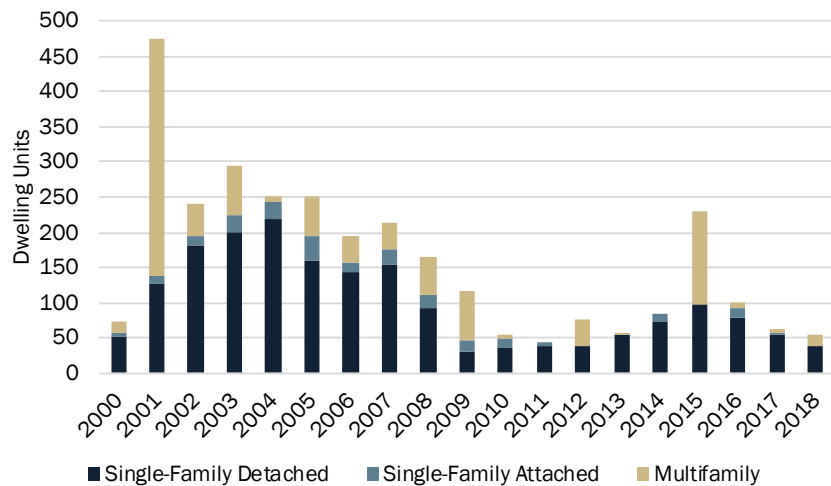
**Exhibit 76. Trends in Housing Mix of New Units, McMinnville, 2000 to July 2018**

Source: McMinnville Building Permit Database.



**Exhibit 77. Trends in Housing Mix of New Units, McMinnville, 2000 to July 2018**

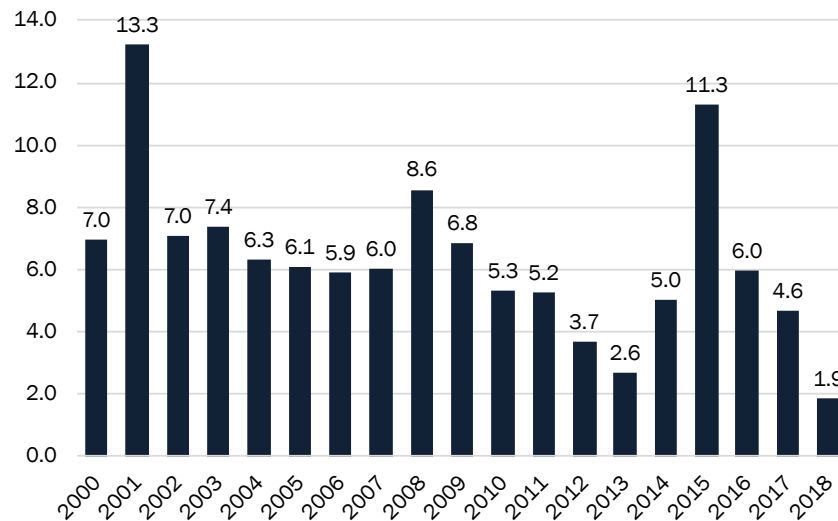
Source: McMinnville Building Permit Database.



Since 2000, McMinnville's average net density was 6.6 dwelling units per net acre.

**Exhibit 78. Trends in Net Density of New Units, McMinnville, 2000 to July 2018**

Source: McMinnville Building Permit Database. Note: Net density is dwelling units per net acre.



Housing density is the density of housing by structure type, expressed in dwelling units per net or gross acre. The U.S. Census does not track residential development density, so this study analyzes housing density based on new development between 2000 and July 2018. Consistent with trends observed in other cities, considerable variation exists in residential density from year-to-year. While housing density averaged around 6.6 dwelling units per net acre since 2000, some years show a spike in density of over 10 dwelling units per acre. In other years, density dipped below five dwelling units per net acre. This is because density is affected by many factors – housing type, housing mix, lot configurations, etc. In addition, with limited annual permitting, one large multifamily project could considerably change annual density findings (such as in 2001 and 2015).

### (5)(a)(C) Demographic and population trends

To understand what will influence McMinnville's housing market, it is important to consider demographic and population trends. The following factors will influence needed mix and density in McMinnville's future:

- Population in McMinnville is growing faster than the state and national average since 1990
- Population in McMinnville is aging, and the cohort aged 60+ in Yamhill County will increase by about 56% by 2041
- The share of the population that is Hispanic and Latino is growing faster than county and state averages since 2000. Per the most recent Decennial Census, Latino and Hispanic households were on average 1.5 persons larger
- Overall, average household size is shrinking and the share of 1-person households in McMinnville has increased since 2000

- Median household income and median family income is below county and state median incomes
- While 41% of McMinnville households earn more than 120% of McMinnville's median household income, about 50% of McMinnville households earn less than \$50,000 per year, compared to 43% of Yamhill County households
- From 2017 to 2018, point-in-time homelessness increased by 30%
- In the 2016-2017 school year, 3% of students experienced homelessness in Yamhill County
- Approximately 13,500 people work in McMinnville, but 60% of those workers commute into McMinnville from other areas

These trends, coupled with the forecast of new housing in McMinnville's UGB for the 2021 to 2041 period (Exhibit 72), suggests that in the future, the need for new housing developed in McMinnville will include housing that is generally more affordable, with some housing located in walkable areas with access to services. Findings additional suggest that in the future, the McMinnville will need high-amenity housing types for the large share of households earning over 120% of McMinnville's median family income. This assumption is additionally based on the following findings in the previous chapters:

- Demographic changes suggest moderate increases in demand for small-lot, small-home detached single-family housing, attached single-family housing, and multifamily housing. The key demographic trends that will affect McMinnville's future housing needs are: (1) the aging of the Baby Boomers, (2) aging of the Millennials, and (3) continued growth in Hispanic and Latino populations. Growth of these groups has the following implications for housing need in McMinnville:
  - *Baby Boomers.* Growth in the number of seniors will have the biggest impacts on demand for new housing through demand for housing types specific to seniors, such as assisted living facilities or age-restricted developments. These households will make a variety of housing choices, including: remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, moving into age-restricted manufactured home parks (if space is available), or moving into group housing (such as assisted living facilities or nursing homes), as their health declines. Minor increases in the share of Baby Boomers who downsize to smaller housing will result in increased demand for smaller detached single-family detached, single-family attached, multifamily housing, and multi-generational housing types like accessory dwelling units. Some Baby Boomers may prefer housing in walkable neighborhoods, with access to services.
  - *Millennials.* Over the next 20-years, Millennial households will continue to grow but their share of the population will stay stable at about 25% of the population. The aging of Millennials will still result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively

affordable. Some Millennials may prefer to locate in traditional single-family detached housing, others in townhouses or multifamily housing.

- *Hispanic and Latino populations.* Growth in the number of Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable. Hispanic and Latino households, particularly those that are foreign-born (11% of McMinnville's population as of 2016) are more likely to be larger than average, with more children, and living in multi-generational households. The housing types that are most likely to be affordable to the majority of Hispanic and Latino households are existing lower-cost single-family housing, single-family housing with an accessory dwelling unit, and multifamily housing.
- About 36% of McMinnville's households are cost burdened. Fifty-two percent of McMinnville's renters are cost burdened, compared to 25% of homeowners. These factors indicate that McMinnville needs more affordable housing types, especially for renters. A household earning median household income (about \$50,300) could afford a home roughly valued between \$176,000 to \$201,000, which is below the current 2018 median sales price for single-family housing of about \$349,000 in McMinnville.

McMinnville's share of multifamily housing accounts for about 23% of the city's housing stock. The majority of McMinnville's multifamily buildings are five or more units (73%), indicating few "missing middle" multifamily housing types.

These findings suggest that McMinnville's needed housing mix is for a broader range of housing types than are currently available in McMinnville's housing stock, for both ownership and rent, and across the affordability spectrum. The types of housing that McMinnville will need to provide opportunity for development of over the next 20-years are described above: "traditional" single-family detached housing, smaller single-family detached housing (e.g., cottages or small-lot single-family detached units), manufactured housing, accessory dwelling units, townhouses, duplexes, tri- and quad-plexes, and apartment buildings. McMinnville needs housing across the affordability spectrum from affordable housing (including government-assisted housing) to high-amenity housing.

### (5)(a)(D) Economic trends and cycles

Population growth in Oregon tends to follow economic cycles. Historically, Oregon's economy is more cyclical than the nation's, growing faster than the national economy during expansions, and contracting more rapidly than the nation during recessions. Oregon grew more rapidly than the U.S. in the 1990s (which was generally an expansionary period) but lagged behind the U.S. in the 1980s. Oregon's slow growth in the 1980s was primarily due to the nationwide recession early in the decade. As the nation's economic growth slowed during 2007, Oregon's population growth began to slow.

Despite this, since 1990, McMinnville has grown at an average annual growth rate of 2.4%, faster than the nation, state, and county (1.0%, 1.4%, 1.8%). Migration is the largest component of population growth in McMinnville. From 2000 to 2016, 67% of Yamhill County's new

population (13,477 people) was a result of migration. According to the Joint Center for Housing Studies, immigration, unless affected by macro-politics, will continue to play a role in accelerating growth in the coming years.

Building activity has not picked up since the recession until the past three to five years. McMinnville is experiencing pent up demand for housing, and competition has grown. As a result of increased housing costs and competition, McMinnville is experiencing a decrease in first-time homebuyers due to limited options and competition from wealthier households.

Housing instability is increasing in McMinnville, fueled by an unsteady, low-opportunity employment market. Minimum wage in Oregon, as of 2019, was \$11.25 (an annual salary of \$23,400 or about 47% of Median Family Income in McMinnville). A household must earn at least \$25.58 per hour to afford a two-bedroom unit in Yamhill County at fair market rent. Wages in Oregon remain below the national average, but they are at its highest point relative to the early 1980s. The Office of Economic Analysis reports that new Oregon Employment Department research “shows that median hourly wage increase for Oregon workers since 2014 has been 3.1 percent annually for the past three years.”<sup>45</sup> These wage increases are “substantially stronger for the Oregonians who have been continually employed over the last three years.”<sup>46</sup>

By the end of 2018, the OEA forecasts 41,700 jobs will be added to Oregon’s economy. This is an approximate 2.2% annual growth in total nonfarm employment relative to 2017 levels.<sup>47</sup> The leisure and hospitality, construction, professional and business services, and health services industries are forecasted to account for well over half of the total job growth in Oregon for 2018. Oregon continues to have an advantage in job growth compared to other states, due to its industrial sector and in-migration flow of young workers in search of jobs. This information explains that, as the housing market continues to recover, and as Oregon’s economy improves, Oregon will likely see an increase in household formation rates. Yamhill County and McMinnville will be affected by these state trends which will result in continued demand for new houses.

## Preliminary Needed Mix and Density Scenarios

Note to reviewer: As described in Chapter 1, we can interpret the policy direction in multiple ways. The analysis of needed mix, density, and capacity that follows is based on a traditional, Euclidian interpretation (e.g., by zoning district) and needed housing types (e.g., single-family detached, single-family attached, multifamily). An alternative approach would be to identify need by density categories, or logical groupings of housing types. We will present information on this alternative approach at the PAC meeting and seek direction on which the PAC deems most appropriate.

<sup>45</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, September 2018. Vol. XXXVIII. Retrieved from: <https://www.oregon.gov/das/OEA/Documents/forecast0918.pdf>.

<sup>46</sup> *Ibid.*

<sup>47</sup> *Ibid.*

ECONorthwest used four housing mix scenarios to illustrate how these assumptions impact the capacity analysis. The four scenarios are:

- **Existing Mix (ACS 2013-2017):** 68% single-family detached, 9% single-family attached, and 23% multifamily
- **Baseline Historical Mix (Housing Permitted 2000 to 2018):** 62% single-family detached, 8% single-family attached, and 31% multifamily
- **Scenario 1 (Preliminary Needed Mix):** 60% single-family detached, 10% single-family attached, and 30% multifamily
- **Scenario 2 (Preliminary Needed Mix):** 55% single-family detached, 12% single-family attached, and 33% multifamily

Note to Reviewer: This section is a starting point to discuss needed mix and density for McMinnville in the 2021 to 2041 analysis period.

Using the four scenarios, ECONorthwest forecasted needed housing in McMinnville by housing type. Exhibit 79 presents a 20-year forecast (using the four scenarios), and Exhibit 80 presents the 5-, 10-, 20-, and 46-year forecasts (using the Historical Mix assumptions). The basis for the determination of needed housing mix in McMinnville is the demographic trends suggesting continued demand for a wider variety of housing typologies.

The projection is based on the following assumptions:

- McMinnville's official forecast for population growth shows that the City will add 11,260 people over the 20-year period. This new population will result in need for 4,424 new dwelling units over the 20-year period.
- The assumptions about the mix of housing are:

Note to reviewer: we'll fill these in once we settle on the mix assumptions

- **X percent** of new housing will be single-family detached, a category which includes manufactured housing. In the 2013-2017 period, 68% of McMinnville's housing stock was single-family detached.
- **X percent** of new housing will be single-family attached. In the 2013-2017 period, 9% of McMinnville's housing stock was single-family attached.
- **X percent** of new housing will be multifamily. In the 2013-2017 period, 23% of McMinnville's housing stock was multi-family.

McMinnville will have demand for 4,424 new dwelling units over the 20-year period, **X%** of which will be single-family detached housing.

Note to reviewer: This will be updated upon further guidance from staff and PAC (re: needed mix assumptions)

## Exhibit 79. Forecast of demand for new dwelling units, McMinnville UGB, 2021 to 2041

Source: Calculations by ECONorthwest. Note: Baseline housing mix is McMinnville's existing housing mix per U.S. Census, 2013-2017 ACS, Table B25024.

Variable	Baseline Existing Mix ACS 2013-2017	Baseline Historic Mix (2000 to 2018)	Preliminary Needed Mix Scenario 1	Preliminary Needed Mix Scenario 2
<b>Needed new dwelling units (2021-2041)</b>	4,424	4,424	4,424	4,424
Dwelling units by structure type				
Single-family detached				
Percent single-family detached DU	68%	62%	60%	55%
<b>equals Total new single-family detached DU</b>	3,009	2,733	2,654	2,433
Single-family attached				
Percent single-family attached DU	9%	8%	10%	12%
<b>equals Total new single-family attached DU</b>	399	332	442	531
Multifamily				
Percent multifamily	23%	31%	30%	33%
<b>Total new multifamily</b>	1,016	1,359	1,328	1,460
<b>equals Total new dwelling units (2021-2041)</b>	<b>4,424</b>	<b>4,424</b>	<b>4,424</b>	<b>4,424</b>

The forecast for new units shows a need for 4,424 new units over the 20-year analysis period, of which X% of new housing will be single-family detached housing (XXXX new units).

Note: This will be updated upon further guidance from PAC.

The following exhibit is currently showing Baseline Historic Mix for illustrative purposes.

## Exhibit 80. 5, 10, and 46-year forecast of demand for new dwelling units, McMinnville UGB, 2021 to 2067

Source: Calculations by ECONorthwest.

Variable	Baseline Forecast			
	2021 to 2026 (5-Year)	2021 to 2031 (10-Year)	2021 to 2041 (20-Year)	2021 to 2067 (46-year)
<b>Needed new dwelling units</b>	1,079	2,190	4,424	10,435
Dwelling units by structure type				
Single-family detached				
Percent single-family detached DU	62%	62%	62%	62%
<b>equals Total new single-family detached DU</b>	667	1,353	2,733	6,447
Single-family attached				
Percent single-family attached DU	8%	8%	8%	8%
<b>equals Total new single-family attached DU</b>	81	164	332	783
Multifamily				
Percent multifamily	31%	31%	31%	31%
<b>Total new multifamily</b>	330	673	1,359	3,205
<b>equals Total new dwelling units</b>	<b>1,078</b>	<b>2,190</b>	<b>4,424</b>	<b>10,435</b>

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.

The housing mix determination over the 2021 to 2041 period will impact McMinnville's overall housing mix in 2041. Exhibit 81 shows what the City's overall housing mix would be in 2041, based on each of the four scenarios.

**Exhibit 81. Aggregate future housing mix, based on alternate scenarios, McMinnville UGB, 2041**

Source: Calculations by ECONorthwest. Note: According to the U.S. Census, McMinnville had 8,902 single-family detached units, 1,180 single-family attached units, and 3,007 multifamily units (totaling 13,089 dwelling units) in the 2013-2017 period. The 17,513 (total) is the 13,089 units, plus the 4,424 needed new units.

	<b>Baseline Existing Mix ACS 2013-2017</b>	<b>Baseline Historic Mix (2000 to 2018)</b>	<b>Preliminary Needed Mix Scenario 1</b>	<b>Preliminary Needed Mix Scenario 2</b>
Single-Family Detached				
Number	11,911	11,635	11,556	11,335
Percent	68%	66%	66%	65%
Single-Family Attached				
Number	1,579	1,512	1,622	1,711
Percent	9%	9%	9%	10%
Multifamily Units				
Number	4,023	4,366	4,335	4,467
Percent	23%	25%	25%	26%
<b>Total</b>	<b>17,513</b>	<b>17,513</b>	<b>17,513</b>	<b>17,513</b>



## Exhibit 82. Aggregate future housing mix, based on alternate scenarios, McMinnville UGB, 2026, 2031, 2041, 2067

Source: Calculations by ECONorthwest. Note: According to the U.S. Census, McMinnville had 8,902 single-family detached units, 1,180 single-family attached units, and 3,007 multifamily units (totaling 13,089 dwelling units) in the 2013-2017 period. The totals are 13,089 units, plus the number of units needed in 5, 10, 20, and 46-years.

	Single-Family Detached		Single-Family Attached		Multifamily Units		Total
	Number	Percent	Number	Percent	Number	Percent	
2026 (5-year)							
Existing Mix	9,636	68%	1,277	9%	3,255	23%	14,168
Baseline Historic Mix	9,570	68%	1,261	9%	3,337	24%	14,168
Scenario 1	9,549	67%	1,288	9%	3,331	24%	14,168
Scenario 2	9,495	67%	1,309	9%	3,363	24%	14,168
2031 (10-year)							
Existing Mix	10,391	68%	1,377	9%	3,510	23%	15,279
Baseline Historic Mix	10,255	67%	1,344	9%	3,680	24%	15,279
Scenario 1	10,216	67%	1,399	9%	3,664	24%	15,279
Scenario 2	10,107	66%	1,443	9%	3,730	24%	15,279
2041 (20-year)							
Existing Mix	11,911	68%	1,579	9%	4,023	23%	17,513
Baseline Historic Mix	11,635	66%	1,512	9%	4,366	25%	17,513
Scenario 1	11,556	66%	1,622	9%	4,335	25%	17,513
Scenario 2	11,335	65%	1,711	10%	4,467	26%	17,513
2067 (46-year)							
Existing Mix	15,999	68%	2,121	9%	5,404	23%	23,524
Baseline Historic Mix	15,349	65%	1,963	8%	6,212	26%	23,524
Scenario 1	15,163	64%	2,224	9%	6,138	26%	23,524
Scenario 2	14,641	62%	2,432	10%	6,451	27%	23,524

The next exhibits allocate needed housing to zoning designations in McMinnville. The allocation is based, in part, on the types of housing allowed in each zone. The exhibit shows:

- **R-1 Single-Family Residential** will primarily accommodate new single-family detached housing, with some opportunities for single-family attached housing and duplexes on corner lots.
- **R-2 Single-Family Residential** will accommodate a mixture of new single-family detached housing, single-family attached, and duplexes on corner lots.
- **R-3 Two-Family Residential** will accommodate a mixture of new single-family detached housing, single-family attached, and duplexes.
- **R-4 Multiple-Family Residential** will accommodate single-family detached and attached housing as well as duplexes and multifamily housing.
- **O-R Office/Residential** will accommodate single-family detached and attached housing as well as duplexes and multifamily housing.

- **Residential Plan Designations with County Zoning<sup>48</sup>** will accommodate single-family detached and single-family attached units, duplexes, and multifamily units.
- **C-3 General Commercial** will accommodate multifamily housing.

**Exhibit 83. Allocation of needed housing (Existing Mix) by housing type and zone designation, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest.

Zoning Designations	Residential Plan Designation					County Zoning	C-3	Total
	R-1	R-2	R-3	R-4	R-O			
Dwelling Units								
Single-family detached	575	1,504	88	842	-	-	-	3,009
Single-family attached	44	89	44	222	-	-	-	399
Multifamily	68	391	115	442	-	-	-	1,016
Total	687	1,984	247	1,506	-	-	-	4,424
Percent of Units								
Single-family detached	13%	34%	2%	19%	0%	0%	0%	68%
Single-family attached	1%	2%	1%	5%	0%	0%	0%	9%
Multifamily	2%	9%	3%	10%	0%	0%	0%	23%
Total	16%	45%	6%	34%	0%	0%	0%	100%

**Exhibit 84. Allocation of needed housing (Baseline Historic Mix) by housing type and zone designation, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest.

Zoning Designations	Residential Plan Designation					County Zoning	C-3	Total
	R-1	R-2	R-3	R-4	R-O			
Dwelling Units								
Single-family detached	575	1,406	88	664	-	-	-	2,733
Single-family attached	44	89	44	155	-	-	-	332
Multifamily	68	473	115	703	-	-	-	1,359
Total	687	1,968	247	1,522	-	-	-	4,424
Percent of Units								
Single-family detached	13%	32%	2%	15%	0%	0%	0%	62%
Single-family attached	1%	2%	1%	4%	0%	0%	0%	8%
Multifamily	2%	11%	3%	16%	0%	0%	0%	31%
Total	16%	44%	6%	34%	0%	0%	0%	100%

<sup>48</sup> “Residential Plan Designations with County Zoning” are rural designated lands that will need to be rezoned to urban zones prior to development.

**Exhibit 85. Allocation of needed housing (Scenario 1) by housing type and zone designation, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest.

Zoning Designation	Residential Plan Designations					County Zoning	C-3	Total
	R-1	R-2	R-3	R-4	R-O			
Dwelling Units								
Single-family detached	575	1,416	88	575	-	-	-	2,654
Single-family attached	44	110	66	222	-	-	-	442
Multifamily	88	442	133	665	-	-	-	1,328
Total	707	1,968	287	1,462	-	-	-	4,424
Percent of Units								
Single-family detached	13%	32%	2%	13%	0%	0%	0%	60%
Single-family attached	1%	2%	1%	5%	0%	0%	0%	10%
Multifamily	2%	10%	3%	15%	0%	0%	0%	30%
Total	16%	44%	6%	33%	0%	0%	0%	100%

**Exhibit 86. Allocation of needed housing (Scenario 2) by housing type and zone designation, McMinnville UGB, 2021 to 2041**

Source: Calculations by ECONorthwest.

Zoning Designation	Residential Plan Designations					County Zoning	C-3	Total
	R-1	R-2	R-3	R-4	R-O			
Dwelling Units								
Single-family detached	531	1,283	88	531	-	-	-	2,433
Single-family attached	44	221	44	222	-	-	-	531
Multifamily	133	442	133	752	-	-	-	1,460
Total	708	1,946	265	1,505	-	-	-	4,424
Percent of Units								
Single-family detached	12%	29%	2%	12%	0%	0%	0%	55%
Single-family attached	1%	5%	1%	5%	0%	0%	0%	12%
Multifamily	3%	10%	3%	17%	0%	0%	0%	33%
Total	16%	44%	6%	34%	0%	0%	0%	100%

Exhibit 87 presents the assessment of historic densities for housing built in McMinnville over the 2000 to 2018 period. The assessment of needed density is presented in chapter 6 and will be based on the five factors stated in ORS 197.296(5), discussed in greater detail in the previous subsection. Exhibit 87 converts between net acres and gross acres<sup>49</sup> to account for land needed for rights-of-way based on empirical analysis of existing rights-of-way by zone in McMinnville. For example, when developing a new area, such as a subdivision, it is necessary to account for land needed for rights-of-way, which requires a gross density estimate. The conversion from net

<sup>49</sup> OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" "...consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads." While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

acres to gross acres in this analysis is based on the average amount of land in rights-of-way throughout the McMinnville UGB by zone.<sup>50</sup>

- **R-1 Single-Family Residential:** 4.1 dwelling units per net acre, with 24% of land used for rights-of-way, results in a gross density of 3.1 dwelling units per gross acre.
- **R-2 Single-Family Residential:** 5.8 dwelling units per net acre, with 26% of land used for rights-of-way, results in a gross density of 4.3 dwelling units per gross acre.
- **R-3 Two-Family Residential:** 6.8 dwelling units per net acre, with 29% of land used for rights-of-way, results in a gross density of 4.8 dwelling units per gross acre.
- **R-4 Multiple-Family Residential:** 7.9 dwelling units per net acre, with 23% of land used for rights-of-way, results in a gross density of 6.1 dwelling units per gross acre.
- **O-R Office/Residential:** 7.6 dwelling units per net acre, with 17% of land used for rights-of-way, results in a gross density of 6.3 dwelling units per gross acre.
- **Residential Plan Designations with County Zoning:** an assumed 6.6 dwelling units per net acre (of which the basis is the overall average density achieved in 2000-2018), with 25% of land used for rights-of-way, results in a gross density of 4.3 dwelling units per gross acre. The 25% factor is an average of all other right-of-way conversion factors from each zone.
- **C-3 General Commercial:** 31.2 dwelling units per net acre, with 30% of land used for rights-of-way, results in a gross density of 21.8 dwelling units per gross acre.

**Exhibit 87. Historical densities and land for rights-of-way by zone for housing built in the McMinnville UGB, 2000 to 2018**

Source: Calculations by ECONorthwest. Note: DU is dwelling unit.

Zoning Districts	Average Net Density (DU/Net Acre)	Percentage for Rights-of-Way	Average Gross Density (DU/Gross Acre)
R-1 Single Family Residential	4.1	24%	3.1
R-2 Single Family Residential	5.8	26%	4.3
R-3 Two Family Residential	6.8	29%	4.8
R-4 Multiple-Family Residential	7.9	23%	6.1
O-R Office/Residential	7.6	17%	6.3
C-3 General Commercial	31.2	30%	21.8
County Zoning	6.0	25%	4.5
<b>Total</b>	<b>6.6</b>	<b>25%</b>	<b>4.3</b>

<sup>50</sup> The assumptions about land needed for rights-of-way is based on the historical percentages of land needed for rights-of-way, from empirical analysis of the 2021 McMinnville Buildable Lands Inventory.

## Exhibit 88. Historical densities and land for rights-of-way by housing type for housing built in the McMinnville UGB, 2000 to 2018

Source: Calculations by ECONorthwest. Note: DU is dwelling unit.

Housing Type	Average Net Density (DU/Net Acre)	Percentage for Rights-of-Way	Average Gross Density (DU/Gross Acre)
Single-Family Detached	4.8	25%	3.6
Single-Family Attached	12.3	25%	9.3
Multifamily	18.2	25%	13.7
<b>Total</b>	<b>6.6</b>	<b>25%</b>	<b>4.3</b>

## Needed Housing by Income Level

The next step in the housing needs analysis is to develop an estimate of need for housing by income and housing type. This requires an estimate of the income distribution of current and future households in the community. These estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

This analysis is based on American Community Survey data about income levels in McMinnville. Income is categorized into market segments, using McMinnville's Median Household Income (MHI) of \$50,300. The analysis uses current household income distribution, assuming that approximately the same percentage of households will be in each market segment in the future.

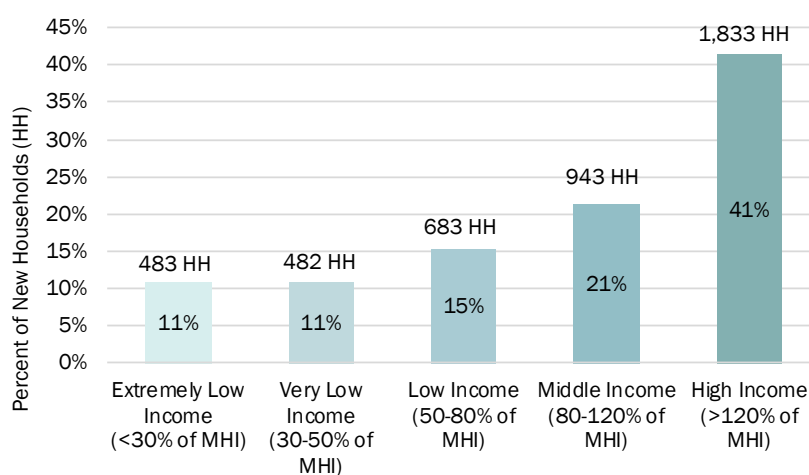
**Twenty-two percent of McMinnville's future households will have incomes at or below 50% of McMinnville's median household income (MHI).**

**Thirty-six percent will have incomes between 50% and 120% of McMinnville's MHI.**

Forty-one percent will have incomes greater than 120% of McMinnville's MHI.

## Exhibit 89. Future (New) Households, by Median Household Income (MHI) for McMinnville (\$50,300), McMinnville, 2021 to 2041

Source: U.S. Department of Housing and Urban Development and U.S. Census Bureau, 2012-2016 ACS Table 19001 and B25119.



## Need for Government-Assisted, Farmworker, and Manufactured Housing

ORS 197.303, 197.307, 197.312, and 197.314 requires cities to plan for government-assisted housing, manufactured housing on lots, and manufactured housing in parks.

- **Government-subsidized housing.** Government-subsidies can apply to all housing types (e.g., single family detached, single-family attached, and multifamily). McMinnville allows development of government-assisted housing in all residential zones, with the same development standards for market-rate housing. This analysis assumes that McMinnville will continue to allow government housing in all of its residential zones. Because government assisted housing is similar in character to other housing (with the exception being the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
  - Homelessness is a growing concern in McMinnville and Yamhill County. Between 2017 and 2018, homelessness grew by about 30% in Yamhill County. To alleviate this issue, government subsidized housing, including shelters, is needed for individuals and households earning 0% to 30% of McMinnville's Median Household Income (less than \$15,000 per year). While a separate forecast for government-subsidized housing is not needed, the City may need to exert specialized effort in planning for shelters and other housing types that will meet the needs of those at risk of homelessness or who are experiencing homelessness.
- **Farmworker housing.** Farmworker housing can also apply to all housing types and the City allows development of farmworker housing in all residential zones, with the same development standards as market-rate housing. This analysis assumes that McMinnville will continue to allow farmworker housing in all of its residential zones. Because it is similar in character to other housing (with the possible exception of government subsidies, if population restricted), it is not necessary to develop separate forecasts for farmworker housing.
- **Manufactured housing on lots.** McMinnville allows manufactured homes on lots in the R-1 and R-2 zones, which are the zones where single-family detached housing is allowed. McMinnville also allows single-family detached housing in R-3, R-4, and O-R zones, but manufactured housing on lots are not permitted. McMinnville has special siting standards for manufactured homes. Since manufactured homes are not subject to the same siting requirements as site-built homes, it is necessary to develop separate forecasts for manufactured housing on lots.
- **Manufactured housing in parks.** OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development. According to the Oregon Housing and Community Services' Manufactured

Dwelling Park Directory,<sup>51</sup> McMinnville has 12 manufactured home parks within the City, with 1,014 spaces. One manufactured park is within the O-R zone, two are within the C-3 zone, four are within the R-3 zone, and five are within the R-4 zone.

ORS 197.480(2) requires McMinnville to project need for mobile home or manufactured dwelling parks based on: (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high density residential.

- The housing forecast showed that McMinnville will need 4,424 dwelling units over the 2021 to 2041 period.
- Analysis of housing affordability shows that about 22% of McMinnville's new households will be Extremely Low Income or Very Low Income, earning 50% or less of McMinnville's median family income. One type of housing affordable to these households is manufactured housing.
- Manufactured housing in parks accounts for about 8% (about 1,014 dwelling units) of McMinnville's current housing stock.
- National, state, and regional trends since 2000 showed that manufactured housing parks were closing, rather than being created. For example, between 2000 and 2015, Oregon had 68 manufactured parks close, with more than 2,700 spaces. Discussions with several stakeholders familiar with manufactured home park trends suggest that over the same period, few to no new manufactured home parks have opened in Oregon.
- Households most likely to live in manufactured homes in parks are those with incomes between about \$15,000 and \$25,150 (30% to 50% of McMinnville's median household income), which include 11% of McMinnville's households. However, households in other income categories may also live in manufactured homes in parks.

Manufactured home park development is an allowed use in the R-3 and R-4 zone. The national and state trends of closure of manufactured home parks and the fact that no new manufactured home parks have opened in Oregon in over the last 15 years demonstrate that development of new manufactured home parks in McMinnville is unlikely.

Our conclusion from this analysis is that development of new manufactured home parks in McMinnville over the planning period is unlikely over the 2021 to 2041 period. It is, however, likely that manufactured homes will continue to locate on individual lots in McMinnville. **The forecast of housing assumes that**

<sup>51</sup> Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

**no new manufactured home parks will be opened in McMinnville over the 2021 to 2041 period. The forecast includes new manufactured homes on lots in the category of single-family detached housing.**

- Over the next 20 years (or longer) one or more manufactured home parks may close in McMinnville, as a result of manufactured home park landowners selling or redeveloping their land for uses with higher rates of return, rather than lack of demand for spaces in manufactured home parks. Manufactured home parks contribute to the supply of low-cost affordable housing options, especially for affordable homeownership.

While there is statewide regulation of the closure of manufactured home parks designed to lessen the financial difficulties of this closure for park residents,<sup>52</sup> the City has a role to play in ensuring that there are opportunities for housing for the displaced residents. The City's primary role is to ensure that there is sufficient land zoned for new multifamily housing and to reduce barriers to residential development to allow for development of new, relatively affordable housing. The City may use a range of policies to encourage development of relatively affordable housing, such as allowing a wider range of moderate density housing (e.g., cottages or missing middle housing types) in the R-1 and R-2 zones, designating more land for multifamily housing, removing barriers to multifamily housing development, using tax credits to support affordable housing production, developing an inclusionary zoning policy, or partnering with a developer of government-subsidized affordable housing.

## **Need for Special Housing**

Need for special housing, such as transitional housing to provide services in conjunction with housing accounted for in total numbers; however, the housing strategy can discuss opportunities to ensure codes are responsive to planning that should address opportunities for providers of transitional housing and services within the broader planning context.

## **Need for Population in Group Quarters**

To determine housing needs, population forecast to live in group quarters was deducted from the population assigned to new households used to determine needed dwelling units. An increase of population living in group quarters may require new additional land for new group quarters. These may be small or large group quarters, but assumptions about land needed for new group quarters needs to be incorporated into the "demand" side of the equation. Land for group quarters can generally be assumed to occur at densities comparable to multi-family development. For the 2021-2041 planning period, 564 additional people are forecast to live in

<sup>52</sup> ORS 90.645 regulates rules about closure of manufactured dwelling parks. It requires that the landlord must do the following for manufactured dwelling park tenants before closure of the park: give at least one year's notice of park closure, pay the tenant between \$5,000 to \$9,000 for each manufactured dwelling park space, and cannot charge tenants for demolition costs of abandoned manufactured homes.



group quarters (see Exhibit 72). At a density of about 18.2 units per net acre,<sup>53</sup> group quarters will need approximately 30 net acres of land. New group quarters are assumed to occur on residential land.

### **Need for Other Uses on Residential Land**

The residential land needs analysis and capacity analysis accounts for land that will be needed for new streets within residential areas by applying a net to gross buildable acreage factor and density factor.

However, the housing needs analysis and residential land needs analysis doesn't account for other uses that will occur on lands planned and zoned for residential use. The City has initiated an urbanization study with a broader scope that will evaluate the capacity of the UGB to meet needs for all uses during the planning period. That analysis will identify forecast demand for other uses expected to occur on residential land. These can include uses such as schools, parks, public facilities, etc. Some of these have critical locational siting requirements in proximity to population or as part of a system of public facilities.

Once this portion of the urbanization study has been completed, the additional demand for residential land will be factored into the sufficiency determination to calculate the extent of deficit.

### **Need for All Uses on Residential Land**

Based on the above land needs identified for housing, group quarters, and other uses on residential lands, the total residential land needs will be calculated. Since the need for other uses hasn't yet been determined, the following analysis of residential land sufficiency addresses the residential lands needed for housing and group quarters. Once the urbanization study has been completed, that will be factored into the needs.

The timing of this work necessitates that this portion of the work be completed relative to an associated grant deadline.

<sup>53</sup> Basis for density assumption is the historical net density for multifamily housing in McMinnville historically (2000 through July 2018).

## 6. Residential Land Sufficiency within McMinnville

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This chapter presents an evaluation of the sufficiency of vacant residential land in McMinnville to accommodate expected residential growth over the 2021 to 2041 period. This chapter includes an estimate of residential development capacity (measured in new dwelling units) and an estimate of McMinnville's ability to accommodate needed new housing units for the 2021 to 2041 period, based on the analysis in the housing needs analysis. The chapter ends with a discussion of the conclusions and recommendations for the housing needs analysis.

### Statutory Guidance

The language of Goal 10<sup>54</sup> and ORS 197.296<sup>55</sup> refers to housing *need*: it requires communities to provide needed housing types for households at all income levels. Goal 10's broad definition of need covers all households—from those with no home to those with second homes. McMinnville is required to make a local Housing Needs Projection<sup>56</sup> that determines the needed mix of housing types and densities that are: (1) consistent with the financial capabilities of present and future area residents of all income levels during the planning period, (2) consistent with adopted housing standards, (3) consistent with requirements of Goal 10, OAR 660-008<sup>57</sup>, and ORS 197.296, and (4) consistent with Goal 14<sup>58</sup> requirements.

With a population over 25,000, McMinnville is subject to the provisions of ORS 197.296 which provides additional guidance on determining housing need. Specifically, ORS 197.296(5) requires cities consider five factors in determining needed density and mix. These factors are discussed in detail in Chapter 5. Exhibit 90 shows the final determination of needed mix and density.

#### Exhibit 90. Needed Housing Mix and Density by Zoning District

Note: to be updated based on final determination
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<sup>54</sup> Goal 10: Housing, <https://www.oregon.gov/lcd/OP/Documents/goal10.pdf>

<sup>55</sup> ORS 197.296, [https://www.oregonlegislature.gov/bills\\_laws/ors/ors197.html](https://www.oregonlegislature.gov/bills_laws/ors/ors197.html)

<sup>56</sup> OAR 660-008-0005(4)

<sup>57</sup> OAR 660-008, <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3058>

<sup>58</sup> Goal 14: Urbanization, <https://www.oregon.gov/lcd/OP/Pages/Goal-14.aspx>

## Residential Capacity Analysis

Note to reviewer: As described in Chapter 1, we can interpret the policy direction in multiple ways. The analysis of needed mix, density, and capacity that follows is based on a traditional, Euclidian interpretation (e.g., by zoning district) and needed housing types (e.g., single-family detached, single-family attached, multifamily). An alternative approach would be to identify need by density categories, or logical groupings of housing types. We will present information on this alternative approach at the PAC meeting and seek direction on which the PAC deems most appropriate.

The Buildable Lands Inventory provides a *supply* analysis (buildable land by type), and the Housing Needs Analysis provided a *demand* analysis (population growth leading to demand for more residential development). The comparison of supply and demand allows the determination of land sufficiency.

There are two ways to get estimates of supply and demand into common units of measurement so that they can be compared: (1) housing demand can be converted into acres, or (2) residential land supply can be converted into dwelling units. A complication of either approach is that not all land has the same characteristics. Factors such as zone, slope, parcel size, and shape, can all affect the ability of land to accommodate housing. Methods that recognize this fact are more robust and produce more realistic results. This analysis uses the second approach: it estimates the ability of vacant residential lands within the UGB to accommodate new housing. This analysis, sometimes called a “capacity analysis,”<sup>59</sup> can be used to evaluate different ways that vacant residential land may build out by applying different assumptions. The process is to estimate capacity based on historic densities and then to evaluate land use efficiency measures that would achieve housing needs.

### McMinnville Capacity Analysis Results

The capacity analysis estimates the development potential of vacant residential land to accommodate new housing based on the needed densities by housing type.

Exhibit 91 shows that McMinnville’s vacant land has capacity to accommodate approximately 2,778 new dwelling units, based on the following assumptions:

- **Buildable residential land.** The capacity estimates start with the number of buildable acres in the residential plan designations and residential zones.
- **Water Zone 1 and Water Zone 2 land.** Land in Water Zone 1 are available to be serviced now with water and land in Water Zone 2 will likely not be serviced with water for approximately 10 years.

<sup>59</sup> There is ambiguity in the term *capacity analysis*. It would not be unreasonable for one to say that the “capacity” of vacant land is the maximum number of dwellings that could be built based on density limits defined legally by plan designation or zoning, and that development usually occurs—for physical and market reasons—at something less than full capacity. For that reason, we have used the longer phrase to describe our analysis: “estimating how many new dwelling units the vacant residential land in the UGB is likely to accommodate.” That phrase is, however, cumbersome, and it is common in Oregon and elsewhere to refer to that type of analysis as “capacity analysis,” so we use that shorthand occasionally in this memorandum.

- **Capacity in C-3.** Previous findings in McMinnville’s 2013 Economic Opportunities Analysis, suggests a deficit of land in C-3 areas. For this reason, this analysis assumed no residential capacity in C-3.
- **Residential demand in County zoning.** Previous findings in McMinnville’s 2001 Land Needs Analysis assumed no residential demand in County zoned areas. For this reason, this analysis assumed no residential demand in County zoned areas. The capacity of these lands is estimated using overall average densities. The analysis assumes these lands will not develop at urban densities until they are annexed and have city zoning.
- **Needed densities.** The capacity analysis deviates from historical observed densities and assumes development will occur at densities needed to accommodate the number of needed, new dwelling units (4,424 new dwelling units).

The rationale and factual basis for the density assumptions is ORS 197.262(5), described in the previous section, “Factors Influencing the Needed Mix and Density Determination.” In essence, population is growing, and households are increasingly housing insecure due to rising housing costs and increased competition from wealthier households migrating into the jurisdiction. A majority of new housing developed in McMinnville since 2000 has been single-family detached housing which is unaffordable to most households in the region. In addition to these factors, as residents in McMinnville age, there will be more demand for smaller units for smaller households. McMinnville will need a larger share of single- family attached and multifamily housing than the community had in the past, which will result in higher densities.

**Exhibit 91. Estimate of residential capacity on unconstrained vacant and partially vacant buildable land, McMinnville UGB, 2019**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Zoning Districts	Total Unconstrained Buildable Acres	Density Assumption (DU/Gross Acre)	Capacity (Dwelling Units)
R-1 Single Family Residential	145	3.1	449
R-2 Single Family Residential	131	4.3	561
R-3 Two Family Residential	6	4.8	28
R-4 Multiple-Family Residential	21	6.1	127
O-R Office/Residential	0	6.3	3
C-3 General Commercial	61	21.8	-
County Zoning	358	4.5	1,610
<b>Total</b>	<b>721</b>	<b>4.31</b>	<b>2,778</b>

## McMinnville Capacity in 5-, 10-, 20-, and 46- Years

Note to Reviewer: This section is not developed yet.

Notes: Expectation that sometime between year 10 and year 15, available land will be used up; Assumption that Zone 2 acreage is available in 20-year period, but not before 10-year period

## Residential Land Sufficiency

The next step in the analysis of the sufficiency of residential land within McMinnville's UGB is to compare the demand for housing by zoning designation with the capacity of land by zoning designation.

McMinnville currently has about 721 gross buildable acres available for residential development. Based on population forecasts, assumptions about household size, persons in group quarters, and vacancy rates, McMinnville will need about 4,424 new dwelling units between 2021 and 2041. At densities observed between 2000 and 2018, this translates into a land need of (1) 483 additional acres in the baseline – existing mix scenario, (2) 449 additional acres in the baseline – historical mix scenario, (3) 441 additional acres in Scenario 1, and (4) 420 additional acres in Scenario 2. Each scenario shows that McMinnville does not have sufficient capacity to accommodate needed new housing in R-1, R-2, R-3, and R-4 areas.

### Exhibit 92. Comparison of capacity of existing residential land with need for new dwelling units (*Existing Mix*) and land surplus or deficit, McMinnville UGB, 2021 to 2041

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Zoning Districts	Capacity (Dwelling Units)	Demand for New Housing	Comparison (Supply minus Demand)	Approx Acre Deficit
R-1 Single Family Residential	449	1843	(1,394)	(450)
R-2 Single Family Residential	561	1385	(824)	(192)
R-3 Two Family Residential	28	679	(651)	(136)
R-4 Multiple-Family Residential	127	517	(390)	(64)
O-R Office/Residential	3	0	3	0
C-3 General Commercial	-	0	0	0
County Zoning	1,610	0	1,610	358
<b>Total</b>	<b>2,778</b>	<b>4,424</b>	<b>(1,646)</b>	<b>(483)</b>

**Exhibit 93. Comparison of capacity of existing residential land with need for new dwelling units (Historical Mix) and land surplus or deficit, McMinnville UGB, 2021 to 2041**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Zoning Districts	Capacity (Dwelling Units)	Demand for New Housing	Comparison (Supply minus Demand)	Approx Acre Deficit
R-1 Single Family Residential	449	1636	(1,187)	(383)
R-2 Single Family Residential	561	1319	(758)	(176)
R-3 Two Family Residential	28	773	(745)	(155)
R-4 Multiple-Family Residential	127	696	(569)	(93)
O-R Office/Residential	3	0	3	0
C-3 General Commercial	-	0	0	0
County Zoning	1,610	0	1,610	358
<b>Total</b>	<b>2,778</b>	<b>4,424</b>	<b>(1,646)</b>	<b>(449)</b>

**Exhibit 94. Comparison of capacity of existing residential land with need for new dwelling units (Scenario 1) and land surplus or deficit, McMinnville UGB, 2021 to 2041**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Zoning Districts	Capacity (Dwelling Units)	Demand (Dwelling Units)	Supply minus Demand (Dwelling Units)	Approx. Acre Deficit
R-1 Single Family Residential	449	1,637	(1,188)	(383)
R-2 Single Family Residential	561	1,327	(766)	(178)
R-3 Two Family Residential	28	574	(546)	(114)
R-4 Multiple-Family Residential	127	886	(759)	(124)
O-R Office/Residential	3	-	3	0
C-3 General Commercial	-	-	0	0
County Zoning	1,610	-	1,610	358
<b>Total</b>	<b>2,778</b>	<b>4,424</b>	<b>(1,646)</b>	<b>(441)</b>

**Exhibit 95. Comparison of capacity of existing residential land with need for new dwelling units (Scenario 2) and land surplus or deficit, McMinnville UGB, 2021 to 2041**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Zoning Districts	Capacity (Dwelling Units)	Demand (Dwelling Units)	Supply minus Demand (Dwelling Units)	Approx. Acre Deficit
R-1 Single Family Residential	449	1,548	(1,099)	(355)
R-2 Single Family Residential	561	1,204	(643)	(150)
R-3 Two Family Residential	28	610	(582)	(121)
R-4 Multiple-Family Residential	127	1,062	(935)	(153)
O-R Office/Residential	3	-	3	0
C-3 General Commercial	-	-	0	0
County Zoning	1,610	-	1,610	358
<b>Total</b>	<b>2,778</b>	<b>4,424</b>	<b>(1,646)</b>	<b>(420)</b>

## Conclusions

The key findings of the McMinnville Housing Needs Analysis are that:

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NOTE: To be included in final draft

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# Appendix A – Residential Buildable Lands Inventory Methods

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The general structure of the residential buildable land (supply) inventory is generally based on the DLCD HB 2709 workbook *“Planning for Residential Growth – A Workbook for Oregon’s Urban Areas,”* which specifically addresses residential lands. The buildable lands inventory uses methods and definitions that are consistent with Goal 10/OAR 660-008.

ECONorthwest used 2018 and 2017 (assessor tax year) data for this report. The following provides an overview of the buildable land inventory methodology.

## Overview of the Methodology

The McMinnville BLI includes all residential land designated in zones or plan designations within the McMinnville UGB. From a practical perspective, this means that all lands within tax lots identified by the Yamhill County Assessment and Taxation Department that fall within the UGB were inventoried. ECO used the most recent tax lot shapefile (that was available at the time of the analysis) and assessor’s roll data from Yamhill County for the analysis. The inventory then builds from the tax lot-level database to estimates of buildable land by zone.

The buildable lands analysis was completed through several sequential steps.

**Step 1: Generate “land base.”** Per Goal 10 this involves selecting all of the tax lots in the McMinnville UGB with residential zones and “lands that may be used for a mix of residential and employment uses under the existing planning or zoning.”

ECONorthwest included the following zones in the residential inventory, based on statutory requirements in ORS 197.296(4)(a):

- R-1 Single-Family Residential
- R-2 Single-Family Residential
- R-3 Two-Family Residential
- R-4 Multiple-Family Residential
- O-R Office/Residential
- C-3 General Commercial

Since McMinnville has a single residential plan designation, the land base includes these zones as well as any additional tax lots within the residential plan designation. For lands in the UGB that have the Residential plan designation but still retain county zoning, properties within the Residential plan designation were included in the BLI.

**Step 2: Classify lands by development status.** Next, the analysis classified each parcel into one of the following categories based on development status.



- Developed land
- Vacant land
- Partially vacant land
- Public or Exempt land

**Step 3: Identify constraints.** Consistent with the Division 8 rule, this includes floodways, floodplains (including lands in McMinnville’s floodplain zone), regulated wetlands, lands with slopes of 25% or greater, landslide hazards (including the DOGAMI SLIDO database as well as lands with “high” or “very high” susceptibility to landslides), and service constrained lands. All constraints were merged into a single constraint file, which was used to identify the area of each tax lot that is constrained. These areas were deducted from lands that were identified as vacant or partially vacant.

**Step 4: Verification.** ECONorthwest used a multi-step verification process to ensure the accuracy of the BLI. The first verification step included a “rapid visual assessment” of land classifications using GIS and recent aerial photos to verify uses on the ground. The second round of verification involved City staff verifying the rapid visual assessment output. ECONorthwest amended the BLI based on City staff review and a discussion of the City’s comments.

The inventory was completed primarily using Geographic Information Systems (GIS) mapping technology. The output of this analysis is a database of land inventory information, which is summarized in both tabular and map format in Chapter 2. Although data for the inventory was gathered and evaluated at the parcel level, the inventory does not present a parcel-level analysis of lot availability and suitability. The results of the inventory have been aggregated by zone (city limits) and plan designation (outside city limits and in UGB), consistent with state planning requirements.

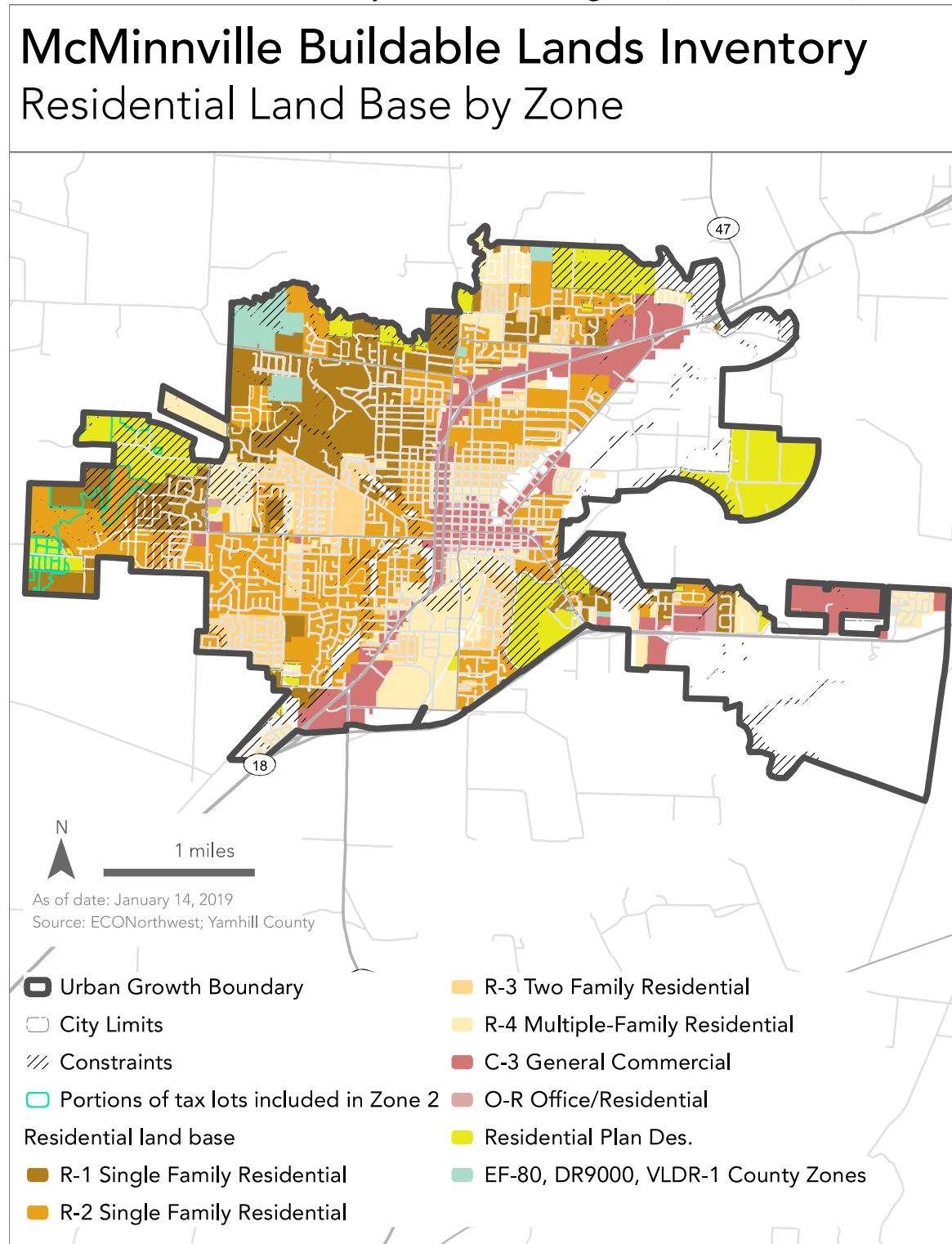
Data used for the analysis was provided by the City of McMinnville and the Yamhill County Assessor and Taxation Department, as well as statewide and national datasets. Specific data used included city/urban growth boundaries, tax lots, zoning, National Wetlands Inventory, DOGAMI landside hazards and susceptibility, floodway and floodplains, conservation easements, and slopes. The tax lot data was current as of August 2018.

## Residential Land Base

Exhibit 96 (on the following page) shows the zones and plan designations included in the residential land base. This BLI includes lands in the R-1, R-2, R-3, R-4, O-R, and C-3 zones, as well as other land in the Residential plan designation. Tax lots with a residential use in the F-P zone or FP plan designation were also included on a case-by-case basis, based on proximity to other residential land or using property class data to determine if the tax lot has a residential use. Land in zones that do not allow residential use were not included. These tax lots were assigned a residential zone or plan designation based on proximity to other residential zones, since the floodplain zone was included as a constraint.

Land in the Zone 2 contour was also identified due to additional considerations for capacity. Using the Intersect tool in GIS, land in tax lots either completely within or partially within the Zone 2 were calculated separately from land in those tax lots in Zone 1.

**Exhibit 96. Residential Land Base by Zone and Plan Designation, McMinnville UGB, 2018**



DATE: March 7, 2019  
 TO: McMinnville BLI, HNA, and Housing Strategy Project Advisory Committee  
 CC: Heather Richards and Tom Schauer, City of McMinnville  
 FROM: Bob Parker and Sadie DiNatale, ECONorthwest  
 SUBJECT: PROJECT ADVISORY MEETING 5: PAC DECISIONS

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## PAC #5 Cover Memo

The Project Management Team for McMinnville's BLI, HNA, and Housing Strategy Project Management Team is hoping PAC members will make the following decisions at PAC Meeting #5 on March 7, 2019:

1. Recommend an **infill and redevelopment** assumption
2. Recommend a **needed housing mix** assumption to inform the residential land needs sufficiency analysis.
3. Recommend a **needed housing density** assumption to inform the residential land needs sufficiency analysis.
4. Confirm Strategic Priorities

To inform PAC discussion and ultimate decisions, please review the following sections of this cover memo as well as the draft report and exhibits provided as part of this packet.

### Infill and Redevelopment Potential

We invite you to read through Chapter 2, page 20 through 22, of the draft report to review information about infill and redevelopment potential in McMinnville.

#### Input needed from PAC:

- From your perspective, how many dwelling units should the analysis assume will be accommodated on lands classified as "developed" through infill and/or redevelopment? **We preliminarily assume 6% of new dwelling units during the planning period will be accommodated on lands classified as "developed" through infill and/or redevelopment.** Six percent of the 4,424 units projected from 2021-2041 is 265 units (13 units/year). Does this assumption make sense to the PAC?

### Needed Housing Mix and Density

Cities are required to determine the average density and mix of *needed* housing over the next 20-years (ORS 197.296(7)). McMinnville is using a 2021 to 2041 analysis period. The determination of needed density and mix over the 2021 to 2041 period must consider the five factors listed in ORS 197.296(5) that may affect future housing need:

(a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater. The data shall include:

- (A) The number, density and average mix of housing types of urban residential development that have actually occurred;
- (B) Trends in density and average mix of housing types of urban residential development;
- (C) Demographic and population trends;
- (D) Economic trends and cycles; and
- (E) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

For more information about each of these factors as it relates to McMinnville, please review chapter 5 of the draft report, particularly the sub-section titled, "Factors Influencing the Needed Mix and Density Determination."

#### **Input Needed from the PAC:**

- We can interpret the policy direction in multiple ways. The existing analysis of needed mix, density, and capacity follows is based on a traditional, Euclidian interpretation (e.g., by zoning district) and needed housing types (e.g., single-family detached, single-family attached, multifamily). An alternative approach would be to identify need by density categories, or logical groupings of housing types. We will describe and present information on the alternative approach at the PAC meeting and seek direction on which direction the PAC deems most appropriate.

#### **Housing Mix**

ECONorthwest modeled four housing mix scenarios for PAC consideration. They are:

- **Existing Mix.** McMinnville's overall, average housing mix as of the most recent census (ACS 2013-2017): 68% single-family detached, 9% single-family attached, and 23% multifamily
- **Baseline Historic Mix.** McMinnville's most recent aggregate, average housing mix determined through building permit analysis (2000 to 2018): 62% single-family detached, 8% single-family attached, and 31% multifamily
- **Scenario 1.** A preliminary needed housing mix assumption demonstrating a 60/40 split: 60% single-family detached, 10% single-family attached, and 30% multifamily
- **Scenario 2.** A preliminary needed housing mix assumption demonstrating a 55/45 split: 55% single-family detached, 12% single-family attached, and 33% multifamily

We invite you to read through chapter 5 and chapter 6 of the draft report to learn about how housing mix assumptions alter other parts of the analysis. Pay particular attention to:

- Exhibit 79 in the draft report which shows how many new dwelling units by type McMinnville would need over the 2021-2041 planning period using all four housing mix scenarios. Exhibit 80 shows how many new dwelling units by type McMinnville would need over the 5, 10, 20, and 46-year planning period using the Baseline Historic Mix Scenario.
- Exhibit 81 and Exhibit 82 of the draft report show how overall, average housing mix for McMinnville will change in the future, based on housing mix scenarios. All four scenarios are modeled. You will find that none of these scenarios drastically alters the future housing mix of McMinnville.

ECONorthwest compiled housing mix determinations from several comparative cities in Oregon (see Exhibit 1 below). Comparative cities were suggested by City staff to inform PAC discussions.

**Input needed from PAC:**

- What share of McMinnville's needed housing should be single-family detached, single-family attached, and multifamily? Note: these housing types are broad categories, but housing typologies within these categories are diverse.

## Exhibit 1. Changes in Housing Mix, Examples from Comparative Cities

Source: U.S. Census, ACS 2013-2017, Table B25024 and HNA, EOA, Urbanization studies from respective cities.

Comparative Cities	Mix	Housing Types			Notes
		Single-Family Detached	Single-Family Attached	Multifamily	
Albany	Existing	71%	4%	25%	HNA 2006
	Needed	52%	0%	48%	
	Change in Share (est.)	20%	4%	-24%	
Ashland	Existing	67%	8%	25%	HNA 2002 10% GA
	Needed	See Notes Below			
	Change in Share (est.)	-27%	-0.6%	17%	
Corvallis	Existing	51%	7%	42%	EOA/HNA 2016
	Needed	50%	6%	44%	
	Change in Share	-1%	-1%	2%	
Grants Pass	Existing	71%	4%	25%	HNA 2007
	Needed	67%	8%	25%	
	Change in Share	-4%	4%	0%	
Hood River	Existing	61%	4%	35%	HNA 2015
	Needed	55%	10%	35%	
	Change in Share	-6%	6%	0%	
Sherwood	Existing	75%	7%	19%	HNA 2019
	Needed	50%	25%	25%	
	Change in Share	-25%	18%	6%	
Redmond	Existing	73%	5%	22%	Urbanization Study 2005
	Needed	60%	13%	27%	
	Change in Share	13%	-8%	-5%	
McMinnville	Existing	68%	9%	23%	
	Needed	?	?	?	
	Change in Share	?	?	?	

### Ashland Notes:

Multifamily	35.0%
Multifamily detached	5.0%
Manufactured housing units	1.0%
Manufactured housing in parks	2.5%
Mixed use	2.0%
Single-family detached	37.0%
Single-family attached	7.5%
Government-assisted housing (GA)	10.0%

### Albany Notes:

Does not differential SFD and SFA

## Housing Density

We invite you to read through chapter 5 and chapter 6 of the draft report to learn about how housing density assumptions alter other parts of the analysis. Pay particular attention to:

- Exhibit 87 and 88 in the draft report which shows historic densities and land for rights-of-way by zone and housing type for housing built in McMinnville's UGB between 2000 and 2018.
- Exhibit 91 of the draft report which shows an estimate of residential capacity on buildable residential land using historic densities for housing built in McMinnville's UGB between 2000 and 2018.

### Input needed from PAC:

- To accommodate all 4,424 needed dwelling units within McMinnville existing UGB, McMinnville would need to increase its average densities of new housing built over the planning period. McMinnville's historic, average net density is 6.6 units per net acre. Does increasing densities make sense to the PAC?

## Strategic Priorities

To inform conversations about McMinnville's housing strategy, ECONorthwest and City Staff preliminarily outlined several, possible strategic priorities for the PAC to consider. Exhibit 2 presents the priorities. It includes notes about what strategic issues the priorities might address.

### Input needed from PAC:

- What do you think about these priorities as a starting place? What is missing?
- Are these the correct strategic issues to address? What is missing?

## Exhibit 2. Preliminary Strategic Priorities, McMinnville

Possible strategic priority:	What strategic issues does this address?
<b>Land Availability:</b> Plan for a 5, 10, 20, and 46-year supply of suitable land to meet housing needs within the existing urban growth boundary (to the extent possible).	<ul style="list-style-type: none"> <li>Addresses near-term needs which may be different than long-term needs due to insufficient residential land supply within UGB.</li> <li>Balancing housing density and type with land supply.</li> <li>Achieve a suitable density and mix to meet population needs</li> </ul>
<b>Wider Variety of Housing Types:</b> Provide opportunities for housing development to meet housing needs at all income levels.	<ul style="list-style-type: none"> <li>Improve housing supply, affordability, and quality</li> <li>Address what market is not achieving (Are developers encouraged to be innovative?)</li> <li>Implement McMinnville's Great Neighborhood Principles</li> <li>Not all low-income housing should be multifamily</li> <li>Need for high amenity housing</li> <li>Large Latinx population with larger than average HH size – need for larger DUs, units w/ more bedrooms, multigenerational options?</li> <li>Increase in single-person households – need for smaller DUs with fewer bedrooms for both rental and ownership</li> <li>Need to preserve McMinnville character</li> <li>Typical Euclidean zoning used by other communities doesn't lead to great neighborhoods (e.g. mixed use / mixed income neighborhoods)</li> </ul>
<b>Housing Affordability:</b> Develop mandates and policies to support affordable housing	<ul style="list-style-type: none"> <li>Populations experiencing house cost burden is high – owner occupied and renters</li> <li>Increasing cost of land, materials, and labor</li> <li>Housing underproduction – available housing leading to inflated market</li> <li>Underproduction of housing affordable to workforce is impacting economy</li> <li>Homelessness is growing problem in McMinnville and across the region</li> <li>Low Housing Voucher utilization rates</li> </ul>
<b>Infrastructure:</b> Plan for infrastructure development to support residential development.	<ul style="list-style-type: none"> <li>Zone 2 acreage not available for 10 or more years; needs servicing</li> <li>Infrastructure is increasingly costly</li> <li>Need to flexibility for future infill densities</li> </ul>



# MINUTES – Exhibit 1a

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February 21, 2019  
Planning Commission  
Work Session Meeting

5:30 pm  
McMinnville Civic Hall, 200 NE 2<sup>nd</sup> Street  
McMinnville, Oregon

**Members Present:** Chair Roger Hall, Commissioners: Erin Butler, Martin Chroust-Masin, Susan Dirks, Christopher Knapp, Gary Langenwalter, Roger Lizut, Amanda Perron, and Lori Schanche

**Members Absent:**

**Staff Present:** Chuck Darnell – Senior Planner, Jamie Fleckenstein, Associate Planner, and Heather Richards – Planning Director

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## 1. Call to Order

Chair Hall called the meeting to order at 5:30 p.m.

## 2. Discussion Items

### A. Work Session: Great Neighborhood Principles Project Update

Senior Planner Darnell provided an update on the Great Neighborhood Principles Project. He gave an overview of the project including the purpose, timeline, community outreach, and Project Advisory Committee work. He then discussed the Comprehensive Plan text amendments that were proposed by the Project Advisory Committee. A new section would be added to the Urbanization Chapter in the Comprehensive Plan titled Great Neighborhood Principles. The principles themselves would be policies and there would be action items for the City Council and Planning Commission to further implement the intent of the principles. He then read the draft policies that were being proposed. The Great Neighborhood Principles were: natural feature preservation, scenic views, parks and open spaces, pedestrian friendly, bike friendly, connected streets, accessibility, human scale design, mix of activities, urban/rural interface, housing for diverse incomes and generations, housing variety, and unique and integrated design elements.

There was discussion regarding adding a great neighborhood principle that would intentionally reduce the requirement to own a car. There was further discussion regarding the need to define neighborhood and how smaller scale developments could be required to meet some, but not all, of the principles but larger scale developments would have to meet all of the principles. There was concern that some of the principles might raise the cost of the development and there was a need to work the design around the landscape. Staff stated that there could be further discussions with the Planning Commission to more specifically define the types of projects that the great neighborhood principles would apply to.

Senior Planner Darnell explained the proposals that called for the City to complete inventories of the City's natural features and landmark trees. The inventory for landmark trees would more specifically define what constitutes a landmark tree. Other proposals were that the City develop park and open space requirements for different types of neighborhoods, further planning for bicycle and pedestrian networks in the City, and that the City develop site and design requirements for commercial and industrial uses, and for different types of housing. These text amendments would come back to the Planning Commission next month in a public hearing.

Planning Director Richards said these principles would be used in the housing strategy process. There was also a statewide discussion on inclusive neighborhoods and she was working with the Speaker's office on how the house bill could be achievable in local communities.

There was discussion regarding how for rezoning applications, applicants were not required to have binding site plans and the need for site and design review standards for subdivisions of ten lots or less and for multifamily.

### **3. Adjournment**

Chair Hall adjourned the meeting at 6:20 p.m.

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Heather Richards  
Secretary



City of McMinnville  
Planning Department  
231 NE Fifth Street  
McMinnville, OR 97128  
(503) 434-7311

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

# MINUTES – Exhibit 1b

February 21, 2019  
Planning Commission  
Regular Meeting

6:30 pm  
McMinnville Civic Hall, 200 NE 2<sup>nd</sup> Street  
McMinnville, Oregon

**Members Present:** Chair Roger Hall, Commissioners: Erin Butler, Martin Chroust-Masin, Susan Dirks, Christopher Knapp, Gary Langenwalter, Roger Lizut, Amanda Perron, Lori Schanche, and Erica Thomas

**Members Absent:**

**Staff Present:** Jamie Fleckenstein, Associate Planner, and Heather Richards – Planning Director

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## 1. Call to Order

Chair Hall called the meeting to order at 6:30 p.m.

## 2. Citizen Comments

None

## 3. Approval of Minutes

- November 15, 2018 Work Session Minutes
- December 20, 2018 Work Session Minutes
- December 20, 2018 Planning Commission Minutes
- January 17, 2019 Work Session Minutes
- January 17, 2019 Planning Commission Minutes

Commissioner Langenwalter moved to approve the November 15, December 20, and January 17 minutes as presented. The motion was seconded by Commissioner Dirks and passed unanimously.

## 4. Public Hearing:

### A. Planned Development Amendment (PDA 2-18) and Subdivision (S 2-18)

Request: Approval to amend Planned Development Ordinance 4990 to vary the underlying R-4 PD zone by reducing the average lot size from 5,000 square feet to 2,925 square feet and reducing the side yard setback from five (5) feet to three (3) feet, allowing

the development of an alley-loaded 28 lot subdivision, which would replace a similarly sized multi-family development that was planned for the lot, as previously approved under the "Overall Plan" submitted February 9, 2012.

**Location:** The subject site is zoned R-4 PD (Multiple Family Residential Planned Development) and is located at the northwest corner of NW McDonald Lane and NE Peyton Lane. It is more specifically described as Tax Lot 2100 and 2104, Section 9, T.4 S., R. 4 W., W.M.

**Applicant:** Alan Ruden

Chair Hall opened the public hearing and read the hearing statement. He asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. He asked if any Commissioner wished to make a disclosure or abstain from participating or voting on this application. There was none. Chair Hall asked if any Commissioner needed to declare any contact prior to the hearing with the applicant or any party involved in the hearing or any other source of information outside of staff regarding the subject of this hearing. There was none. Chair Hall asked if any Commissioner had visited the site. If so, did they wish to discuss the visit to the site? Several members of the Commission had visited the site. There was no discussion regarding the visits.

Associate Planner Fleckenstein said this was a request for a planned development amendment and subdivision at the corner of NW McDonald Lane and NE Peyton Lane. He described the subject site and surrounding area. The development would be a 28 lot alley-loaded bungalow style single family residential subdivision where homes would be approximately 700 to 1,200 square feet in size. He gave a background on the zoning of the property and history of the planned development. The site was currently zoned R-4 PD. The zoning and planned development was established in 2012 which included a site plan for the property. If the Commission did not approve the application, development similar to the multifamily cottages at Chegwyn Village were still permitted. The applicant was requesting to amend Ordinance 4990 to allow an alley-loaded small lot subdivision with the following standards: the average lot size of 2,925 square feet, front yard setback of 10 feet, interior side yard setback of 3 feet, increase in the allowed block length, lot depth to width ratio in excess of 2 to 1, and access easement providing access to more than three lots. Also requested was an amendment to the final development plan of Ordinance 4953 to reflect that the alley loaded small lot single family residential subdivision on the northeast portion of the site that was currently labeled multifamily. He gave a comparison of the densities allowed in the R-4 zone in response to concerns about the change from a designated multifamily site being proposed for single family development. The subject site was 1.88 acres and in the R-4 zone single family detached development was allowed on 5,000 square foot minimum lots which yielded 8.71 units per acre or on this site potentially 16 units. Townhomes could be developed on 2,500 square foot minimum lots, which yielded 17.42 dwelling units per acre or 32 units on this site. For multifamily, the minimum units per acre was 29.04 for two bedroom units or 24.89 for three or more bedrooms. For this site that meant 54 or 46 units. In comparison, the cottages at Chegwyn Village just south of the site had 36 multifamily units on 1.96 acres for a density of 18.36 units per acre. The application in front of the Commission tonight proposed 28 single family units on 1.88 acres for 14.89 dwelling units per acre. He thought the proposed density was within the density requirements of the R-4 zone. The maximum density development in the R-3 zone for townhomes was 10.89 units per acre which showed that the type of development proposed was only possible in the R-4 zone. He

discussed the review criteria for the planned development amendment. The proposal's objectives for the development were to meet a market need for lower cost smaller single family dwelling units while still meeting the increased R-4 density zoning of the site. The applicant intended to create lower housing costs by having a reduced land cost brought about by the smaller lots and reduced material costs brought about by smaller homes with potentially no garage. There was a market need for lower cost homes in the City. He explained the Comprehensive Plan goals and policies that were pertinent to this application. Regarding transportation, the roadway network in the subdivision provided safe and easy access to every parcel via the alley behind each lot. Part of the development proposal was to extend McDonald Lane and Autumn Ridge Drive to City standards. Off street parking was provided at the rear of each lot accessed by the alley. It created a better utilization of the roadways around the property. Regarding facilities and services, adequate levels of sewer, storm, water, and power were available to the site. McMinnville Water and Light owned property north of the site which would be used for a future substation. There was an easement that ran through the subject site and as part of releasing that easement there was a condition of approval that the applicant provide McMinnville Water and Light infrastructure to allow expansion of the power supply network from the future substation site. The subdivision could be completed within one year and would be completed in one phase. With 28 lots, the projected added vehicle trips per day were 269. McDonald Lane was a minor collector and allowed for easy access for the extra vehicle trips in and out of the neighborhood. It was not expected that any noise, air, or water pollutants would result from the proposed development.

Associate Planner Fleckenstein then reviewed the subdivision criteria. Approval of the subdivision would be conditioned upon approval of the planned development amendments. One of those amendments was to allow the alley to serve all 28 lots in the subdivision. The alley was fully paved and was 20 feet wide. As part of the extension of McDonald Lane, the School District, who owned the eastern portion of road, was going to allow improvement and dedication of that land to the developer. The proposed north/south block length was 440 feet from Autumn Ridge Drive to Peyton Lane. It required a planned development amendment to allow the 440 foot block length. A 10 foot public utility easement would be provided for each lot and the McMinnville Water and Light easement that ran from the substation south through this property would be reduced to 17 feet. There were requirements for the size and shape of the lots to assure that they were appropriate for the proposed use. The average lot size requested was 2,925 square feet with a minimum lot size of 2,703 square feet and a maximum lot size of 3,789 square feet. Because of the small lots, the proposed lot depth to width ratio was 2.7 to 1. A portion of the subject site was not planned for development at this time and was intended to be conveyed to McMinnville Water and Light. Public testimony had been received and was placed in the record. New testimony was received that he entered into the record that night. One was an email from February 17 from Mark Davis who was concerned about losing multifamily land and the number of conditions needed for this application. Staff thought the proposed density was within the multifamily zone density range and most of the conditions did not change the planned development but were statements of standard code requirements. A letter was received on February 21 from a resident of the neighborhood who was concerned about potential carports being used in the alleys to cover the off street parking spaces. If those carports were used for storage, it would force parking to move onto the streets in front of the homes. Staff's response was the concept of carports was raised at the neighborhood meeting, but it was not identified on the subdivision plans. The development did not preclude construction of carports, garages, or exterior storage as long as it met the applicable setbacks. The use of alleys provided more opportunity for on

street parking. Staff recommended the Commission make a recommendation of approval of the application with conditions to the City Council. He then reviewed the conditions of approval.

Commissioner Butler asked if the alley would be one way or two way access. Associate Planner Fleckenstein said it was a 20 foot width alley and a travel lane on a street could be as narrow as 10 feet in width so potentially two cars could pass side by side.

Commissioner Langenwaller asked if they intended parking to be prohibited on the streets. Associate Planner Fleckenstein said the off street parking for residents was provided by the alley in the back. He pointed out that the alley-loaded design of the subdivision provided more on street parking for the neighborhood should it be needed.

Chair Hall thought the issue came down to enforcement as there was an expectation that each of these homes would have two parking spaces accessed from the alley. The concern was people would not use that parking and choose to park in front of their homes. Were they certain that the CC&Rs would include enforcement procedures?

Planning Director Richards said there were code criteria that required for every new dwelling unit they needed to provide two off street parking spaces. The City did not enforce that everyone used those off street spaces. Local streets did allow parking on street. If a development was going to generate more parking than normal, without curb cuts it would allow for more parking spaces on the street that people could use.

Commissioner Schanche noticed in the application that it stated there were four shared parking spaces that accessed the alley for every two units. It might end up as an agreement between neighbors for the number of spaces each unit used.

Commissioner Langenwaller asked about the proposed electrical substation and the health of the nearby neighbors. Planning Director Richards said there was no requirement in the City for separating substations from residential neighborhoods.

Commissioner Langenwaller requested that the Planning Department look into making that code change. Planning Director Richards said she could have McMinnville Water and Light look into the impact on residential neighborhoods and bring the information back to the Commission.

Commissioner Perron asked if there would be trash collection through the alley. Associate Planner Fleckenstein said yes, it would be through the alley and there would be a CC&R that the trash cans could not be stored in the alley. There should be enough room for cars to maneuver around the trash cans on garbage pick-up days.

Commissioner Langenwaller asked if these units would be owner occupied or would be rentals. Associate Planner Fleckenstein thought that could be a question for the applicant. Planning Director Richards said there were no code criteria mandating home ownership vs. rentals.

Commissioner Schanche shared a picture she took earlier that day showing trash cans in an alley.

Chair Hall thought all of the trash cans should be put on the same side of the alley.

Brian Ruden, applicant, was excited about this concept. He recognized it was different from the typical development in the City, but it would fill a need in the community. Regarding the parking issue, he intended to cover that in the CC&Rs and state that residents were to park two cars in the parking spaces provided. The way the plan was drawn there were four spots together that spanned the property line between two lots but those parking spots were designated for the lots. They could not prohibit on street parking, but the CC&Rs would state that the property owners needed to make sure two cars were parked in their designated parking spots before any additional vehicles were parked on the street. Enforcement was up to the home owners.

Commissioner Schanche asked if there would be carports. Mr. Ruden said they had not made a final determination on carports. They liked the idea that the parking spots were at least partially covered. He thought there would be some houses that had an attached garage, but they were not making it a requirement. It would be the same for a carport.

Commissioner Schanche asked if there was a way to restrict the alley so it did not become a giant parking lot. Mr. Ruden said it was important to recognize the size of homes that would be built. They would be 700 to 1,200 square feet and he doubted that those households would have more than two cars. He thought it was likely the residents would park in their designated parking spots.

Commissioner Chroust-Masin asked if the units would be single story or two level. Mr. Ruden thought it was likely there would be some of both. His preference was single story or at least a bedroom downstairs with a couple bedrooms upstairs. The designs were still being finalized. There would be no basements.

Commissioner Dirks asked if the style of the houses would be similar to those across the street. Mr. Ruden said yes, they would.

Commissioner Dirks said there had been some discussion regarding the CC&Rs and not allowing rentals. She personally did not see a problem with some of the units being rentals. Mr. Ruden said his intention was not to restrict the units from being used as rental properties. His preference was to sell the units to owner occupied buyers who would live in the homes. If they lived in the home for a few years and wanted to turn it into a rental, he would not preclude that, but in the CC&Rs it would state that tenants in non-owner occupied homes would be required to abide by the CC&Rs and that the owners of the property were required to make sure the tenants had a copy of the CC&Rs.

Commissioner Perron asked why he decided not to build townhomes on the property. Mr. Ruden answered there was not as much market demand for townhomes and he preferred to have homes to sell to people rather than keep them and rent them out. This was a creative way to keep the same density and make single family homes that people could purchase at a more affordable price point.

Commissioner Dirks asked what the price point would be and when they would be finished. Mr. Ruden clarified they would be below \$300,000. He thought they would be ready with the first homes in a year from now.

Commissioner Schanche asked about the easement. Mr. Ruden said they had been communicating with McMinnville Water and Light to make sure they were on the same page for the process.

Commissioner Dirks asked if any market analysis had been done for what they planned to build. Mr. Ruden explained since they started the bungalows project at Chegwyn Village in 2012, prices had gone up substantially and people had asked them about smaller homes at more affordable prices. They had also run the idea past several realtors who were all very positive about it. They would not really know until they were built and people bought them.

Bill Whiteman, McMinnville resident, said he bought a home built by the Rudens in this neighborhood. He discussed what 36 inches looked like, which was the distance between the fence and the house. He had found out that the qualifications for a parking space was a distance of 8.5 feet wide by 19 feet deep. His garage was 20x20 and there was no space to park his two vehicles. That was why people parked on the street. There were many people who already parked on the street in this neighborhood. For this application there was a zero lot line and he questioned where the garbage cans and carports were going to go. He suggested adjusting the zero lot line, especially for noise issues. He was in favor of small lots, but thought it should be more senior housing because there was no room for kids to play. He did not think they could force people not to rent these units or not to park on the street or to use the designated parking spaces that he thought would be too small. There would also be more traffic on McDonald and a school was not far from this development. He also questioned that the CC&Rs would be enforced as it was currently lacking in his own neighborhood.

The applicant waived the 7 day period for submitting final written arguments in support of the application.

Chair Hall closed the public hearing.

Commissioner Lizut said he was on the advisory committee for the buildable lands inventory and housing needs analysis that the City was currently conducting. The map of the buildable lands inventory showed there were only small pieces of land left in the City to develop. One of the larger areas was at the far western end of South Street, however the constraints on that property made it not viable for affordable housing. There were not many possible sites where reasonably priced housing could be built. He thought this project was a perfect solution of what they needed to do to address the issues of affordable housing. He asked the Commission to put this in the larger context of what they were trying to do with the constraints they had in terms of land that was available and reasonable housing costs. He was in support of approving the project. He agreed there were some issues, but it was a step forward and a model of what they needed for an important issue in the City.

Commissioner Chroust-Masin stated when he looked at this project and this property being zoned multifamily, they were basically losing half of the potential residential units if the property was built to the zone. They could have 54 units that would be more affordable than the 28 units that would cost \$250,000 to \$300,000 to buy. It did not make sense to him to waste space like this as there were not many multifamily zoned parcels left. Also there was no greenspace in the proposal.



Planning Director Richards clarified the code defined multifamily as three units or more in one structure, and the 54 units per acre was the maximum allotment that could be built.

Commissioner Butler thought the best use of this land was for multifamily housing, such as condos that people could own. They did not need more single family homes, they needed more affordable homes. She thought they should make a stand on that point.

Commissioner Langenwaller asked if they could condition the application to include a Homeowners Association.

Planning Director Richards said they had conditions in the past that required a Homeowners Association for privately held common areas. This was the fifth phase of a planned development that was passed in 2006/2007. There were private alleys in other phases of the planned development, and the City did not require an HOA for managing the CC&Rs. Staff recommended maintaining that process moving forward for this last phase. It was not what she recommended moving forward for new planned developments.

Commissioner Langenwaller asked if they would be prohibited from adding a condition for an HOA for this application to maintain the common alley.

Planning Director Richards said they were not prohibited from adding that condition. If the Planning Commission was interested in requiring an HOA to maintain the private alleyway, she recommended continuing the hearing for staff to prepare the condition language and bring it back to the Commission.

Commissioner Schanche was in favor of this development. They did not have anything like this in the City and she saw this as housing for young couples. She thought it should be approved. The neighborhood did not have an HOA now and the neighborhood looked good.

Commissioner Langenwaller did not think an HOA would be practical for only 28 homes rather than the larger neighborhood.

There was consensus not to add a condition to create an HOA for this development.

Commissioner Dirks was also concerned about the issues that had been raised, however this entire development met the criterion for having a variety of different types of housing in an area. There was a need for starter homes. It was a small development and would encourage a neighborhood that was oriented towards front porches and involvement with your neighbors. There was a big park nearby and the school as well.

Commissioner Langenwaller pointed out on Condition 8, the last line should say "proposed dwelling units" instead of "proposed apartments" that intersected McDonald Lane.

Based on the findings of fact, conclusionary findings for approval, and materials submitted by the applicant, Commissioner Lizut MOVED to RECOMMEND that the City Council APPROVE Planned Development Amendment (PDA 2-18) subject to the conditions of approval and with the editorial amendment made by Commissioner Langenwaller. SECONDED by Commissioner Schanche. The motion PASSED 7-2 with Commissioners Chroust-Masin and Butler opposed.

Based on the findings of fact, conclusionary findings for approval, and materials submitted by the applicant, Commissioner Lizut MOVED to APPROVE Subdivision (S 2-18) subject to the conditions of approval. SECONDED by Commissioner Schanche. The motion PASSED 7-2 with Commissioner Chroust-Masin and Butler opposed.

**5. Old/New Business**

None

**6. Commissioner/Committee Member Comments**

None

**7. Staff Comments**

Planning Director Richards gave an update on the buildable lands inventory and housing needs analysis project and how they were discovering the City needed more land. There would need to be community discussion on how dense they wanted to grow and if they grew into greenfield development what that would look like. She played the video that had been created to introduce these concepts to the community.

**8. Adjournment**

Chair Hall adjourned the meeting at 8:35 p.m.

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Heather Richards  
Secretary

## EXHIBIT 2 - STAFF REPORT

**DATE:** March 21, 2019  
**TO:** Planning Commission  
**FROM:** Tom Schauer, Senior Planner  
**SUBJECT:** Conditional Use Permit Application CU 1-19  
for Bed and Breakfast Establishment at 806 SE Davis Street

### STRATEGIC PRIORITY & GOAL:



### GROWTH & DEVELOPMENT CHARACTER

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

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

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### Report in Brief:

This proceeding is a quasi-judicial public hearing of the Planning Commission to consider an application for a Conditional Use Permit (CU 1-19) to operate a bed and breakfast establishment within an existing home at 806 SE Davis Street (Tax Lot 1100, Section 21CC, T. 4 S., R. 4 W., W.M.). The decision of the Planning Commission is the final decision, unless appealed to City Council. The hearing is conducted in accordance with quasi-judicial hearing procedures, and the application is subject to the 120-day processing timeline. The application was deemed complete on February 15, 2019.

### Background:

#### ***Subject Property & Request***

The subject property is located on SE Davis Street between SE Wilson Street and SE College Avenue, to the northeast of Linfield College. The subject property and surrounding properties are zoned R-4. Uses along this section of SE Davis Street are a mix of single-family detached housing, duplexes, and multi-family housing. The subject property is developed with an existing single-family dwelling. The home, the Latourette House, is designated and classified as a Significant Historic Landmark in the City's Historic Resources Inventory. No exterior alteration to the home is proposed, so the application doesn't require review by the Historic Landmarks Committee. Abutting properties are duplexes to the north and south, and single-family detached across SE Davis Street to the west. Properties abutting the rear property line to the east on Ford Street are condominium multi-family developments. ***See vicinity map and zoning map below.***

In January 2019, the property owner obtained approval for a resident-occupied short-term rental (ROSTR 5-18) in the existing home, which allows no more than two guest sleeping rooms for up to five guests. The applicant is requesting approval for up to four guest sleeping rooms within the existing home, which exceeds what can be authorized as a resident-occupied short-term rental. A Conditional Use Permit for a bed and breakfast establishment would authorize three or more guest sleeping rooms, for six or more guests. Therefore, the applicant is now seeking approval for a bed and breakfast establishment, which is a conditionally permitted use in the R-4 zone. The purpose of the application is to allow additional guest rooms. While short-term rentals are permitted in all residential zones, the R-4 zone is the only residential zone which authorizes bed and breakfast establishments.

By definition, a bed and breakfast is “designed and occupied as a residence.” Once approved, a bed and breakfast runs with the land as long as the use is continuous and doesn’t lapse for a period of more than one year. (A resident-occupied short-term rental is non-transferable to another owner, and the permit must be renewed annually). A bed and breakfast must continue to operate as proposed and comply with any conditions of approval. There are review and enforcement provisions that ensure ongoing compliance, and a procedure for revocation of a permit should there be non-compliance with the conditions of approval.

### ***Neighborhood Meeting***

Before a Conditional Use Permit application can be submitted, an applicant must hold a neighborhood meeting as specified in Chapter 17.72 of the Zoning Ordinance. The applicant conducted the required neighborhood meeting in accordance with these requirements and submitted the necessary documentation of the neighborhood meeting with the application, including a list of attendees and meeting notes.

In addition to the applicant, one nearby resident residing at 1005 SE Davis Street attended the meeting. The meeting notes indicate concern was expressed about whether or not the property would remain owner-occupied. While there is no requirement that a bed and breakfast establishment be owner-occupied, by definition a bed and breakfast establishment is resident-occupied, so there must be an on-site resident, whether or not the resident is the property owner.

## **Discussion**

### ***Summary of Criteria & Issues***

The application is subject to Conditional Use criteria in Section 17.74.030 of the Zoning Ordinance, which are intended to “weigh the appropriateness and desirability or the public convenience or necessity to be served against any adverse conditions that would result from authorizing the particular development at the proposed location.” The Planning Commission may impose conditions it finds necessary “to avoid a detrimental environmental impact and to otherwise protect the best interest of the surrounding area or the community as a whole.” The goals and policies in Volume II of the Comprehensive Plan are also independent approval criteria for all land use decisions.

The nature and scale of the proposal doesn’t rise to the scale of impacting the community as a whole. The predominant issues with a conditional use of this scale usually relate to the interest of the surrounding area, often related to compatibility with nearby residential uses. Typical concerns associated with conditional uses in residential areas include compatibility with residential character, privacy, noise, parking, and traffic.

The property is located on SE Davis Street, which is classified as a minor collector in the Transportation System Plan (TSP), which provides a connection between downtown McMinnville and the Linfield College Campus. This site is well-located for a bed and breakfast establishment. The nearest vacation rental is located to the northwest at the corner of SE Davis Street and Wilson Street.

The applicant is proposing to use the existing home for the bed and breakfast establishment, keeping the exterior of the home the same. As such, there will be no changes to the physical size of the home, and the existing bedrooms will be used as guest rooms. The applicant is proposing signage consistent with the requirements for a bed and breakfast establishment. The residential character of the property will be maintained. The lot and adjoining lots to the sides are larger lots, approximately 250 feet deep. The home on the subject property is closer to the front of the property than the duplexes on adjoining properties to the north and south, which provides some offset between structures, providing a configuration with some separation for privacy. There is a newly constructed fence along a portion of the north property line. The driveways of the adjoining lots run along the north and south sides of the subject property, also providing some separation. The lots also have significant tree canopy with large mature trees. The subject property is also screened from the west side of the street with large mature trees.

The applicant proposes the required number of off-street parking spaces, and notes that on-street parking won't be required. The proposed off-street parking includes one space within an existing garage, two "stacked" parking spaces behind that in the driveway along the south side of the house, and two perpendicular parking spaces to the front (west side) of the house. If guests are part of different parties, the stacked parking could potentially require one party to move a vehicle for another party to access a vehicle. There are no standards prohibiting stacked parking. There is also on-street parking available on SE Davis along the frontage of the property.

Overall, the increase from the current two sleeping units in the resident occupied short-term vacation rental to the proposed maximum of four guest rooms for the bed and breakfast establishment doesn't create detrimental environment impacts, and the best interest of the surrounding area and the community as a whole is protected.

### ***Public Comments***

Notice of the proposed application was mailed to property owners and published in the newspaper. As of the date of this Staff Report, no public comments were received.

### ***Agency Comments***

Notice of the proposed application was sent to affected agencies and departments. Agency comments were received from the Engineering Division, the Fire Marshall, and McMinnville Water & Light. Those comments are noted in the Decision Document and addressed as conditions when applicable.

### **Fiscal Impact:**

Not Applicable.

### **Planning Commission Options (for Quasi-Judicial Hearing):**

- 1) **APPROVE** the application as proposed by the applicant with the conditions recommended in the attached Decision Document, per the decision document provided which includes the findings of fact.
- 2) **CONTINUE** the public hearing to a specific date and time.
- 3) Close the public hearing, but **KEEP THE RECORD OPEN** for the receipt of additional written testimony until a specific date and time.
- 4) Close the public hearing and **DENY** the application, providing findings of fact for the denial, specifying which criteria are not satisfied, or specifying how the applicant has failed to meet the burden of proof to demonstrate all criteria are satisfied, in the motion to deny.

### **Staff Recommendation:**

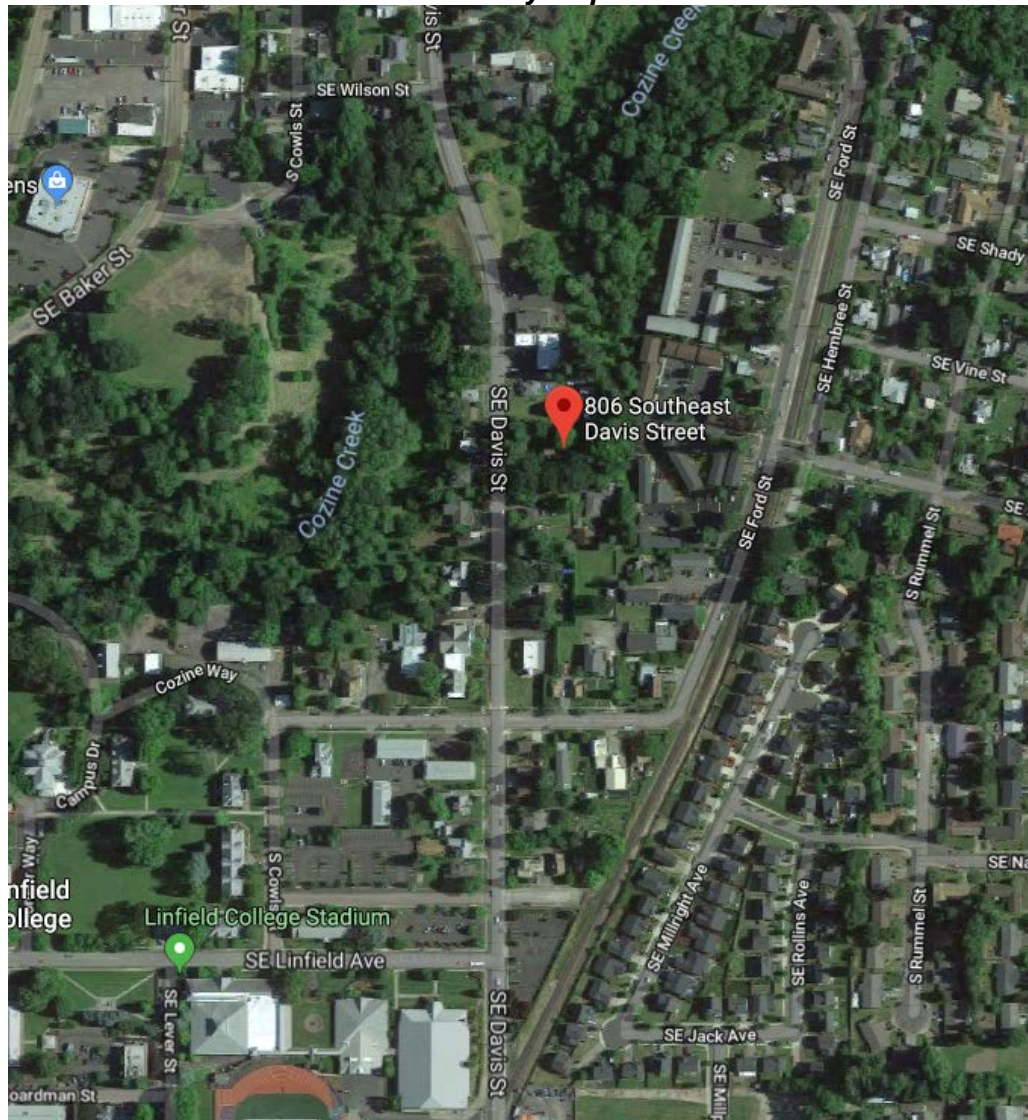
Staff has reviewed the proposal for consistency with the applicable criteria. Absent any new evidence to the contrary presented during the hearing, staff finds that, subject to the recommended conditions specified in the attached Decision Document, the application submitted by the applicant and the record contain sufficient evidence to find the applicable criteria are satisfied.

Staff **RECOMMENDS APPROVAL** of the application, subject to the conditions specified in the attached Decision Document.

### **Suggested Motion:**

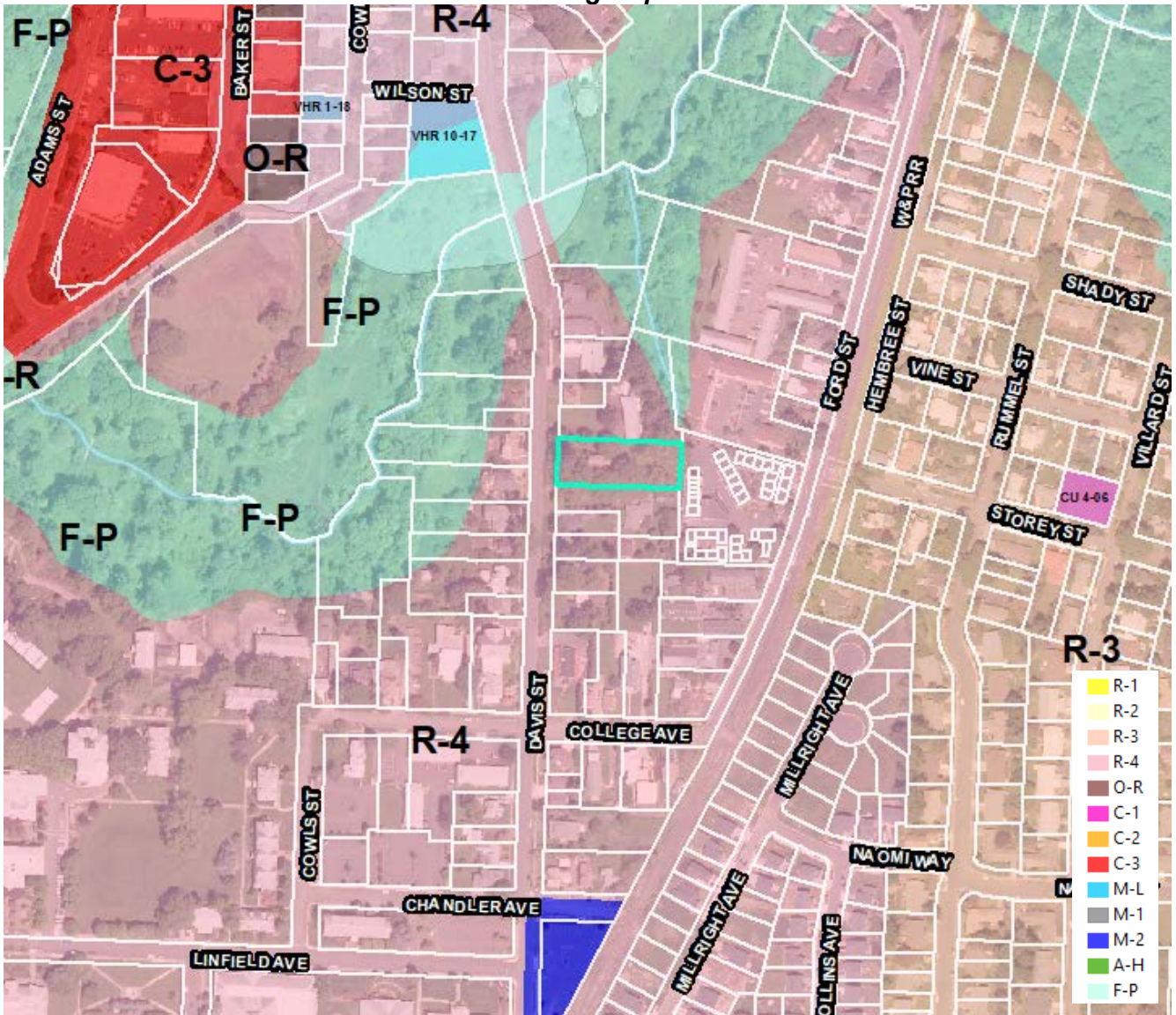
**BASED ON THE FINDINGS OF FACT, THE CONCLUSIONARY FINDINGS FOR APPROVAL, THE MATERIALS SUBMITTED BY THE APPLICANT, AND EVIDENCE IN THE RECORD, I MOVE THAT THE PLANNING COMMISSION APPROVE THE DECISION DOCUMENT AND APPROVE CONDITIONAL USE PERMIT APPLICATION CU 1-19 SUBJECT TO THE CONDITIONS SPECIFIED IN THE DECISION DOCUMENT.**

*Vicinity Map*





## Zoning Map



**NOTE:** Short-term rentals are also shown on this map.

- Short-Term Rentals
- 200-Foot Buffer from Short-Term Rentals
- Resident-Occupied Short-Term Rentals

TS:sjs



**CITY OF MCMINNVILLE**  
**PLANNING DEPARTMENT**  
231 NE FIFTH STREET  
MCMINNVILLE, OR 97128

503-434-7311  
[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

**DECISION, CONDITIONS, FINDINGS OF FACT AND CONCLUSIONARY FINDINGS FOR THE APPROVAL OF A CONDITIONAL USE PERMIT TO OPERATE A BED & BREAKFAST ESTABLISHMENT WITHIN AN EXISTING HOME AT 806 SE DAVIS STREET**

**DOCKET:** CU 1-19 (Conditional Use Permit)

**REQUEST:** Application for a Conditional Use Permit to operate a Bed & Breakfast establishment within an existing home.

**LOCATION:** 806 SE Davis Street (Tax Lot 1100, Section 21CC, T. 4 S., R. 4 W., W.M.)

**ZONING:** R-4 (Multi-family Residential)

**APPLICANT:** Katherine Jabuka (property owner)

**STAFF:** Tom Schauer, Senior Planner

**DATE DEEMED COMPLETE:** February 15, 2019

**HEARINGS BODY & ACTION:** The McMinnville Planning Commission makes the final decision, unless the Planning Commission's decision is appealed to the City Council.

**HEARING DATE & LOCATION:** March 21, 2019, Civic Hall, 200 NE 2<sup>nd</sup> Street, McMinnville, Oregon.

**PROCEDURE:** An application for a Conditional Use Permit is processed in accordance with the procedures in Section 17.72.120 of the Zoning Ordinance. The application is reviewed by the Planning Commission in accordance with the quasi-judicial public hearing procedures specified in Section 17.72.130 of the Zoning Ordinance.

**CRITERIA:** The applicable criteria for a Conditional Use Permit are specified in Section 17.74.030 of the Zoning Ordinance. In addition, the goals, policies, and proposals in Volume II of the Comprehensive Plan are to be applied to all land use decisions as criteria for approval, denial, or modification of the proposed request. Goals and policies are mandated; all land use decisions must conform to the applicable goals and policies of Volume II. "Proposals" specified in Volume II are not mandated, but are to be undertaken in relation to all applicable land use requests.

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Attachments:  
Attachment 1 – Application and Attachments



**APPEAL:** As specified in Section 17.72.180 of the Zoning Ordinance, the Planning Commission's decision may be appealed to the City Council within 15 calendar days of the date the written notice of decision is mailed. The City's final decision is subject to the 120 day processing timeline, including resolution of any local appeal.

**COMMENTS:** This matter was referred to the following public agencies for comment: McMinnville Fire Department, Police Department, Engineering Department, Building Department, Parks Department, City Manager, and City Attorney; McMinnville Water and Light; McMinnville School District No. 40; Yamhill County Public Works; Yamhill County Planning Department; Frontier Communications; Comcast; and Northwest Natural Gas. Their comments are provided in this document.

## DECISION

Based on the findings and conclusionary findings, the Planning Commission finds the applicable criteria are satisfied with conditions and **APPROVES** the Conditional Use Permit (CU 1-19), **subject to the conditions of approval provided in Section II of this document.**

**DECISION: APPROVAL WITH CONDITIONS**

Planning Commission: \_\_\_\_\_  
Roger Hall, Chair of the McMinnville Planning Commission

Date: \_\_\_\_\_

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

Date: \_\_\_\_\_

Attachments:

Attachment 1 – Application and Attachments

## **I. APPLICATION SUMMARY:**

### ***Subject Property & Request***

The proposal is an application for a Conditional Use Permit (CU 1-19) to operate a bed and breakfast establishment within an existing home at 806 SE Davis Street (Tax Lot 1100, Section 21CC, T. 4 S., R. 4 W., W.M.). “Bed and breakfast establishment” is defined as: “A structure designed and occupied as a residence in which sleeping rooms and a meal are provided on a daily or weekly basis for use by travelers for a charge or fee paid for the rental or use of the facilities.” A bed and breakfast establishment is a conditionally permitted use in the R-4 zone.

The subject property is located on SE Davis Street between SE Wilson Street and SE College Avenue, to the northeast of Linfield College. The subject property and surrounding properties are zoned R-4. Uses along this section of SE Davis Street are a mix of single-family detached housing, duplexes, and multi-family housing. The subject property is developed with an existing single-family dwelling. The home, the Latourette House, is designated and classified as a Significant Historic Landmark in the City’s Historic Resources Inventory. No exterior alteration to the home is proposed, so the application doesn’t require review by the Historic Landmarks Committee. Abutting properties are duplexes to the north and south, and single-family detached across SE Davis Street to the west. Properties abutting the rear property line to the east on Ford Street are condominium multi-family developments. **See Vicinity Map (Figure 1) and Zoning Map (Figure 2) below.**

In January 2019, the property owner obtained approval for a resident-occupied short-term rental (ROSTR 5-18), which allows no more than two guest sleeping rooms for up to five guests. The applicant is requesting approval for up to four guest sleeping rooms within the existing home, which exceeds what can be authorized as a resident-occupied short-term rental. A Conditional Use Permit for a bed and breakfast establishment would authorize three or more guest sleeping rooms, for six or more guests. Therefore, the applicant is now seeking approval for a bed and breakfast establishment, which is a conditionally permitted use in the R-4 zone. The purpose of the application is to allow additional guest rooms. While short-term rentals are permitted in all residential zones, the R-4 zone is the only residential zone which authorizes bed and breakfast establishments.

By definition, a bed and breakfast is “designed and occupied as a residence.” Once approved, a bed and breakfast runs with the land as long as the use is continuous and doesn’t lapse for a period of more than one year. (A resident-occupied short-term rental is non-transferable to another owner, and the permit must be renewed annually). A bed and breakfast must continue to operate as proposed and comply with any conditions of approval. There are review and enforcement provisions that ensure ongoing compliance, and a procedure for revocation of a permit should there be non-compliance with the conditions of approval.

### ***Summary of Criteria & Issues***

The application is subject to Conditional Use criteria in Section 17.74.030 of the Zoning Ordinance, which are intended to “weigh the appropriateness and desirability or the public convenience or necessity to be served against any adverse conditions that would result from authorizing the particular development at the proposed location.” The Planning Commission may impose conditions it finds necessary “to avoid a detrimental environmental impact and to otherwise protect the best interest of the surrounding area or the community as a whole.” The goals and policies in Volume II of the Comprehensive Plan are also independent approval criteria for all land use decisions.

The nature and scale of the proposal doesn’t rise to the scale of impacting the community as a whole. The predominant issues with a conditional use of this scale relate to the interest of the surrounding area, often related to compatibility with nearby residential uses. Typical concerns associated with conditional uses in residential areas include compatibility with residential character, privacy, noise, parking, and traffic.

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#### ***Attachments:***

Attachment 1 – Application and Attachments

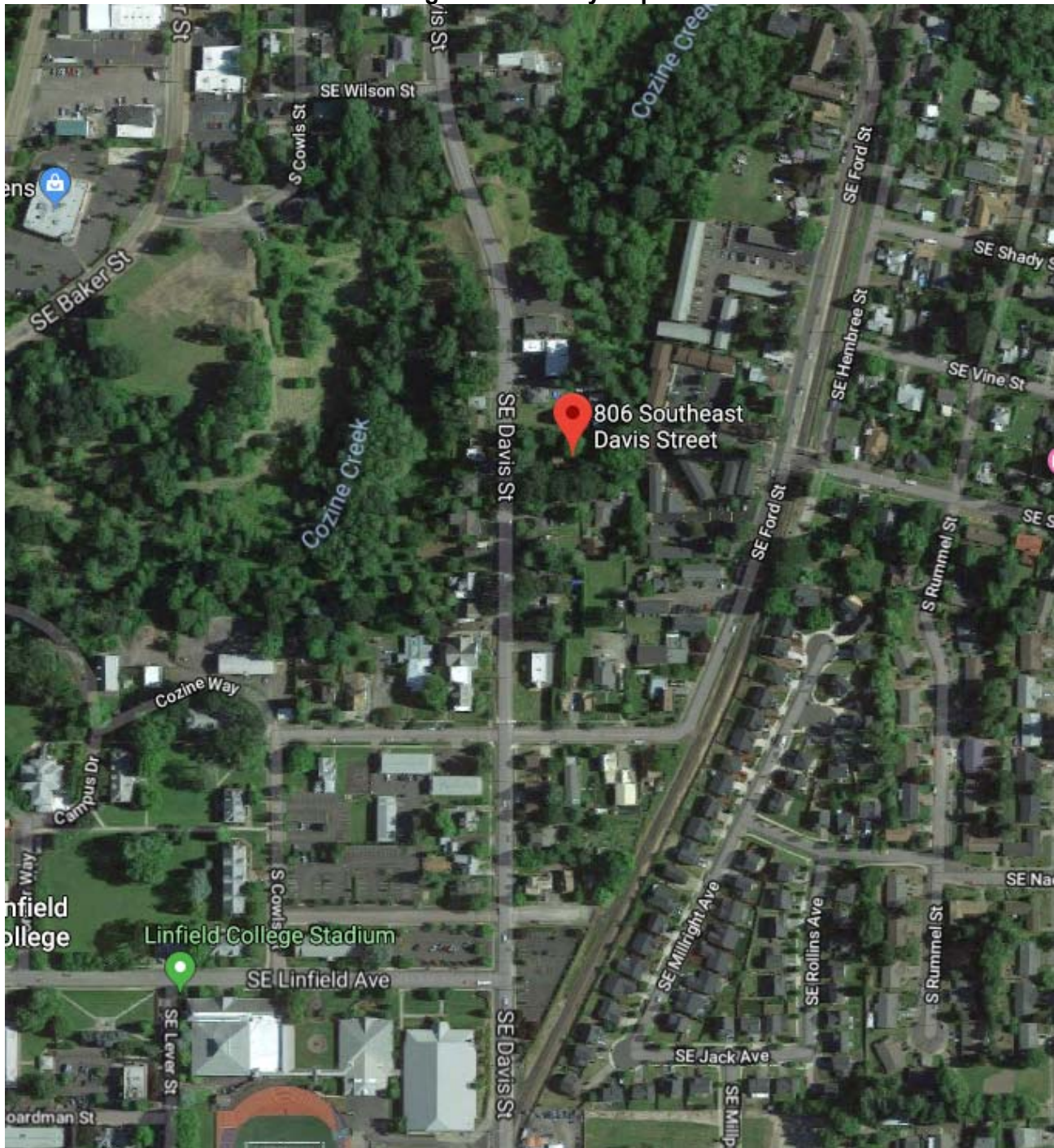
The property is located on SE Davis Street, which is designated as a minor collector in the Transportation System Plan (TSP), which provides a connection between downtown McMinnville and the Linfield College Campus. This site is well-located for a bed and breakfast establishment. The nearest vacation rental is located to the northwest at the corner of SE Davis Street and Wilson Street.

The applicant is proposing to use the existing home for the bed and breakfast establishment, keeping the exterior of the home the same. **See Applicant's Site Plan (Figure 3).** As such, there will be no changes to the physical size of the home, and the existing bedrooms will be used as guest rooms. The applicant is proposing signage consistent with the requirements for a bed and breakfast establishment. (The applicant does not intend to provide signage immediately, but may add a sign near the front of the property at a future date, consistent with the signage standards for a bed and breakfast establishment). The residential character of the property will be maintained. The lot and adjoining lots to the sides are larger lots, approximately 250 feet deep. The home on the subject property is closer to the front of the property than the homes on adjoining properties to the north and south, which provides some offset between structures, providing a configuration with some separation for privacy. There is a newly constructed fence along a portion of the north property line. The driveways of the adjoining lots run along the north and south sides of the subject property, also providing some separation. The lots also have significant tree canopy with large mature trees. The subject property is also screened from the west side of the street with large mature trees.

The applicant proposes the required number of off-street parking spaces, and notes that on-street parking won't be required. The proposed off-street parking includes one space within an existing garage, two "stacked" parking spaces behind that in the driveway along the south side of the house, and two perpendicular parking spaces to the front (west side) of the house. If guests are part of different parties, the stacked parking could potentially require one party to move a vehicle for another party to access a vehicle, which is manageable for a small bed and breakfast. There are no standards prohibiting stacked parking. There is also on-street parking available on SE Davis along the frontage of the property.

Overall, the increase from the current two sleeping units in the resident occupied short-term vacation rental to the proposed maximum of 4 guest rooms for the Bed & Breakfast establishment doesn't create detrimental environment impacts, and the best interest of the surrounding area and the community as a whole is protected.

Figure 1. Vicinity Map



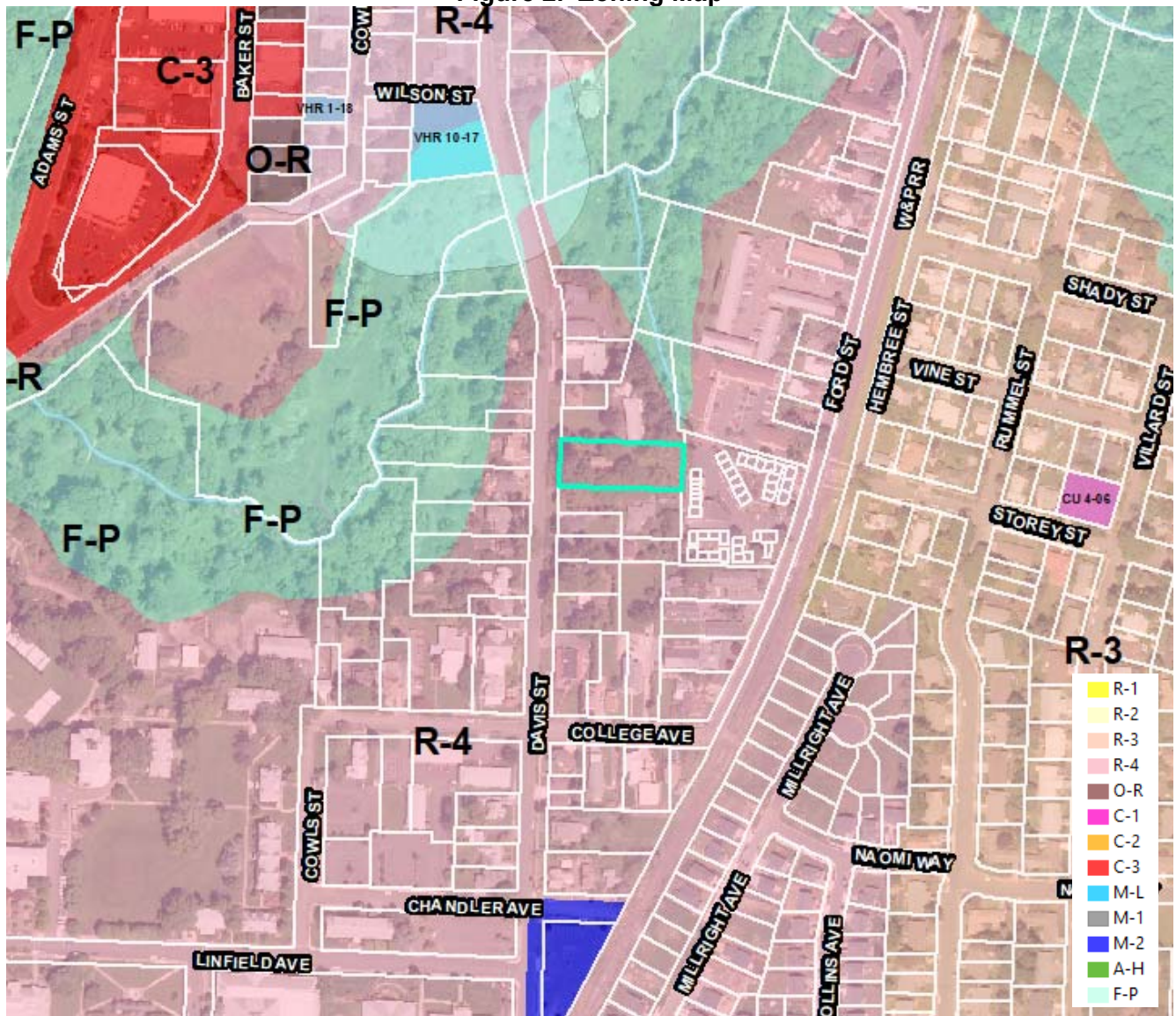
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**Attachments:**

Attachment 1 – Application and Attachments



Figure 2. Zoning Map



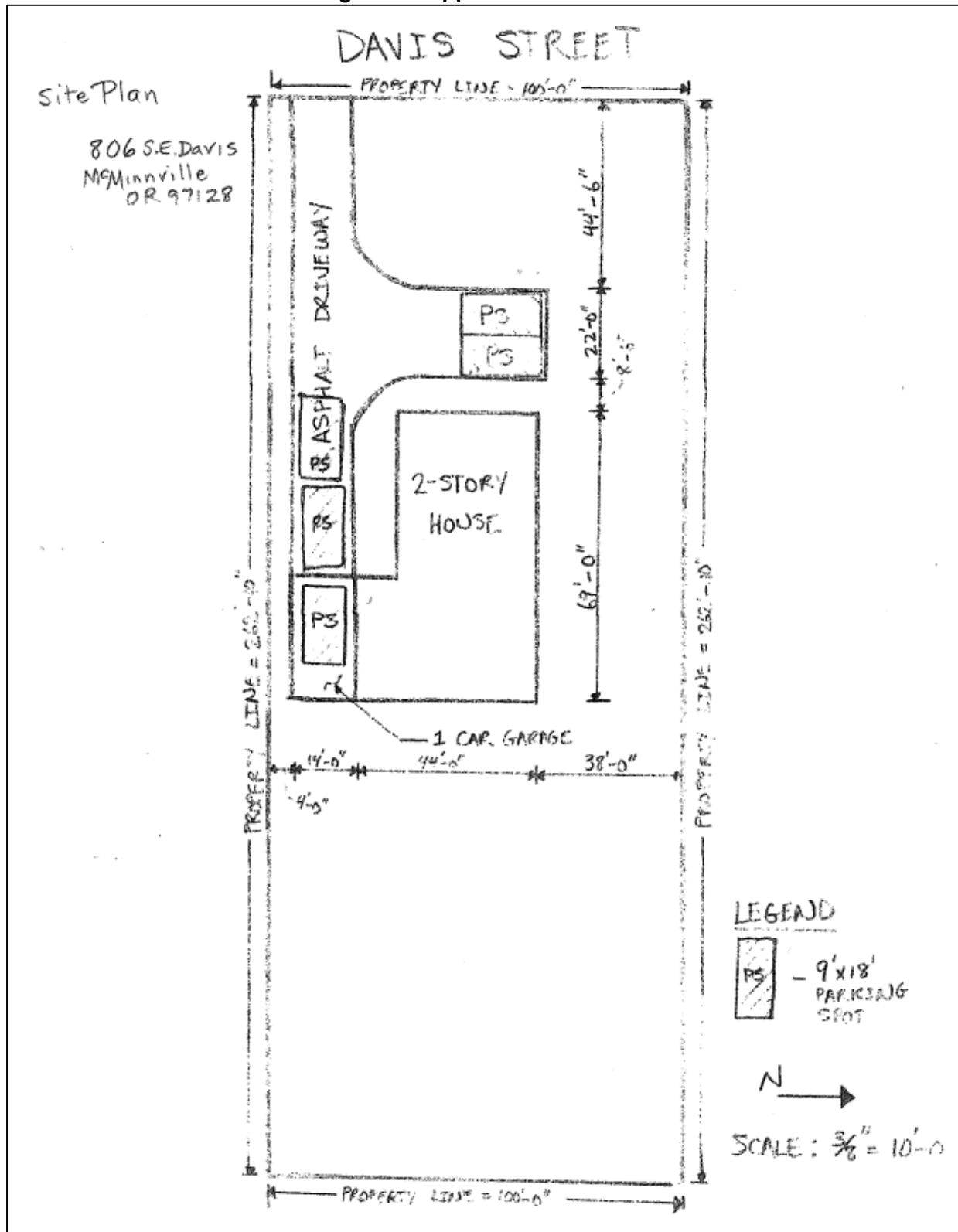
**NOTE:** Short-term rentals are also shown on this map.

- Short-Term Rentals
- 200-Foot Buffer from Short-Term Rentals
- Resident-Occupied Short-Term Rentals

Attachments:

Attachment 1 – Application and Attachments

Figure 3. Applicant's Site Plan



## Attachments:

Attachment 1 – Application and Attachments

**II. CONDITIONS:**

1. The property shall continue to comply with the requirements for registration with the McMinnville Finance Department as a transient lodging provider. (The previous approval for a resident-occupied short-term rental previously required this registration). Local Transient Lodging tax shall be collected and remitted to the City as provided in McMinnville Ordinance No. 4974.
2. This approval is for a maximum of four guest rooms, provided on a daily or weekly basis for the use of six or more travelers or transients at any one time, in addition to the resident-occupied living quarters. Additional guest rooms would require an amendment to this Conditional Use Permit.
3. The establishment shall be occupied full-time by a resident.
4. Five off-street parking spaces shall be provided in accordance with the approved site plan. (The Zoning Ordinance requires a minimum of one off-street parking space be provided for the first two guest sleeping rooms with an additional parking space for each additional guest sleeping room. The required off-street guest parking area may be provided within 200 feet from the bed and breakfast establishment).
5. Signing shall be limited to only one non-illuminated or indirectly illuminated wooden sign not exceeding six square feet of face area. Submit an application for a sign permit before placing the sign. The signs shall be located outside of vision clearance triangle and meet other applicable sign standards.
6. Smoke detectors shall be provided per the requirements for “lodginghouses” in Ordinance 3997
7. If plumbing is modified, the existing 5/8” water meter will need to be upsized to an appropriate meter to serve the increased fixture count. *Please contact McMinnville Water & Light*
8. The permit must be renewed annually. Failure to renew the permit annually will result in the permit becoming void, and the use of the subject property as a bed and breakfast will again be subject to the application and review procedures for a Conditional Use Permit.
9. This conditional use permit approval shall be terminated if the proposed use does not commence within one year of the effective date of this approval, if the use once commenced lapses for any single period of time that exceeds one year in duration, if there is a failure to comply with conditions of approval, or for any other reason specified in Section 17.74.060 of the Zoning Ordinance. The determination for termination shall be made in accordance with the procedures in Section 17.74.060 of the Zoning Ordinance.

**III. ATTACHMENTS:**

1. CU 1-19 Application and Attachments (on file with the Planning Department)

**IV. COMMENTS:****Agency Comments**

This matter was referred to the following public agencies for comment: McMinnville Fire Department, Police Department, Parks and Recreation Department, Engineering and Building Departments, City Manager, and City Attorney, McMinnville School District No. 40, McMinnville Water and Light, Yamhill County Public Works, Yamhill County Planning Department, Recology Western Oregon, Frontier Communications, Comcast, Northwest Natural Gas. The following comments were received:

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*Attachments:*

Attachment 1 – Application and Attachments

- McMinnville Engineering Department  
We would note there is no sidewalk along the frontage, and the site driveway(s) do not meet current standards. Otherwise, no comments.
- McMinnville Fire Department  
We have no issues for this request.
- McMinnville Water and Light  
If plumbing is modified, the 5/8" meter will need to be upsized to an appropriate meter to serve the increased fixture count.

### **Public Comments**

Notice of this request was mailed to property owners located within 200 feet of the subject site. Notice of the public hearing was also provided in the News Register on Tuesday, March 12, 2019. As of the date of the Planning Commission public hearing on January 21, 2019, no public testimony had been received by the Planning Department.

### **V. FINDINGS OF FACT - PROCEDURAL FINDINGS**

1. The applicant held a neighborhood meeting in accordance with Section 17.72.095 of the Zoning Ordinance on January 17, 2019.
2. The property owner, Katherine Jabuka, submitted the Conditional Use Permit application on January 18, 2019.
3. The application was deemed complete on February 15, 2019.
4. Notice of the application was referred to the following public agencies for comment in accordance with Section 17.72.120 of the Zoning Ordinance: McMinnville Fire Department, Police Department, Parks and Recreation Department, Engineering and Building Departments, City Manager, and City Attorney, McMinnville School District No. 40, McMinnville Water and Light, Yamhill County Public Works, Yamhill County Planning Department, Recology Western Oregon, Frontier Communications, Comcast, Northwest Natural Gas.

Comments received from agencies are addressed in the Decision Document.

5. Notice of the application and the March 21, 2019 Planning Commission public hearing was mailed to property owners within 200 feet of the subject property in accordance with Section 17.72.120 of the Zoning Ordinance.
6. Notice of the application and the March 21, 2019 Planning Commission public hearing was published in the News Register on Tuesday, March 12, in accordance with Section 17.72.120 of the Zoning Ordinance.

No public testimony was submitted to the Planning Department prior to the Planning Commission public hearing.

7. On March 21, 2019, the Planning Commission held a duly noticed public hearing to consider the request.

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#### *Attachments:*

Attachment 1 – Application and Attachments



**VI. FINDINGS OF FACT - GENERAL FINDINGS**

1. **Location:** 806 SE Davis Street (Tax Lot 1100, Section 21CC, T. 4 S., R. 4 W., W.M.)
2. **Size:** 0.6 acres
3. **Comprehensive Plan Map Designation:** Residential
4. **Zoning:** R-4
5. **Overlay Zones/Special Districts:** None
6. **Current Use:** Existing single-family dwelling, with resident-occupied short-term rental approval (ROSTR 5-18)
7. **Inventoried Significant Resources:**
  - a. **Historic Resources:** The Latourette House, built in 1890, is designated and classified as a Significant Historic Landmark in the City's Historic Resource Inventory
  - b. **Other:** None identified.
8. **Other Features:** Generally level site with mature trees and tree canopy
9. **Utilities:**
  - a. **Water:** The property is served by a 10" water main in SE Davis Street. The treatment plant has sufficient treatment capacity.
  - b. **Sewer:** 8" sewer main in SE Davis Street. The municipal water reclamation facility has sufficient capacity to accommodate expected waste flows resulting from the use.
  - c. **Stormwater:** The site gently slopes to rear of property toward drainageway to Cozine Creek. Storm water in SE Davis Street is conveyed by curb and gutter to a catch basin and storm drain in SE Davis Street. The proposal doesn't increase impervious site area.
  - d. **Other Services:** Other services are available to the property. Overhead utilities are present on both sides of SE Davis Street.
10. **Transportation:** SE Davis Street is classified as a Minor Collector in the Transportation System Plan (TSP). The existing right-of-way is 60 feet wide. The street is improved with curb and gutter on both sides, sidewalk and planter strip on the west side, and no sidewalk or planter strip along the property frontage on the east side. The street has two travel lanes and has on-street parking on both sides of the street, with no bike lanes. Overhead utilities are present on both sides of the street, and appear to be within the public right-of-way behind the curb and gutter on the east side.

The TSP specifies future "sharrow" markings for the travel lanes, rather than separate bike lanes, so future widening isn't anticipated. The TSP identifies this area for future sidewalk infill. The 60-foot right-of-way would be wide enough to accommodate future sidewalks with planter strip. Overhead utility poles may affect the location of future sidewalks.

**VII. CONCLUSIONARY FINDINGS:**

The Conclusionary Findings are the findings regarding consistency with the applicable criteria for the application. The applicable criteria for a Conditional Use Permit are specified in Section 17.74.030 of the Zoning Ordinance. Section 17.74.040 addresses conditions which the Planning Commission may impose "to avoid a detrimental environmental impact and to otherwise protect the best interest of the surrounding area or the community as a whole."

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*Attachments:*

Attachment 1 – Application and Attachments

In addition, the goals, policies, and proposals in Volume II of the Comprehensive Plan are to be applied to all land use decisions as criteria for approval, denial, or modification of the proposed request. Goals and policies are mandated; all land use decisions must conform to the applicable goals and policies of Volume II. “Proposals” specified in Volume II are not mandated, but are to be undertaken in relation to all applicable land use requests.

**Comprehensive Plan Volume II:**

The following Goals, Policies, and Proposals from Volume II of the Comprehensive Plan provide criteria applicable to this request:

The implementation of most goals, policies, and proposals as they apply to this application are accomplished through the provisions, procedures, and standards in the city codes and master plans, which are sufficient to adequately address applicable goals, policies, and proposals as they apply to this application.

The following additional findings are made relating to specific Goals and Policies:

**GOAL X-1:** TO PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN THE LAND USE DECISION MAKING PROCESS ESTABLISHED BY THE CITY OF McMINNVILLE.

*Policy 188.00 The City of McMinnville shall continue to provide opportunities for citizen involvement in all phases of the planning process. The opportunities will allow for review and comment by community residents and will be supplemented by the availability of information on planning requests and the provision of feedback mechanisms to evaluate decisions and keep citizens informed.*

**FINDING: Satisfied.** The process for a conditional use permit provides an opportunity for citizen involvement throughout the process through the neighborhood meeting provisions, the public notice, and the public hearing process. Throughout the process, there are opportunities for the public to review and obtain copies of the application materials and the completed staff report prior to the advertised public hearing(s). All members of the public have access to provide testimony and ask questions during the public review and hearing process.

**McMinnville Zoning Ordinance**

The following Sections of the McMinnville Zoning Ordinance (Ord. No. 3380) provide criteria applicable to the request:

**17.74.030. Authorization to Grant or Deny Conditional Use.**

A conditional use listed in this ordinance shall be permitted, altered or denied in accordance with the standards and procedures of this chapter. In the case of a use existing prior to the effective date of this ordinance and classified in this ordinance as a conditional use, a change in the use or in lot area, or an alteration of any structure shall conform to the requirements for conditional uses. In judging whether or not a conditional use proposal shall be approved or denied, the Planning Commission shall weigh its appropriateness and desirability or the public convenience or necessity to be served against any adverse conditions that would result from authorizing the particular development at the location proposed and, to approve such use, shall find that the following criteria are either met, can be met by observance of conditions, or are not applicable:

**17.74.030(A).** *The proposal will be consistent with the Comprehensive Plan and the objectives of the zoning ordinance and other applicable policies of the City;*

**APPLICANT’S RESPONSE:** The restored home is in an R-4 residentially designated site. It will be used as a bed and breakfast inn, providing the guests a first-hand opportunity to stay in a site of local significance. Located across from Linfield College, the original owner of the home,

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*Attachments:*

Attachment 1 – Application and Attachments

Latourette, was one of the founding fathers of the college. The home is just a short walk (1/4 mile) to the downtown area of McMinnville, and will allow guests easy access to the wide variety of businesses located on Third Street and beyond. This bed and breakfast will service the college and downtown area with revenue producing visitors.

Following the guidelines for R-4 designated property (17.21.020.O. Bed and breakfast establishment) the proposed bed and breakfast will use three or more rooms on a daily or weekly basis for the use of six or more travelers or transient at any one time.

Off-street parking will be provided, per requirements, for the guest rooms and owner/occupant. Signage will be kept to a non-illuminated or indirectly illuminated wooden sign, measuring no more than six square feet of face area.

**FINDING: Satisfied with Conditions.** Findings regarding consistency with the Comprehensive Plan are provided below. Objectives of the Zoning Ordinance are provided through the purpose statements in Section 17.03.020 (in general), and in Sections 17.74.030 & 040 for conditional uses. There are no separate purpose statements provided in the Zoning Ordinance for the R-4 zone. Bed & Breakfast establishments are described in the definitions, are subject to special standards specified in Section 17.21.020(Q) for the R-4 zone, and are subject to other general development standards that apply based on use and/or zoning district.

The proposal will adhere to the standards in Section 17.21.020(Q) below subject to the attached conditions:

1. That three or more guest sleeping rooms are provided on a daily or weekly basis for the use of six or more travelers or transients at any one time.
2. That a minimum of one off-street parking space be provided for the first two guest sleeping rooms with an additional parking space for each additional guest sleeping room. The required off-street guest parking area may be provided within 200 feet from the bed and breakfast establishment.
3. That signing be limited to only one non-illuminated or indirectly illuminated wooden sign not exceeding six square feet of face area.
4. That smoke detectors be provided as per the requirements for “lodginghouses” in Ordinance 3997.

**17.74.030(B).** *That the location, size, design, and operating characteristics of the proposed development are such that it can be made reasonably compatible with and have minimal impact on the livability or appropriate development of abutting properties and the surrounding neighborhood, with consideration to be given to harmony in scale, bulk, coverage, and density; to the availability of public facilities and utilities; to the generation of traffic and the capacity of surrounding streets; and to any other relative impact of the development;*

**APPLICANT’S RESPONSE:** Operating as a bed and breakfast, the property will maintain the original design aesthetics of the farmhouse style. Interior renovations have been brought back to the original intent of the rooms. No external changes in size, density, or design will be made to the house that would impact the abutting properties. The house is set back approximately 75 feet from the front property line on Davis Street, and approximately 100 feet from the adjoining property in the back. Side yards are approximately 20 feet. Due to this large setback, noise from the house is not an issue to neighboring properties. The property is able to handle required

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*Attachments:*

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parking with no modifications to the existing driveway or on-site parking spaces. No street parking is needed, thus no impact on street congestion.

**FINDING: Satisfied.** The proposed use of the existing house and parking improvements as they currently exist for a bed and breakfast establishment have minimal impact compared to the existing use

**17.74.030(C).** *That the development will cause no significant adverse impact on the livability, value, or appropriate development of abutting properties of the surrounding area when compared to the impact of permitted development that is not classified as conditional;*

**APPLICANT’S RESPONSE:** There will be no impact to the abutting properties of the surrounding area compared to if the property was designated as “not conditional.”

**FINDING: Satisfied.** The R-4 zone authorizes a variety of permitted uses that could have comparatively greater impacts on the livability, value, or appropriate development of abutting properties of the surrounding area. The proposed use is of a limited size and scale that is less than impactful than could occur for more intensive permitted uses.

**17.74.030(D).** *The location and design of the site and structures for the proposal will be as attractive as the nature of the use and its setting warrants;*

**APPLICANT’S RESPONSE:** The existing house is a farmhouse-styled building. No changes will be made to the home that would modify the quality of the aesthetics.

**FINDING: Satisfied.** The applicant proposes to maintain the building and site without a change in outward appearance, other than a small sign. The use will be conducted within the existing residence and existing off-street parking will be used as it currently exists.

**17.74.030(E).** *The proposal will preserve environmental assets of particular interest to the community;*

**APPLICANT’S RESPONSE:** No modifications are needed to the environment, topography, or vegetation for the proposed use.

**FINDING: Satisfied.** The existing home is an inventoried “Goal 5” resource as a Significant Historic Landmark. The existing home will be utilized without exterior alteration. The subject property and surrounding properties have a significant amount of mature tree canopy, and that will not be impacted by the proposal, as the existing improvements will be used, with no new structures or parking areas proposed on-site.

**17.74.030(F).** *The applicant has a bona fide intent and capability to develop and use the land as proposed and has no inappropriate purpose for submitting the proposal, such as to artificially alter property values for speculative purposes.*

**APPLICANT’S RESPONSE:** The use of the home as a bed and breakfast will not artificially change the property value for speculative purposes, nor create any inappropriate opportunities.

**FINDING: Satisfied.** The applicant previously obtained approval for a Residential-Occupied Short-Term Rental, and is capably proceeding to operate a slightly expanded small-scale resident-occupied short-term lodging use.

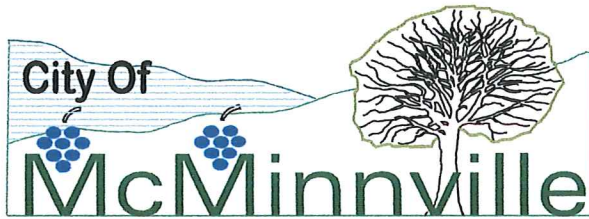
**17.74.040. Placing Conditions on a Conditional Use Permit.**

In permitting a new conditional use or the alteration of an existing conditional use, the Planning Commission may impose, in addition to those standards and requirements expressly specified by this ordinance, additional conditions which it finds necessary to avoid a detrimental environmental impact and to otherwise protect the best interest of the surrounding area or the community as a whole. These conditions may include, but need not be limited to, the following:

- A. Limiting the manner in which the use is conducted including restrictions on the time a certain activity may take place and restraints to minimize such environmental effects as noise, vibration, air pollution, glare, and odor;
- B. Establishing a special yard or other open space, lot area, or dimension;
- C. Limiting the height, size, or location of a building or other structure;
- D. Designating the size, number, location and nature of vehicle access points;
- E. Increasing the amount of street dedication, roadway width, or improvements within the street right-of-way;
- F. Designating the size, location, screening, drainage, surfacing, or other improvement of a parking area or truck loading area;
- G. Limiting or otherwise designating the number, size, location, height and lighting of signs;
- H. Limiting the location and intensity of outdoor lighting and requiring its shielding;
- I. Requiring diking, screening, landscaping, or another facility to protect adjacent or nearby property and designating standards for its installation and maintenance;
- J. Designating the size, height, location, and materials for a fence;
- K. Protecting and preserving existing trees, vegetation, water resource, wildlife habitat, or other significant natural resource;
- L. Such other conditions as will make possible the development of the City in an orderly and efficient manner in conformity with the intent and purposes set forth in this ordinance.

**FINDING: Satisfied.** Based on the application as proposed and submitted, together with the conditions of approval, the proposal avoids detrimental environmental impact, and the best interest of the surrounding area or the community as a whole is protected.

TS:sjs

**Planning Department**

231 NE Fifth Street • McMinnville, OR 97128

(503) 434-7311 Office • (503) 474-4955 Fax

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)**Office Use Only:**File No. CU 1-19Date Received 1/18/19Fee \$1075.00Receipt No. 19M0011Received by RH

## Conditional Use Application

**Applicant Information**Applicant is: ☒ Property Owner ☐ Contract Buyer ☐ Option Holder ☐ Agent ☐ Other \_\_\_\_\_Applicant Name Katherine Jabuka Phone 310-702-9448Contact Name same Phone \_\_\_\_\_  
(If different than above)Address 806 S.E. Davis StreetCity, State, Zip McMinnville, OR 97128Contact Email kjab349w15@gmail.com**Property Owner Information**Property Owner Name \_\_\_\_\_ Phone \_\_\_\_\_  
(If different than above)

Contact Name \_\_\_\_\_ Phone \_\_\_\_\_

Address \_\_\_\_\_

City, State, Zip \_\_\_\_\_

Contact Email \_\_\_\_\_

**Site Location and Description**

(If metes and bounds description, indicate on separate sheet)

Property Address 806 SE Davis Street, McMinnville, OR 97128Assessor Map No. R4 421 - CC - 01100 Total Site Area 0.6033 Acres (262.8 x 100)Subdivision Mrs. PW Chandler's First Addition Block \_\_\_\_\_ Lot \_\_\_\_\_Comprehensive Plan Designation \_\_\_\_\_ Zoning Designation R4

1. State nature of the request in detail: \_\_\_\_\_

The nature of this request is to operate a Bed and Breakfast establishment in the home at 806 SE Davis Street, McMinnville, OR 97128.

The conditional use permit will allow three or more guest sleeping rooms, that are available in the home, to be used as a part of the bed and breakfast.

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2. Describe in detail how the request will be consistent with the McMinnville Comprehensive Plan and the objectives of the zoning ordinance: \_\_\_\_\_

The restored home is in an R-4 residentially designated site. It will be used as a bed and breakfast inn, providing the guests a first-hand opportunity to stay in a site of local significance. Located across from Linfield College, the original owner of the home, Latourrette, was one of the founding fathers of the college. The home is just a short walk (¼ mile) to the downtown area of McMinnville, and will allow guests easy access to the wide variety of businesses located on Third Street and beyond. This bed and breakfast will service the college and downtown area with revenue producing visitors.

Following the guidelines for R-4 designated property (17.21.020 O. Bed and Breakfast establishment) the proposed bed and breakfast will use three or more rooms on an daily or weekly basis for the use of six or more travelers or transients at any one time.

Off-street parking will be provided, per requirements, for the guest rooms and owner/occupant.

Signage will be kept to a non-illuminated or indirectly illuminated wooden sign, measuring no more than six square feet of face area.

3. Describe how the location size, design, and operating characteristics of the proposed development are such that it can be made reasonably compatible with, and have minimum impact on, the livability or appropriate development of abutting properties and the surrounding neighborhood, with consideration given to harmony in scale, bulk, coverage, and density; to the availability of public facilities and utilities; to the generation of traffic and the capacity of surrounding streets; and to any other relative impact of the development: \_\_\_\_\_

Operating as a bed and breakfast, the property will maintain the original design aesthetics of the farmhouse style. Interior renovations have brought back the original intent of the rooms.

No external changes in size, density, or design will be made to the house that would impact the abutting properties. The house is set back approximately 75 feet from the front property line on Davis Street, and approximately 100 feet from the adjoining property in the back. Side yards are approximately 20 feet. Due to this large setback, noise from the house is not an issue to neighboring properties.

The property is able to handle required parking with no modifications to the existing driveway or on-site parking spaces. No street parking is needed, thus no impact on street congestion.

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4. Describe what impact the proposed development may have on the livability, value, or appropriate development of abutting properties or the surrounding area when compared to the impact of permitted development that is not classified as conditional: \_\_\_\_\_

There will be no impact to the abutting properties or the surrounding area compared to if the the property was designated as "not conditional".

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5. Describe how the location and design of the site and structures for the proposal will be as attractive as the nature of the use and its setting warrants: \_\_\_\_\_

The existing house is a farmhouse-styled building. No changes will be made to home that would modify the quality of the aesthetics.

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6. Has the development been specifically designed to preserve any environmental assets or unique topography or vegetation of the site? If so, how? \_\_\_\_\_

\_\_\_\_\_  
No modifications are needed to the environment, topography, or vegetation for the proposed use.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

7. Explain how the development and use of the land as proposed has no inappropriate purpose, such as to artificially alter property values for speculative purposes: \_\_\_\_\_

\_\_\_\_\_  
The use of the home as a bed and breakfast will not artificially change the property value for speculative purposes, nor create any inappropriate opportunities.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

In addition to this completed application, the applicant must provide the following:

- ☒ A site plan (drawn to scale, with a north arrow, legible, and of a reproducible size), clearly showing existing and proposed features within, and adjacent to, the subject site, such as: Access; lot and street lines with dimensions; distances from property lines to structures; structures and other proposed and existing improvements; north direction arrow; and significant features (slope, vegetation, adjacent development, drainage, etc.).
- ☒ A legal description of the property, preferably taken from deed.
- ☒ Payment of the applicable review fee, which can be found on the Planning Department web page.

I certify the statements contained herein, along with the evidence submitted, are in all respects true and are correct to the best of my knowledge and belief.

Katherine Jakubka  
Applicant's Signature

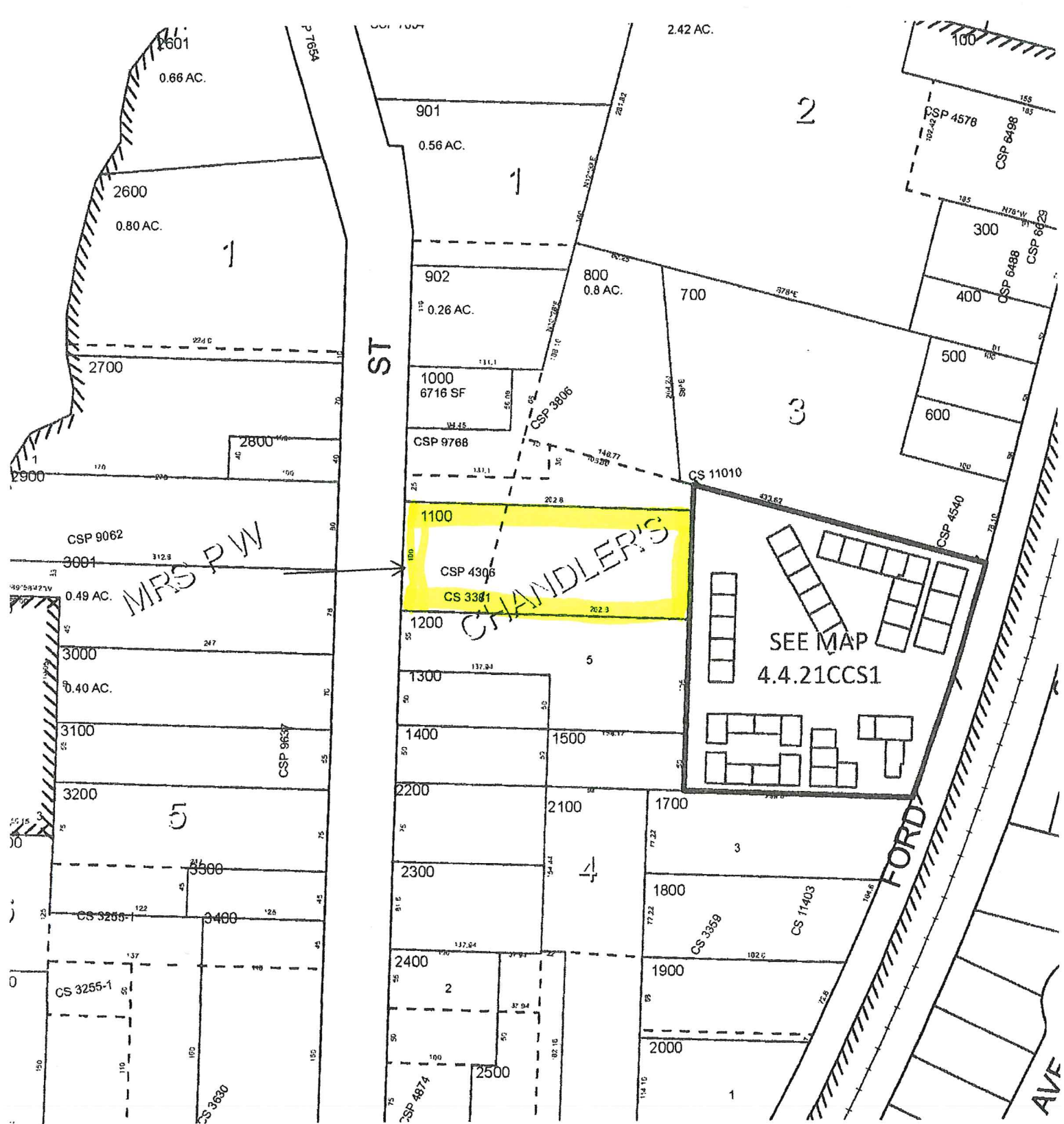
January 18, 2019  
Date

Katherine Jakubka  
Property Owner's Signature

January 18, 2019  
Date

**EXHIBIT "A"**  
Legal Description

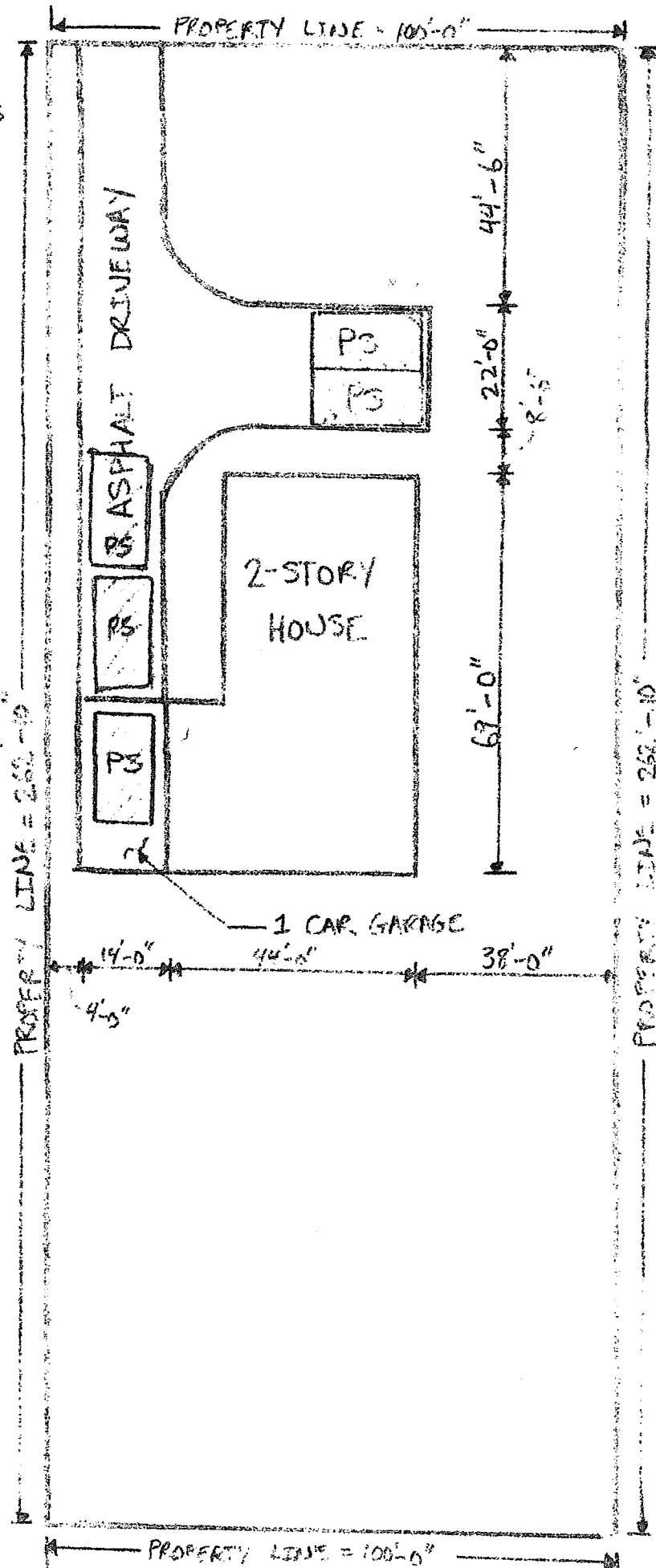
Beginning at a point on the East line of Davis Street, said point being 30 feet East and 521.6 feet North 0° 07' East of the intersection of the centerline of College Avenue and the centerline of South Davis Street in MRS. P. W. CHANDLER'S FIRST ADDITION, in the City of McMinnville, County of Yamhill, State of Oregon; thence North 0° 07' East along the East line of said Davis Street 100 feet; thence South 89° 46' East 262.8 feet, more or less, to the West line of that certain tract conveyed to Stanley Taylor, et ux by Deed recorded April 10, 1940 in Book 116, page 419, Yamhill County Records; thence South 0° 7' West along the West line of said Taylor tract to a point that is South 89° 46' East 262.8 feet, more or less, from the point of beginning; thence North 89° 46' West 262.8 feet, more or less, to the point of beginning.



# DAVIS STREET

Site Plan

806 S.E. DAVIS  
McMinnville  
OR 97128

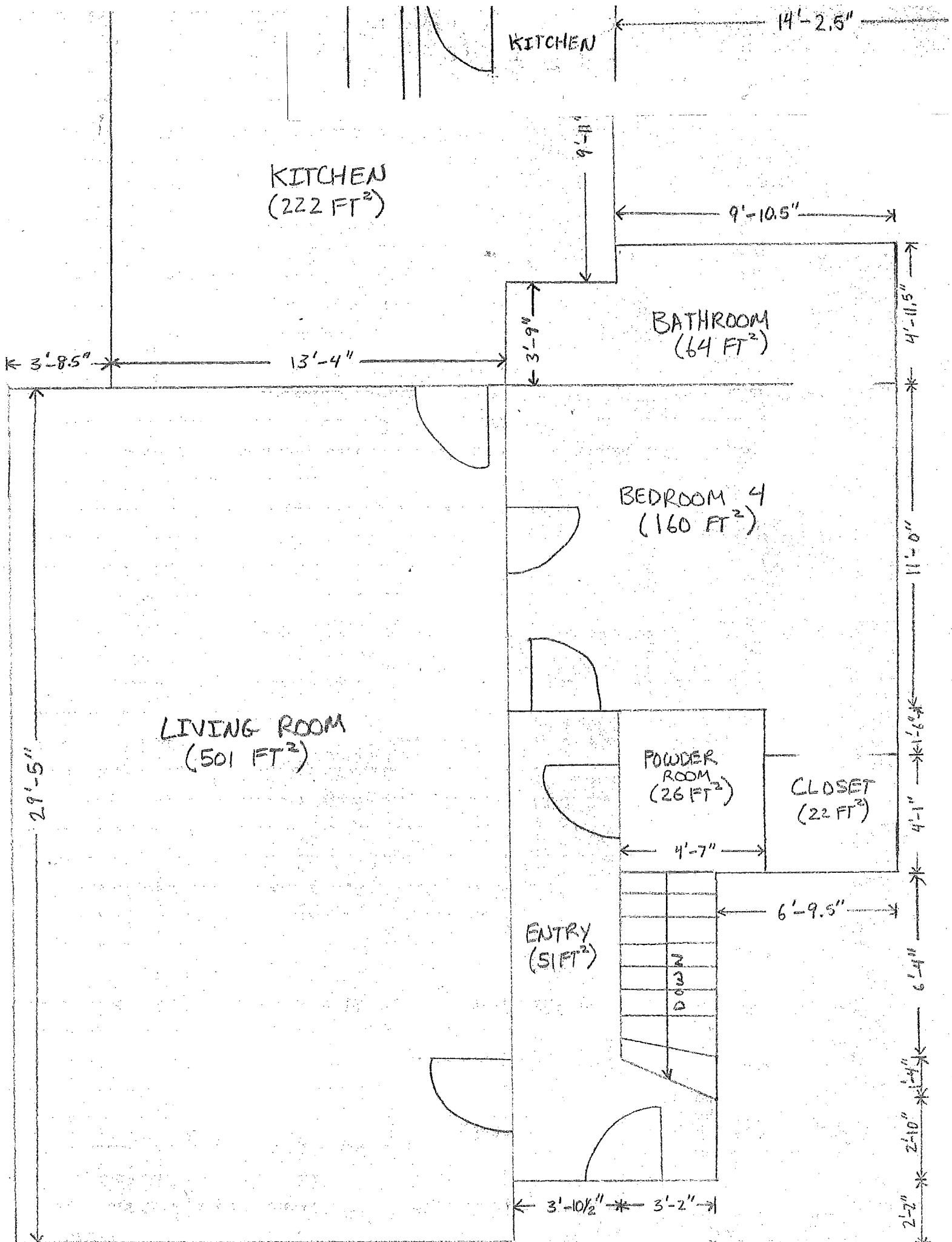


## LEGEND

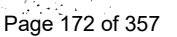
P3 - 9'x18' PARKING SPOT



SCALE:  $\frac{3}{8}" = 10'-0"$

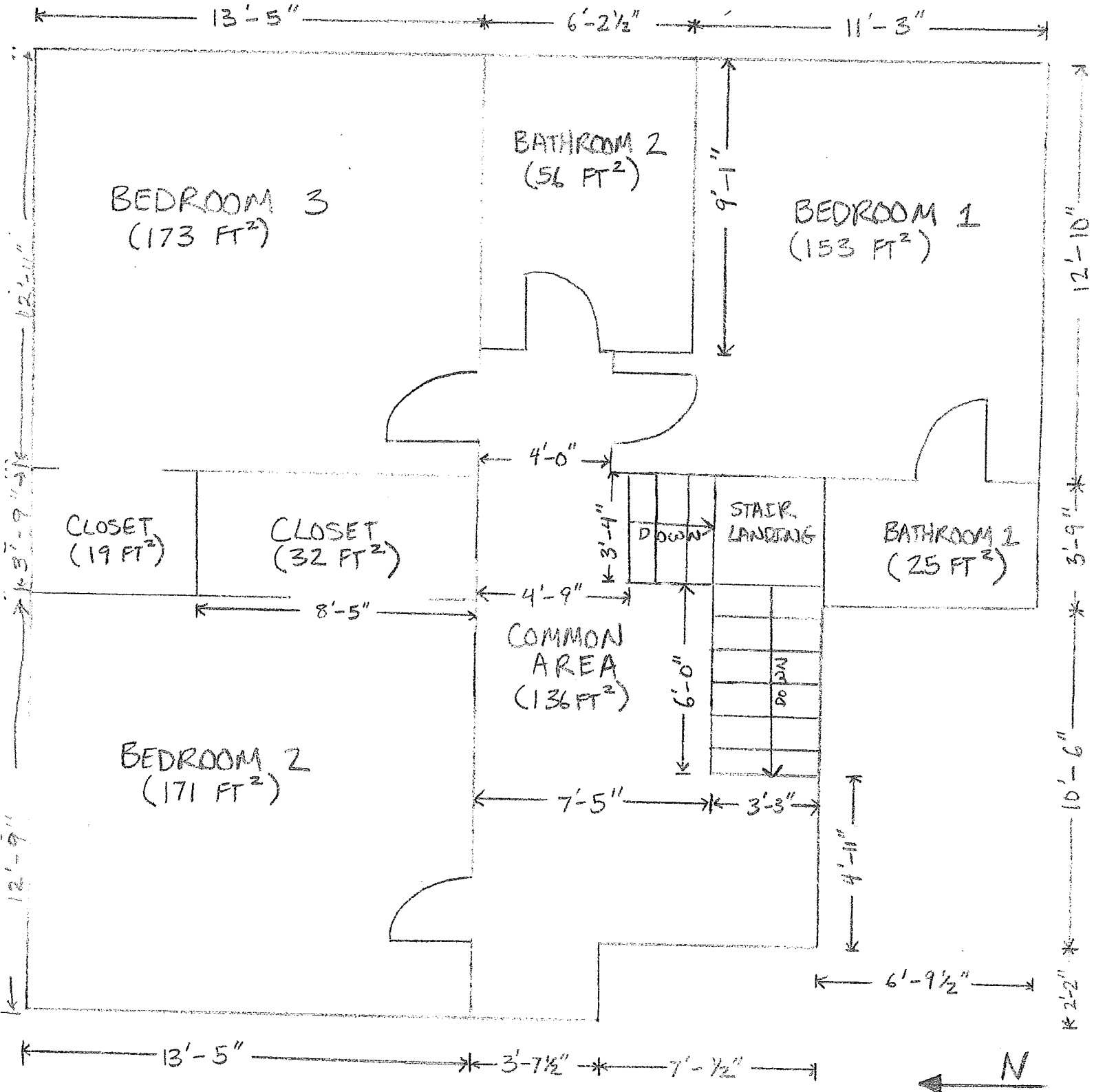


Scale =  $\frac{1}{4}'' = 1 \text{ foot}$



806 SE Davis Street  
McMinnville, OR 97128

Upstairs



Scale = 1/4" = 1 foot

# Neighborhood Meeting Notice

Purpose: To review the Conditional Land Use Application for a proposed Bed and Breakfast at 806 SE Davis Street

McMinnville, OR 97128

Date: January 17, 2019

Time: 6:30 P.M.

Location: McMinnville Public Library, Carnegie Room

225 NW Adams Street

McMinnville, OR 97128

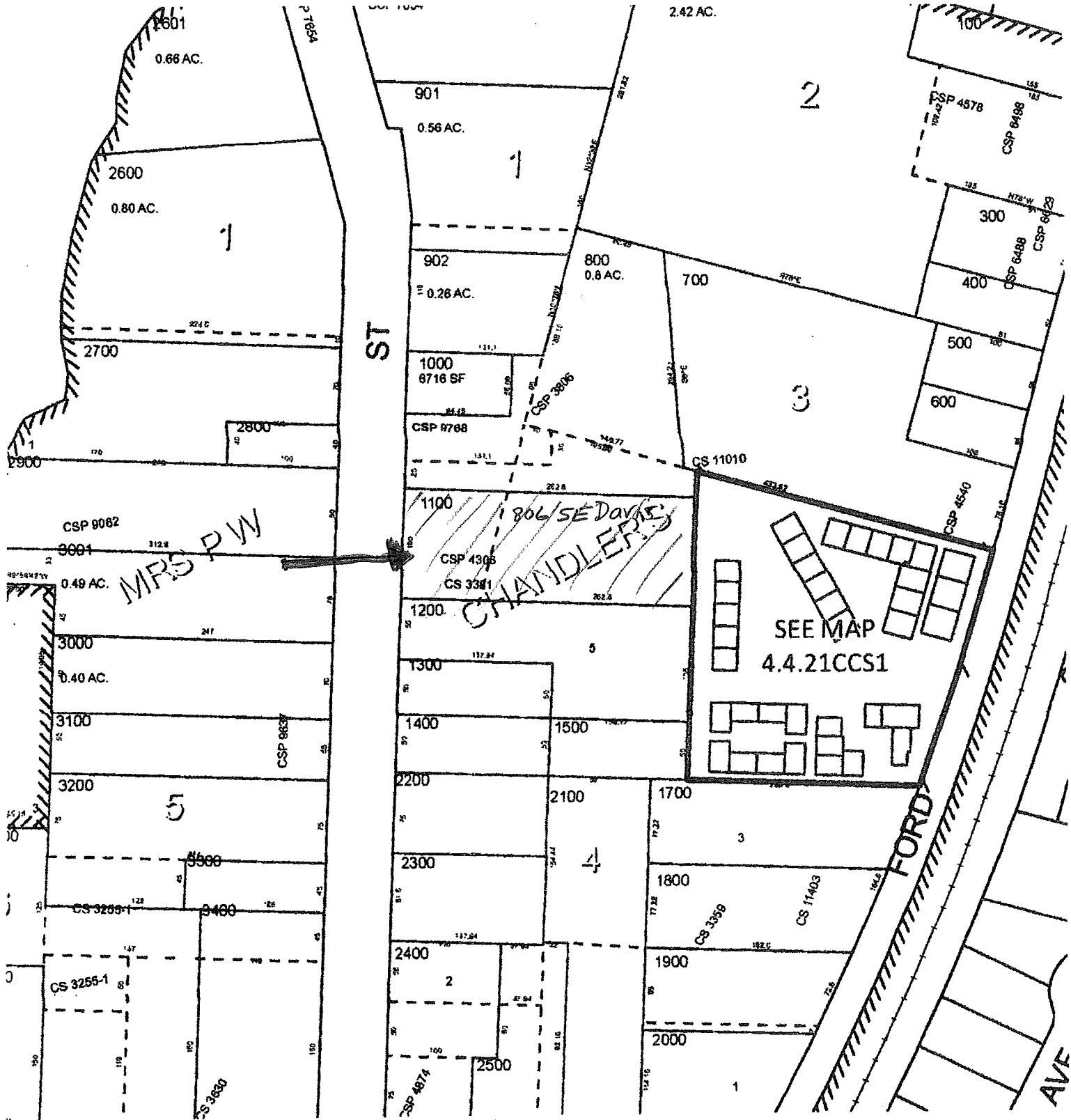
Note: The format of the neighborhood meeting will allow for residents and community members to have the opportunity to discuss the project with the applicant, ask questions, and address any concerns. All interested persons are welcomed to participate in the conversation on the proposal.

The proposed use is for a bed and breakfast with three or more guest rooms, serving six or more visitors. Off-street parking is sufficient per requirements. No changes will affect the esthetics of the property nor livability of the neighborhood. Attached please find a map, and site plan.

Contact: Katherine Jabuka, owner

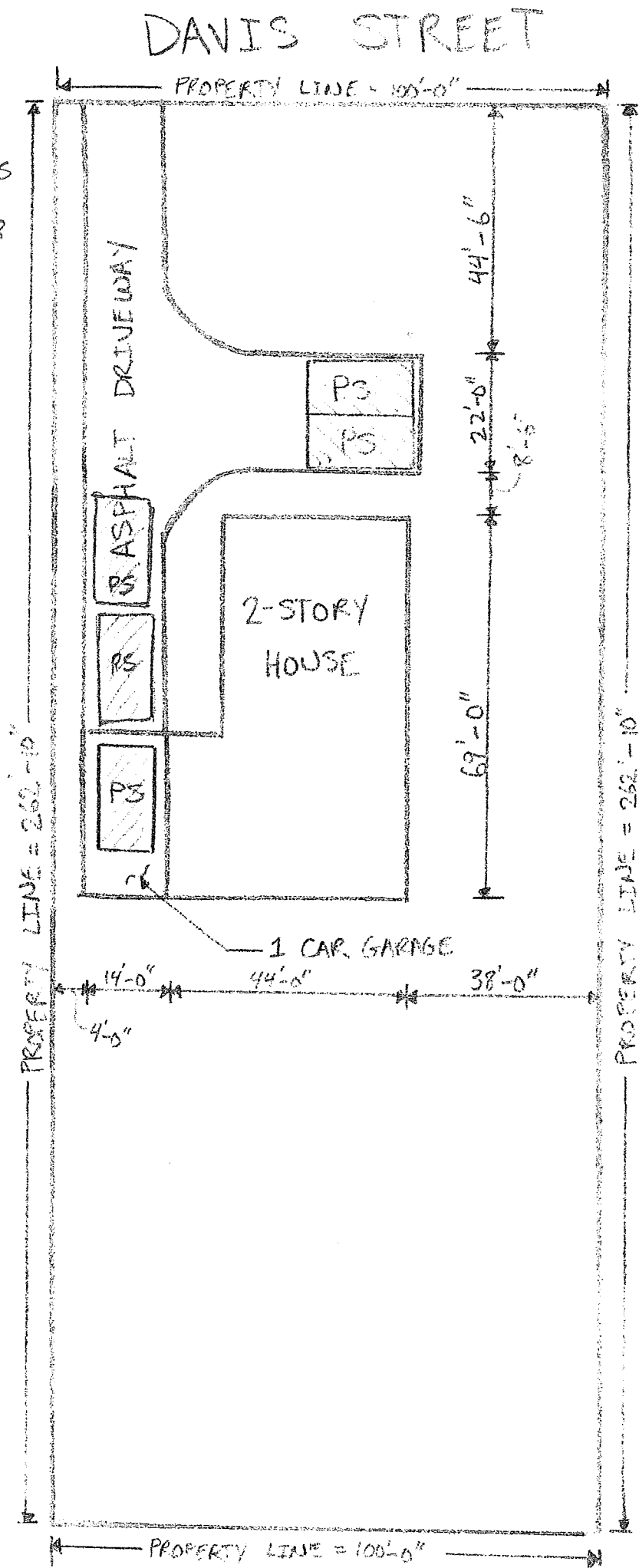
Phone: 310-702-9448





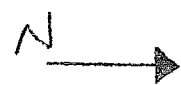
# Site Plan

806 S.E. Davis  
McMinnville  
OR 97128



## LEGEND

PS - 9'x18' PARKING SPOT



SCALE:  $\frac{3}{8}" = 10'-0"$



# NEIGHBORHOOD MEETING

## FUTURE LAND USE APPLICATION:

CONDITIONAL USE – BED AND BREAKFAST  
806 SE DAVIS STREET  
MCMINNVILLE, OR 97128

## DATE:

JANUARY 17, 2019

## TIME:

6:30PM

## MEETING LOCATION:

CARNEGIE ROOM  
MCMINNVILLE PUBLIC LIBRARY  
225 NW ADAMS ST, MCMINNVILLE, OR 97128

CONTACT NAME: KATHERINE JABUKA

CONTACT NUMBER: (310) 702-9448

PER REQUEST SECTION 17.72.095 OF MCMINNVILLE CITY CODE REQUIREMENTS



**NEIGHBORHOOD MEETING**

FOR THE 1998 ELECTIONS

DATE: \_\_\_\_\_

TIME: \_\_\_\_\_

LOCATION: \_\_\_\_\_

CONTACT: \_\_\_\_\_

FOR MORE INFORMATION, CONTACT:

NAME: \_\_\_\_\_

PHONE: \_\_\_\_\_

ADDRESS: \_\_\_\_\_











# Neighborhood Meeting Agenda

January 17, 2019 6:30PM

McMinnville Public Library, Carnegie Hall

1. Welcome *6:30 PM*
2. Introductions of attendees - *Guests: Shelly Sanderlin*  
- *Owner: Kathy & Ally Jahuka*
3. Purpose of the meeting - *Discussed adding 3rd & 4th Bedrooms to*  
*already permitted owner occupied short term rental.*
4. Major elements of the proposal  
*Went over printed overview of conditional permit*
5. Oral comments from community  
*- Concern about owner-occupied status*
6. Questions
7. Time to write any additional comments - *None*
8. Adjournment *7:00 PM*

Thank you for attending!

Notes:

Conditional Use Permit Neighborhood Meeting Notes and Comments  
January 17, 2019, 6:30 PM  
McMinnville Public Library, Carnegie Room

Oral and Written Comments

*Guest was concerned about the property being owner-occupied or not.*

Summary of any revisions made to the proposal based on comments received at the meeting.

*No revisions made to the proposal.*



Neighborhood Meeting for Conditional Use Application for  
806 SE Davis Street, McMinnville, OR 97128

January 17, 2019 6:30 PM

## Sign In Please

Name

Address

Shelly Sanderlin

1005 SE Davis McM



# NEIGHBORHOOD MEETING

## FUTURE LAND USE APPLICATION:

Conditional Use -  
Bed & Breakfast  
806 S.E. Davis St. McMinnville, OR

DATE:

January 17, 2019

TIME:

6:30 PM

## MEETING LOCATION:

Carnegie Room  
McMinnville Public Library  
225 NW Adams St.  
McMinnville, OR 97128

CONTACT NAME: Kathy Jabuka

CONTACT NUMBER: 310-702-9448

PER REQUEST OF SECTION 17.72.095 OF MCMINNVILLE CITY CODE REQUIREMENTS

## Neighborhood Meeting Agenda

January 17, 2019 6:30PM

McMinnville Public Library, Carnegie Hall

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3. Purpose of the meeting
4. Major elements of the proposal
5. Oral comments from community
6. Questions
7. Time to write any additional comments
8. Adjournment

Thank you for attending!

Notes:

Comments:

Name \_\_\_\_\_ Address \_\_\_\_\_

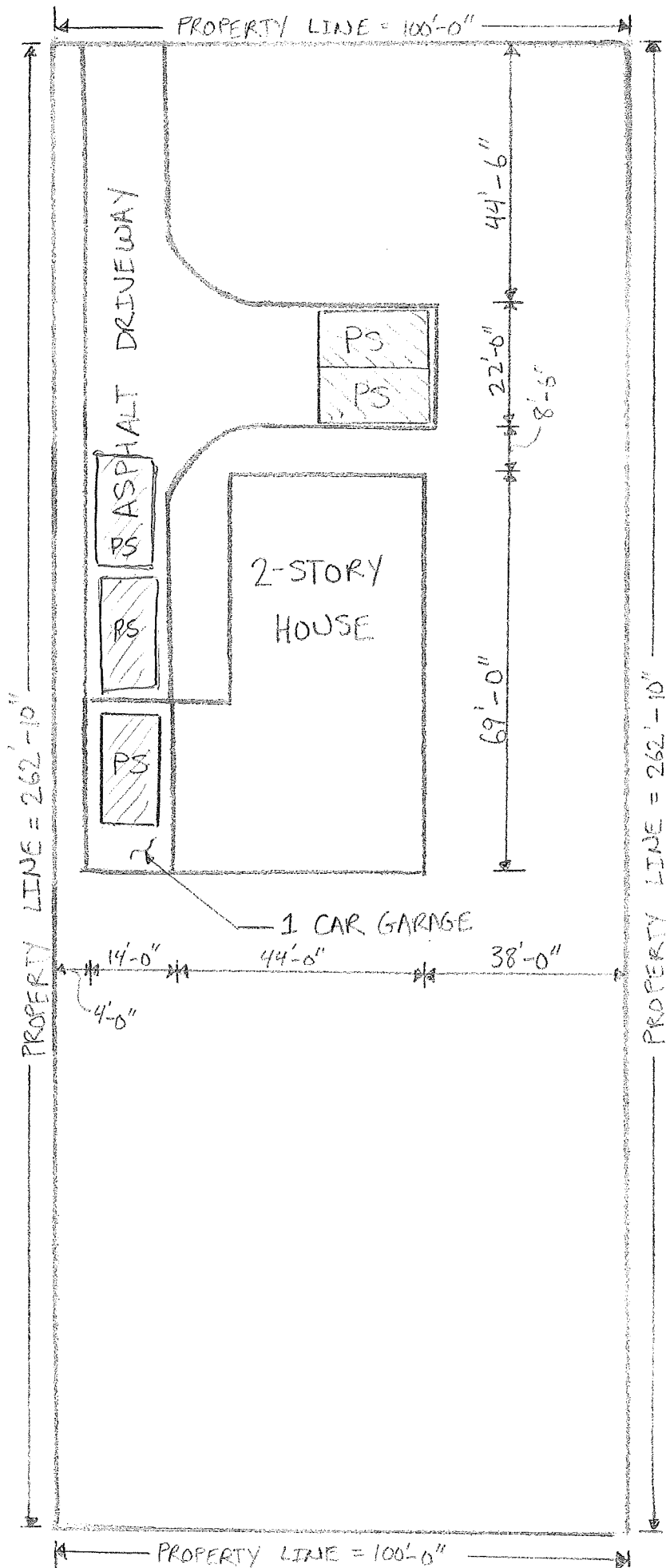
\_\_\_\_\_

Comments:

Name \_\_\_\_\_ Address \_\_\_\_\_

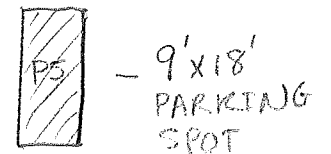
# SITE PLAN

DAVIS STREET



806 SE DAVIS ST.  
MC MINNIEVILLE, OR  
97128

## LEGEND



SCALE:  $\frac{3}{8}" = 10'-0"$

## **Key points of the Proposal**

The nature of this request is to operate a Bed and Breakfast establishment in the home at 806 SE Davis Street, McMinnville, OR 97128.

The conditional use permit will allow three or more guest sleeping rooms, that are available in the home, to be used as a part of the bed and breakfast.

The restored home is in an R-4 residentially designated site. It will be used as a bed and breakfast inn, providing the guests a first-hand opportunity to stay in a site of local significance. Located across from Linfield College, the original owner of the home, Latourrette, was one of the founding fathers of the college. The home is just a short walk (¼ mile) to the downtown area of McMinnville, and will allow guests easy access to the wide variety of businesses located on Third Street and beyond. This bed and breakfast will service the college and downtown area with revenue producing visitors.

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The property is able to handle required parking with no modifications to the existing driveway or on-site parking spaces. No street parking is needed, thus no impact on street congestion. There will be no impact to the abutting properties or the surrounding area compared to if the the property was designated as "not conditional".

The existing house is a farmhouse-styled building. No changes will be made to home that would modify the quality of the aesthetics.

No modifications are needed to the environment, topography, or vegetation for the proposed use.

The use of the home as a bed and breakfast will not artificially change the property value for speculative purposes, nor create any inappropriate opportunities.



0	STOKES DEVIN B	813 SE DAVIS ST	MCMINNVILLE OR	97128
X	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
0	FRICKE ERIC C & PEGGY L	PO BOX 1240	MCMINNVILLE OR	97128
0	ROMASCO MICHAEL A	2361 NW ANTHONY CT	MCMINNVILLE OR	97128
0	KIGER DYLAN S &	2578 NW MERLOT DR	MCMINNVILLE OR	97128
	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
0	SMITH ROLAND L	PO BOX 1081	WRIGHTWOOD CA	92397
X	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
0	JOSSY APRIL J REVOCABLE TRUST	PO BOX 414	NORTH PLAINS OR	97133
0	BAREFOOT DAVIS II LLC	PO BOX 3993	TUALATIN OR	97062
0	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
0	PLANNING DEPARTMENT	231 NE 5TH ST	MCMINNVILLE OR	97128

43	R4421CC03001	813 SE DAVIS ST	STOKES DEVIN B
44	R4421CC90303	959 SE FORD ST	TRADESMAN COMPANY LLC
45	R4421CC03100	927 SE DAVIS ST	FRICKE ERIC C & PEGGY L
46	R4421CC01700	1033 SE FORD ST	ROMASCO MICHAEL A
47	R4421CC01300	926 SE DAVIS ST	KIGER DYLAN S &
48	R4421CC90203	967 SE FORD ST	TRADESMAN COMPANY LLC
49	R4421CC90701	921 SE FORD ST	TRADESMAN COMPANY LLC
50	R4421CC91501	943 SE FORD ST	TRADESMAN COMPANY LLC
51	R4421CC90204	965 SE FORD ST	TRADESMAN COMPANY LLC
52	R4421CC90604	929 SE FORD ST	TRADESMAN COMPANY LLC
53	R4421CC02800	745 SE DAVIS ST	SMITH ROLAND L
54	R4421CC90201	971 SE FORD ST	TRADESMAN COMPANY LLC
55	R4421CC00800	802 SE DAVIS ST	JOSSY APRIL J REVOCABLE TRUST
56	R4421CC00902	728 SE DAVIS ST	BAREFOOT DAVIS II LLC
57	R4421CC90104	975 SE FORD ST	TRADESMAN COMPANY LLC
			CITY OF MCMINNVILLE

Attn:	Mailing Address	City State	Zip
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
• DECHATELET EDWARD L	731 SE DAVIS ST	MCMINNVILLE OR	97128
• PERALTA SALVADOR &	925 SE DAVIS ST	MCMINNVILLE OR	97128
• FORTUNE MICHAEL & LINDA D	930 SE DAVIS ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
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X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
• FRIBERG TWILA M	715 SE DAVIS ST	MCMINNVILLE OR	97128
X WHITE DOUGLAS N & JANIS M	808 SE DAVIS ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X JABUKA KATHERINE L	806 SE DAVIS ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
• WHITE DOUGLAS N & JANIS M	808 SE DAVIS ST	MCMINNVILLE OR	97128
• DELTA RHO OF PI KAPPA	1300 SW 5TH AVE STE 2300	PORTLAND OR	97201
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
• SANDERLIN SHELLEY G	1005 SE DAVIS ST	MCMINNVILLE OR	97128
• BICKELL JASON L &	801 SE DAVIS ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
• TERRA-TEMPO COMDOMINIUM	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
• FORD STREET LLC 50%	6105 SW MACADAM AVE	PORTLAND OR	97239
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
• HENKLE THOMAS, R TRUSTEE	PO BOX 130	CARLTON OR	97111
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X FRICKE ERIC C & PEGGY L	PO BOX 1240	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
X TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
• ALLENE-HENNING JILL M	825 SE FORD ST	MCMINNVILLE OR	97128

• = mailed Notice  
X = duplicate recipient

Map No.	Tax Lot	Site Address	Owner
1	R4421CC90602	925 SE FORD ST	TRADESMAN COMPANY LLC
2	R4421CC90202	969 SE FORD ST	TRADESMAN COMPANY LLC
3	R4421CC92504	947 SE FORD ST	TRADESMAN COMPANY LLC
4	R4421CC02700	731 SE DAVIS ST	DECHATELET EDWARD L
5	R4421CC03000	925 SE DAVIS ST	PERALTA SALVADOR &
6	R4421CC02200	930 SE DAVIS ST	FORTUNE MICHAEL & LINDA D
7	R4421CC92501	953 SE FORD ST	TRADESMAN COMPANY LLC
8	R4421CC90708	907 SE FORD ST	TRADESMAN COMPANY LLC
9	R4421CC92502	951 SE FORD ST	TRADESMAN COMPANY LLC
10	R4421CC90606	933 SE FORD ST	TRADESMAN COMPANY LLC
11	R4421CC90704	915 SE FORD ST	TRADESMAN COMPANY LLC
12	R4421CC90401	939 SE FORD ST	TRADESMAN COMPANY LLC
13	R4421CC90302	957 SE FORD ST	TRADESMAN COMPANY LLC
14	R4421CC02600	715 SE DAVIS ST	FRIBERG TWILA M
15	R4421CC01500	810 SE DAVIS ST	WHITE DOUGLAS N & JANIS M
16	R4421CC90103	977 SE FORD ST	TRADESMAN COMPANY LLC
17	R4421CC91502	941 SE FORD ST	TRADESMAN COMPANY LLC
18	R4421CC01100	806 SE DAVIS ST	JABUKA KATHERINE L
19	R4421CC90102	979 SE FORD ST	TRADESMAN COMPANY LLC
20	R4421CC90603	927 SE FORD ST	TRADESMAN COMPANY LLC
21	R4421CC01200	808 SE DAVIS ST	WHITE DOUGLAS N & JANIS M
22	R4421CC02100	435 SE COLLEGE AVE	DELTA RHO OF PI KAPPA
23	R4421CC90304	961 SE FORD ST	TRADESMAN COMPANY LLC
24	R4421CC03200	1005 SE DAVIS ST	SANDERLIN SHELLY G
25	R4421CC02900	801 SE DAVIS ST	BICKELL JASON L &
26	R4421CC90706	911 SE FORD ST	TRADESMAN COMPANY LLC
27	R4421CC90000	963 SE FORD ST	TERRA-TEMPO COMDOMINIUM
28	R4421CC90702	919 SE FORD ST	TRADESMAN COMPANY LLC
29	R4421CC90601	923 SE FORD ST	TRADESMAN COMPANY LLC
30	R4421CC90301	955 SE FORD ST	TRADESMAN COMPANY LLC
31	R4421CC00700	855 SE FORD ST	FORD STREET LLC 50%
32	R4421CC90101	981 SE FORD ST	TRADESMAN COMPANY LLC
33	R4421CC90402	937 SE FORD ST	TRADESMAN COMPANY LLC
34	R4421CC01000	748 SE DAVIS ST	HENKLE THOMAS R TRUSTEE
35	R4421CC90605	931 SE FORD ST	TRADESMAN COMPANY LLC
36	R4421CC01400	928 SE DAVIS ST	FRICKE ERIC C & PEGGY L
37	R4421CC90707	909 SE FORD ST	TRADESMAN COMPANY LLC
38	R4421CC92505	945 SE FORD ST	TRADESMAN COMPANY LLC
39	R4421CC90705	913 SE FORD ST	TRADESMAN COMPANY LLC
40	R4421CC92503	949 SE FORD ST	TRADESMAN COMPANY LLC
41	R4421CC90703	917 SE FORD ST	TRADESMAN COMPANY LLC
42	R4421CC00600	855 SE FORD ST	ALLENE-HENNING JILL M



PLANNING DEPARTMENT, 231 NE Fifth Street, McMinnville, Oregon 97128  
[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

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**PUBLIC HEARING NOTICE  
PLANNING COMMISSION REVIEW OF A  
CONDITIONAL USE PERMIT REQUEST  
FOR A BED AND BREAKFAST ESTABLISHMENT  
806 SE DAVIS STREET**

NOTICE IS HEREBY GIVEN that an application for a Conditional Use Permit has been submitted to the McMinnville Planning Department. The purpose of this notice is to provide an opportunity for surrounding property owners to submit comments regarding the application or to attend the public meeting of the Planning Commission where this request will be reviewed and a public hearing will be held. Please contact Tom Schauer with any questions at 503-474-5108, or [tom.schauer@mcminnvilleoregon.gov](mailto:tom.schauer@mcminnvilleoregon.gov).

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**DOCKET NUMBER:** CU 1-19 (Conditional Use)

**REQUEST:** Application for a Conditional Use Permit to operate a bed and breakfast establishment within an existing home. The property is currently approved for a resident-occupied short-term rental, which allows no more than two guest sleeping rooms. A Conditional Use Permit for a bed and breakfast establishment would authorize three or more guest sleeping rooms. The applicant is requesting approval for up to four guest sleeping rooms within the existing home.

**APPLICANT:** Katherine Jabuka

**SITE LOCATION(S):** 806 SE Davis Street (see attached map)

**MAP & TAX LOT(S):** R4421CC01100

**ZONE(S):** R-4 (Multi-Family Residential)

**MMC REQUIREMENTS:** McMinnville City Code (MMC), Section 17.21.020(Q) Bed and Breakfast Requirements, and Section 17.74.030 Authorization (Criteria) to Grant or Deny Conditional Use

**NOTICE DATE:** March 1, 2019

**PUBLIC HEARING DATE:** March 21, 2019 at 6:30 P.M.

**HEARING LOCATION:** McMinnville Civic Hall Building  
200 NE 2<sup>nd</sup> Street, McMinnville, OR, 97128

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**Proceedings:** A staff report will be provided at least seven days before the public hearing. The Planning Commission will conduct a public hearing, take testimony, and then make a decision to either approve, approve with conditions, or deny the application based on the applicable criteria.

Persons are hereby invited to attend the McMinnville Planning Commission hearing to observe the proceedings, and to register any statements in person, by attorney, or by mail to assist the McMinnville Planning Commission in making a decision. Should you wish to submit comments or



testimony on this application prior to the public meeting, please call the Planning Department office at (503) 434-7311, forward them by mail to 231 NE 5<sup>th</sup> Street, McMinnville, OR 97128, or by email to [tom.schauer@mcminnvilleoregon.gov](mailto:tom.schauer@mcminnvilleoregon.gov).

The decision-making criteria, application, and records concerning this matter are available in the McMinnville Planning Department office at 231 NE 5<sup>th</sup> Street, McMinnville, Oregon during working hours and on the Planning Department's portion of the City of McMinnville webpage at [www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov).

**Appeal:** Failure to raise an issue in person or by letter prior to the close of the public hearing with sufficient specificity precludes appeal to the Land Use Board of Appeals (LUBA) on that issue.

The failure of the applicant to raise constitutional or other issues relating to proposed conditions of approval with sufficient specificity to allow the Commission to respond to the issue precludes an action for damages in circuit court.

The meeting site is accessible to handicapped individuals. Assistance with communications (visual, hearing) must be requested 24 hours in advance by contacting the City Manager (503) 434-7405 – 1-800-735-1232 for voice, or TDY 1-800-735-2900.

## **REVIEW CRITERIA & STANDARDS:**

### **MMC, Section 17.74.030 Authorization to Grant or Deny Conditional Use**

A conditional use listed in this ordinance shall be permitted, altered or denied in accordance with the standards and procedures of this chapter. In the case of a use existing prior to the effective date of this ordinance and classified in this ordinance as a conditional use, a change in the use or in lot area, or an alteration of any structure shall conform to the requirements for conditional uses. In judging whether or not a conditional use proposal shall be approved or denied, the Planning Commission shall weigh its appropriateness and desirability or the public convenience or necessity to be served against any adverse conditions that would result from authorizing the particular development at the location proposed and, to approve such use, shall find that the following criteria are either met, can be met by observance of conditions, or are not applicable:

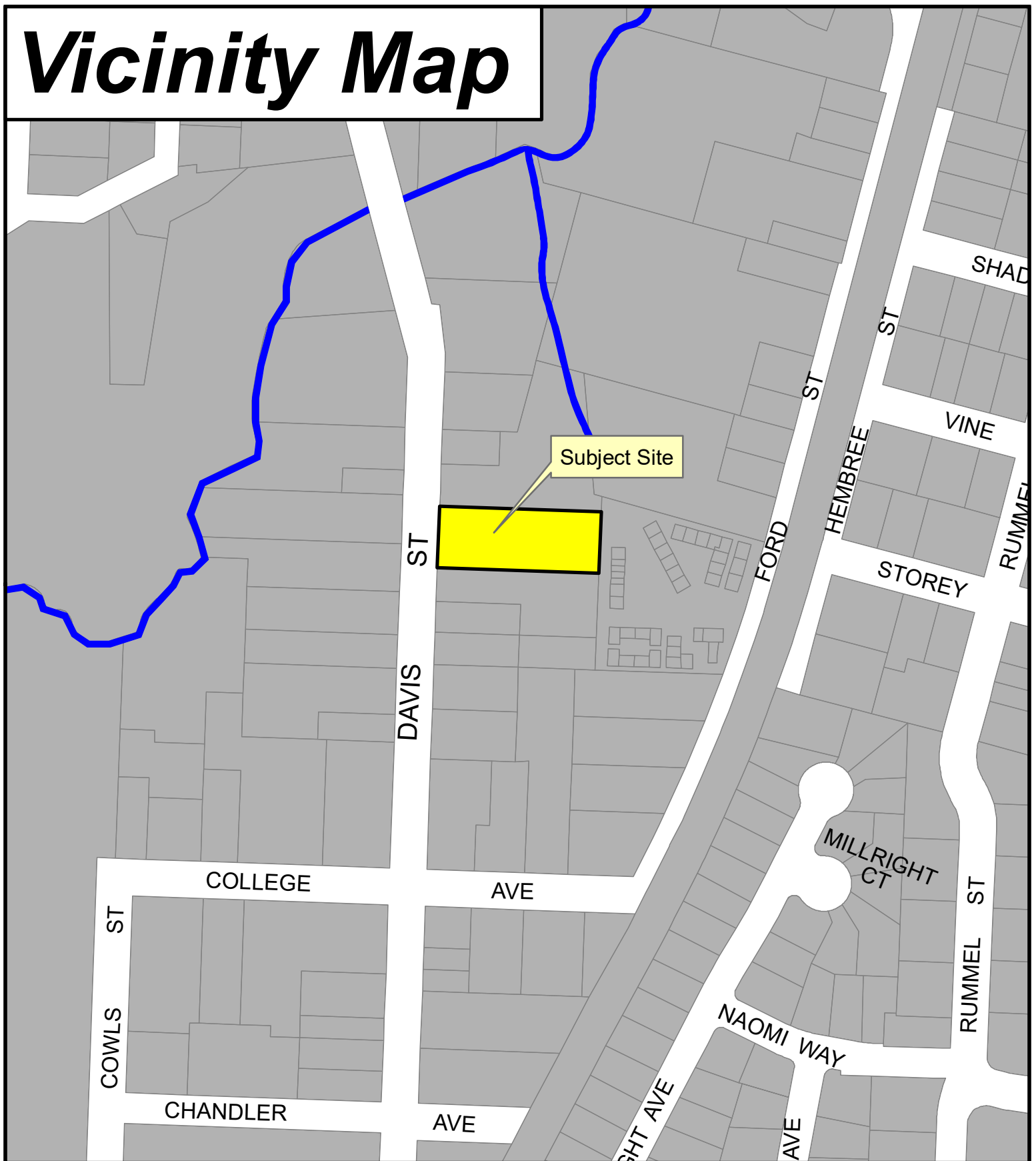
- A. The proposal will be consistent with the Comprehensive Plan and the objectives of the zoning ordinance and other applicable policies of the City;
- B. That the location, size, design, and operating characteristics of the proposed development are such that it can be made reasonably compatible with and have minimal impact on the livability or appropriate development of abutting properties and the surrounding neighborhood, with consideration to be given to harmony in scale, bulk, coverage, and density; to the availability of public facilities and utilities; to the generation of traffic and the capacity of surrounding streets; and to any other relative impact of the development;
- C. That the development will cause no significant adverse impact on the livability, value, or appropriate development of abutting properties of the surrounding area when compared to the impact of permitted development that is not classified as conditional;
- D. The location and design of the site and structures for the proposal will be as attractive as the nature of the use and its setting warrants;
- E. The proposal will preserve environmental assets of particular interest to the community;
- F. The applicant has a bona fide intent and capability to develop and use the land as proposed and has no inappropriate purpose for submitting the proposal, such as to artificially alter property values for speculative purposes.

Per Section 17.74.040, in permitting a new conditional use, the Planning Commission may impose conditions which it finds necessary to avoid a detrimental environmental impact and to otherwise protect the best interest of the surrounding area or the community as a whole.

### **MMC, Section 17.21.020. Conditional Uses in the R-4 Zone**

Bed and Breakfast Establishments authorized as a conditional use in the R-4 zone are subject to the standards in Section 17.21.020(Q).

# Vicinity Map





## CU 1-19

Map No.	Tax Lot	Site Address	Owner	Attn:	Mailing Address	City State	Zip
1	R4421CC90602	925 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
2	R4421CC90202	969 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
3	R4421CC92504	947 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
4	R4421CC02700	731 SE DAVIS ST	DECHATELET EDWARD L	DECHATELET EDWARD L	731 SE DAVIS ST	MCMINNVILLE OR	97128
5	R4421CC03000	925 SE DAVIS ST	PERALTA SALVADOR &	PERALTA SALVADOR &	925 SE DAVIS ST	MCMINNVILLE OR	97128
6	R4421CC02200	930 SE DAVIS ST	FORTUNE MICHAEL & LINDA D	FORTUNE MICHAEL & LINDA D	930 SE DAVIS ST	MCMINNVILLE OR	97128
7	R4421CC92501	953 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
8	R4421CC90708	907 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
9	R4421CC92502	951 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
10	R4421CC90606	933 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
11	R4421CC90704	915 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
12	R4421CC90401	939 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
13	R4421CC90302	957 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
14	R4421CC02600	715 SE DAVIS ST	FRIBERG TWILA M	FRIBERG TWILA M	715 SE DAVIS ST	MCMINNVILLE OR	97128
15	R4421CC01500	810 SE DAVIS ST	WHITE DOUGLAS N & JANIS M	WHITE DOUGLAS N & JANIS M	808 SE DAVIS ST	MCMINNVILLE OR	97128
16	R4421CC91502	941 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
18	R4421CC90102	979 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
19	R4421CC90603	927 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
20	R4421CC01200	808 SE DAVIS ST	WHITE DOUGLAS N & JANIS M	WHITE DOUGLAS N & JANIS M	808 SE DAVIS ST	MCMINNVILLE OR	97128
21	R4421CC02100	435 SE COLLEGE AVE	DELTA RHO OF PI KAPPA	DELTA RHO OF PI KAPPA	1300 SW 5TH AVE STE 2300	PORTLAND OR	97201
22	R4421CC90304	961 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
23	R4421CC03200	1005 SE DAVIS ST	SANDERLIN SHELLY G	SANDERLIN SHELLY G	1005 SE DAVIS ST	MCMINNVILLE OR	97128
24	R4421CC02900	801 SE DAVIS ST	BICKELL JASON L &	BICKELL JASON L &	801 SE DAVIS ST	MCMINNVILLE OR	97128
25	R4421CC90706	911 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
26	R4421CC90000	963 SE FORD ST	TERRA-TEMPO COMDOMINIUM	TERRA-TEMPO COMDOMINIUM	963 SE FORD ST	MCMINNVILLE OR	97128
27	R4421CC90702	919 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
28	R4421CC90601	923 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
29	R4421CC90301	955 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
30	R4421CC00700	855 SE FORD ST	FORD STREET LLC 50%	FORD STREET LLC 50%	6105 SW MACADAM AVE	PORTLAND OR	97239

Date Sent 3/1/19  
Sent By SA

## CU 1-19

Map No.	Tax Lot	Site Address	Owner	Attn:	Mailing Address	City State	Zip
31	R4421CC90101	981 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
32	R4421CC90402	937 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
33	R4421CC01000	748 SE DAVIS ST	HENKLE THOMAS R TRUSTEE	HENKLE THOMAS R TRUSTEE	PO BOX 130	CARLTON OR	97111
34	R4421CC90605	931 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
35	R4421CC01400	928 SE DAVIS ST	FRICKE ERIC C & PEGGY L	FRICKE ERIC C & PEGGY L	PO BOX 1240	MCMINNVILLE OR	97128
36	R4421CC90707	909 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
37	R4421CC92505	945 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
38	R4421CC90705	913 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
39	R4421CC92503	949 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
40	R4421CC90703	917 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
41	R4421CC90103	977 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
42	R4421CC00600	855 SE FORD ST	ALLENE-HENNING JILL M	ALLENE-HENNING JILL M	825 SE FORD ST	MCMINNVILLE OR	97128
43	R4421CC03100	927 SE DAVIS ST	FRICKE ERIC C & PEGGY L	FRICKE ERIC C & PEGGY L	PO BOX 1240	MCMINNVILLE OR	97128
44	R4421CC01700	1033 SE FORD ST	ROMASCO MICHAEL A	ROMASCO MICHAEL A	2361 NW ANTHONY CT	MCMINNVILLE OR	97128
45	R4421CC03001	813 SE DAVIS ST	STOKES DEVIN B	STOKES DEVIN B	813 SE DAVIS ST	MCMINNVILLE OR	97128
46	R4421CC01300	926 SE DAVIS ST	KIGER DYLAN S &	KIGER DYLAN S &	2578 NW MERLOT DR	MCMINNVILLE OR	97128
47	R4421CC90203	967 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
48	R4421CC90701	921 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
49	R4421CC91501	943 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
50	R4421CC90201	971 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
51	R4421CC90303	959 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
52	R4421CC90204	965 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
53	R4421CC90604	929 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
54	R4421CC02800	745 SE DAVIS ST	SMITH ROLAND L	SMITH ROLAND L	PO BOX 1081	WRIGHTWOOD CA	92397
55	R4421CC00800	802 SE DAVIS ST	JOSSY APRIL J REVOCABLE TRUST	JOSSY APRIL J REVOCABLE TRUST	PO BOX 414	NORTH PLAINS OR	97133
56	R4421CC00902	728 SE DAVIS ST	BAREFOOT DAVIS II LLC	BAREFOOT DAVIS II LLC	PO BOX 3993	TUALATIN OR	97062
57	R4421CC90104	975 SE FORD ST	TRADESMAN COMPANY LLC	TRADESMAN COMPANY LLC	963 SE FORD ST	MCMINNVILLE OR	97128
Owner	R4421CC01100	806 SE DAVIS ST	JABUKA KATHERINE L	JABUKA KATHERINE L	806 SE DAVIS ST	MCMINNVILLE OR	97128

Date Sent 3/1/19  
Sent By 88

## EXHIBIT 3 - STAFF REPORT

**DATE:** March 21, 2019  
**TO:** McMinnville Planning Commission  
**FROM:** Chuck Darnell, Senior Planner  
**SUBJECT:** G 1-19: Comprehensive Plan Text Amendments – Great Neighborhood Principles

### STRATEGIC PRIORITY & GOAL:



### GROWTH & DEVELOPMENT CHARACTER

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

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

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### Report in Brief:

This is a legislative hearing to consider proposed text amendments to the McMinnville Comprehensive Plan pertaining to the incorporation of Great Neighborhood Principles into the City's land use planning program.

The City of McMinnville is proposing to amend Chapter IX (Urbanization) of the Comprehensive Plan by adding a new section titled "Great Neighborhood Principles" to the chapter, which would be inserted under the overarching Goal IX 2, which is "To establish a land use planning framework for application of the goals, policies, and proposals of the McMinnville Comprehensive Plan". This new section of Chapter IX (Urbanization) would include policies and proposals related to the Great Neighborhood Principles.

### Background:

The McMinnville Planning Commission's 2017-2019 Work Plan included the Great Neighborhood Principles (GNP) project as a long-range planning work product. Staff initiated the GNP project in August 2018 by forming a Project Advisory Committee (PAC) and Technical Advisory Committee (TAC) to provide guidance for staff and to oversee the completion of the project. Four PAC meetings were held between September 2018 and January 2019 to oversee the project process. The first meeting was a kick-off meeting in September 2018, introducing the PAC members to the project and providing an opportunity for small-group discussion and idea sharing on potential GNPs. The second meeting was held in October 2018 and focused on the PAC review and approval of the public engagement plan for the GNP project.

The public engagement portion of the project was then completed during October and November of 2018. In order to solicit as much public input as possible, staff and the PAC decided on a variety of formats for information sharing and public engagement, including social media posts, social media polls, an online survey, placement of hard copies of the survey in various locations around the city, a public open house, and presentations to service organizations in McMinnville. The survey was the most successful method in generating public input and feedback on the project. Overall, 334 survey responses were provided. Of those responses, 292 were provided online in English, 5 were provided online in Spanish, and 37 were provided as hard copies in English.

Following the public engagement process, the PAC met for their third meeting in December 2018 to review the survey results and other public engagement results, and identified key takeaways from the survey results to incorporate into the GNPs. The PAC then directed staff to draft Comprehensive Plan text amendments that would incorporate the GNPs into the Comprehensive Plan, and to bring those draft text amendments back to the PAC for review.

Staff prepared and presented draft Comprehensive Plan text amendments to the PAC at their January 2019 meeting. The PAC reviewed the draft amendments, and with a few minor edits, recommended that they be forwarded on to the Planning Commission for review and consideration.

The Planning Commission held a work session on February 21, 2019, and reviewed the draft amendments recommended by the PAC. The Planning Commission was supportive of the recommended language from the PAC, so staff initiated the formal review process for the Comprehensive Plan Text Amendments.

Notice of the proposal was published in the newspaper and circulated for agency comment. No comments were received.

### **Discussion:**

The proposal is substantially the same as the draft amendments discussed at the Planning Commission work session. However, there are a few changes based on discussions and recommendations from the Planning Commission during the work session discussion. One additional policy was added to the introductory policies, which is identified as Policy 187.30, to include language on how the Great Neighborhood Principles would be applied in all areas of the city to ensure equitable access to a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood for all McMinnville citizens. The Planning Commission may note that the terms egalitarian and inclusive were also added to the description of neighborhoods to better include equity as a desired outcome of the Great Neighborhood Principles. Also, there was a change to Policy 187.20 from the version of the text amendments reviewed at the work session to state that the Great Neighborhood Principles, when applied together as an integrated and assembled approach to neighborhood design and development, would create a neighborhood that supports today's technology and can accommodate future technology. A new Proposal (Proposal 47.00) was also added to this effect, to include an action for the City to continue to evaluate future technology and its impacts on neighborhood design.

Finally, a couple of amendments were made to Principle 6 (Connected Streets) to state that streets would be designed to connect with the "existing and future street network", and also that streets shall be designed to encourage more bicycle, pedestrian, and transit mobility with a goal of less reliance on vehicular mobility. This amendment was included in response to the Planning Commission's desire to include language related to neighborhoods being designed in a manner which allows for vehicle ownership to be optional and not necessary for transportation.

The full version of the proposed text amendments are attached to this staff report in the draft decision document. However, a brief summary of the proposed text amendments is provided below.

The Great Neighborhood Principles (GNP) have been drafted as a set of policies and proposals to fit within the existing format of the McMinnville Comprehensive Plan. These include proposed Policies 187.10, 187.20, 187.30, and 187.40, which introduce and describe the purpose and function of the GNPs. Proposed Policy 187.50 then lists the GNPs, which are proposed to be as follows:

1. Natural Feature Preservation. Great Neighborhoods are sensitive to the natural conditions and features of the land.
2. Scenic Views. Great Neighborhoods preserve scenic views in areas that everyone can access.
3. Parks and Open Spaces. Great Neighborhoods have open and recreational spaces to walk, play, gather, and commune as a neighborhood.
4. Pedestrian Friendly. Great Neighborhoods are pedestrian friendly for people of all ages and abilities.
5. Bike Friendly. Great Neighborhoods are bike friendly for people of all ages and abilities.
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.
7. Accessibility. Great Neighborhoods are designed to be accessible and allow for ease of use for people of all ages and abilities.
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.
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.
10. Urban-Rural Interface. Great Neighborhoods complement adjacent rural areas and transition between urban and rural uses.
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.
12. Housing Variety. Great Neighborhoods have a variety of building forms and architectural variety to avoid monoculture 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: [...]

Each GNP is followed by language that is intended to provide more specific direction on how to achieve each individual principle. This language that provides direction on achieving each principle was drafted largely out of feedback provided throughout the public outreach process, and during dialogues and discussions with the Project Advisory Committee.

**Fiscal Impact:**

None.

**Commission Options:**

- 1) Close the public hearing and forward a recommendation of **APPROVAL** to the McMinnville City Council, per the decision document provided which includes the findings of fact.
- 2) **CONTINUE** the public hearing to a specific date and time.
- 3) Close the public hearing, but **KEEP THE RECORD OPEN** for the receipt of additional written testimony until a specific date and time.
- 4) Close the public hearing and **DENY** the application, providing findings of fact for the denial in the motion to deny.

**Recommendation/Suggested Motion:**

**“THAT BASED ON THE FINDINGS OF FACT, THE CONCLUSIONARY FINDINGS FOR APPROVAL, AND THE MATERIALS SUBMITTED BY STAFF, THE PLANNING COMMISSION RECOMMENDS THAT THE CITY COUNCIL APPROVE THE PROPOSED COMPREHENSIVE PLAN TEXT AMENDMENTS PRESENTED IN DOCKET G 1-19.”**

**CITY OF MCMINNVILLE**  
**PLANNING DEPARTMENT**  
 231 NE FIFTH STREET  
 MCMINNVILLE, OR 97128

503-434-7311

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

**DECISION, FINDINGS OF FACT, AND CONCLUSIONARY FINDINGS FOR THE APPROVAL OF LEGISLATIVE AMENDMENTS TO THE MCMINNVILLE COMPREHENSIVE PLAN PERTAINING TO GREAT NEIGHBORHOOD PRINCIPLES**

**DOCKET:** G 1-19

**REQUEST:** The City of McMinnville is proposing to amend Chapter IX (Urbanization) of the Comprehensive Plan by adding a new section to the chapter titled "Great Neighborhood Principles", which would be inserted under the overarching Goal IX 2, which is "To establish a land use planning framework for application of the goals, policies, and proposals of the McMinnville Comprehensive Plan". This new section of Chapter IX (Urbanization) would include policies and proposals related to the Great Neighborhood Principles.

The proposal also includes minor amendments to Chapter X (Citizen Involvement and Plan Amendment) to update proposal numbers based on the new proposals being added to Chapter IX.

**LOCATION:** N/A

**ZONING:** N/A

**APPLICANT:** City of McMinnville

**STAFF:** Chuck Darnell, Senior Planner

**DATE DEEMED COMPLETE:** February 6, 2019

**HEARINGS BODY:** McMinnville Planning Commission (recommendation to City Council)

**DATE & TIME:** March 21, 2019. Civic Hall, 200 NE 2<sup>nd</sup> Street, McMinnville, Oregon

**HEARINGS BODY:** McMinnville City Council (final decision)

**DATE & TIME:** April 9, 2019 (tentative). Civic Hall, 200 NE 2<sup>nd</sup> Street, McMinnville, Oregon

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

**CRITERIA:** Amendments to the text of the Comprehensive Plan must be consistent with the Goals and Policies in Volume II of the Comprehensive Plan and the Purpose of the Zoning Ordinance.



**COMMENTS:** This matter was referred to the following public agencies for comment: McMinnville Fire Department, Police Department, Engineering Department, Building Department, Parks Department, City Manager, and City Attorney; McMinnville Water and Light; McMinnville School District No. 40; Yamhill County Public Works; Yamhill County Planning Department; Frontier Communications; Comcast; and Northwest Natural Gas. Their comments are provided in this decision document.

Based on the findings and conclusions, the Planning Commission recommends **APPROVAL** of the Comprehensive Plan Text Amendments (G 1-19) to the McMinnville City Council.

City Council: \_\_\_\_\_ Date: \_\_\_\_\_  
 Scott Hill, Mayor of McMinnville

Planning Commission: \_\_\_\_\_ Date: \_\_\_\_\_  
 Roger Hall, Chair of the McMinnville Planning Commission

Planning Department: \_\_\_\_\_ Date: \_\_\_\_\_  
Heather Richards, Planning Director

## **APPLICATION SUMMARY:**

The City of McMinnville is proposing Comprehensive Plan amendments to incorporate Great Neighborhood Principles (GNP) into the Urbanization chapter of the Comprehensive Plan. Specifically, the GNPs are proposed to be inserted into the end of the Urbanization chapter (Chapter IX) with a new section titled “Great Neighborhood Principles” that will include new Policies and Proposals related to the GNPs. The purpose of the GNPs is to define what makes a great neighborhood in McMinnville, and to identify and describe specific principles (which also could be referred to as elements or characteristics) that shall be achieved in every neighborhood. The GNP will ensure that new development and redevelopment, as it occurs, creates places and neighborhoods that are livable, healthy, social, safe, and vibrant for all residents of McMinnville. The GNP will guide future development, and will also be used to guide future development code updates establishing more detailed requirements to achieve and implement the GNP.

## **ATTACHMENTS:**

1. Proposed Amendments to Chapter IX (Urbanization)
2. Proposed Amendments to Chapter X (Citizen Involvement and Plan Amendment)

## **COMMENTS:**

### **Agency Comments**

This matter was referred to the following public agencies for comment: McMinnville Fire Department, Police Department, Engineering and Building Departments, City Manager, and City Attorney, McMinnville School District No. 40, McMinnville Water and Light, Yamhill County Public Works, Yamhill County Planning Department, Frontier Communications, Comcast, Northwest Natural Gas. The following comments had been received:

- McMinnville Engineering Department:

No comments.

### **Public Comments**

- No public comments have been received as of March 14, 2019.

## **FINDINGS OF FACT**

1. The City of McMinnville Planning Department initiated the Great Neighborhood Principles project in response to community dialogue about creating more clear priorities and principles for future growth and redevelopment that reflect McMinnville’s unique environment and community. The Planning Commission included the Great Neighborhood Principles project in their 2017-2019 Work Plan as a long-range planning work product.
2. A Project Advisory Committee (PAC), made up of residents, community members, and city staff, was formed and oversaw the Great Neighborhood Principles project over the course of multiple public meetings from September 2018 through January 2019. At the last PAC meeting, following a public engagement period and multiple discussions at monthly meetings, the PAC recommended a draft version of the Great Neighborhood Principles Comprehensive Plan text amendments to be forwarded to the Planning Commission and City Council for further review.

3. A work session was held with the Planning Commission on February 21, 2019 to review the draft text amendments as recommended by the Project Advisory Committee (PAC). The Planning Commission was supportive of the recommended language from the PAC, and directed staff to initiate the Comprehensive Plan text amendments and schedule the amendments for review during a public hearing.
4. The City of McMinnville is proposing to amend Chapter IX (Urbanization) to incorporate Great Neighborhood Principles (GNP) into the Urbanization chapter of the Comprehensive Plan. Specifically, the GNPs are proposed to be inserted into the end of the Urbanization chapter (Chapter IX) with a new section titled "Great Neighborhood Principles" that will include new Policies and Proposals related to the GNPs. The City of McMinnville is also proposing minor amendments to Chapter X (Citizen Involvement and Plan Amendment) to update proposal numbers based on the new proposals being added to Chapter IX.
5. Public notification of the proposal and the March 21, 2019 Planning Commission public hearing was published in the March 12, 2019 edition of the News Register.
6. The text amendments proposed are included in Attachment 1 (Amendments to Chapter IX) and Attachment 2 (Amendments to Chapter X).

### **CONCLUSIONARY FINDINGS:**

As addressed below, ***the applicable criteria are satisfied.*** The proposed amendments are consistent with the applicable Goals and Policies of the Comprehensive Plan and the applicable provisions of the Zoning Ordinance for the proposed amendments to the McMinnville Comprehensive Plan.

### **McMinnville's Comprehensive Plan:**

The following Goals and Policies from Volume II of the McMinnville Comprehensive Plan of 1981 are applicable to this request:

**GOAL II 1: TO PRESERVE THE QUALITY OF THE AIR, WATER, AND LAND RESOURCES WITHIN THE PLANNING AREA.**

*Policy 2.00 The City of McMinnville shall continue to enforce appropriate development controls on lands with identified building constraints, including, but not limited to, excessive slope, limiting soil characteristics, and natural hazards.*

*Policy 8.00 The City of McMinnville shall continue to seek the retention of high water quality standards as defined by federal, state, and local water quality codes, for all the water resources within the planning area.*

*Policy 9.00 The City of McMinnville shall continue to designate appropriate lands within its corporate limits as "floodplain" to prevent flood induced property damages and to retain and protect natural drainage ways from encroachment by inappropriate uses.*

**Finding: Goal II 1 and Policies 2.00, 8.00, and 9.00 are satisfied.**

A Great Neighborhood Principle related to Natural Feature Preservation (Principle 1) is included that will ensure that natural resources, including, but not limited to, watercourse, sensitive lands, steep slopes, wetlands, wooded areas, and landmark trees are considered in the design and development process.

**GOAL IV 1: TO ENCOURAGE THE CONTINUED GROWTH AND DIVERSIFICATION OF McMINNVILLE'S ECONOMY IN ORDER TO ENHANCE THE GENERAL WELL-BEING OF THE COMMUNITY AND PROVIDE EMPLOYMENT OPPORTUNITIES FOR ITS CITIZENS.**

GOAL IV 3: TO ENSURE COMMERCIAL DEVELOPMENT THAT MAXIMIZES EFFICIENCY OF LAND USE THROUGH UTILIZATION OF EXISTING COMMERCIALLY DESIGNATED LANDS, THROUGH APPROPRIATELY LOCATING FUTURE COMMERCIAL LANDS, AND DISCOURAGING STRIP DEVELOPMENT.

- Policy 22.00 The maximum and most efficient use of existing commercially designated lands will be encouraged as will the revitalization and reuse of existing commercial properties.*
- Policy 24.00 The cluster development of commercial uses shall be encouraged rather than auto-oriented strip development.*
- Policy 25.00 Commercial uses will be located in areas where conflicts with adjacent land uses can be minimized and where city services commensurate with the scale of development are or can be made available prior to development.*
- Policy 27.00 Neighborhood commercial uses will be allowed in residential areas. These commercial uses will consist only of neighborhood oriented businesses and will be located on collector or arterial streets. More intensive, large commercial uses will not be considered compatible with or be allowed in neighborhood commercial centers.*

**Finding: Goal IV 1, Goal IV 3 and Policies 22.00, 24.00, 25.00, and 27.00 are satisfied.**

A Great Neighborhood Principle related to Mix of Activities (Principle 9) is included, which would allow for additional opportunities for commercial lands and commercial uses in areas that are efficient in terms of land use and accessible in terms of their relationship to surrounding residential uses. More specifically, neighborhood-serving commercial uses are described as being integrated into the built environment at a scale that is appropriate with the surrounding area, which will allow for those uses to be located in areas where conflicts with adjacent land uses can be minimized. The principle states that neighborhoods would include activities and local services that surrounding residents use on a daily basis, which is consistent with Policy 27.00, in that the neighborhood-serving commercial uses would include businesses that would be neighborhood oriented.

- Policy 29.00 New direct access to arterials by large-scale commercial developments shall be granted only after consideration is given to the land uses and traffic patterns in the area of development as well as at the specific site. Internal circulation roads, acceleration/deceleration lanes, common access collection points, signalization, and other traffic improvements shall be required wherever necessary, through the use of planned development overlays.*
- Policy 30.00 Access locations for commercial developments shall be placed so that excessive traffic will not be routed through residential neighborhoods and the traffic-carrying capacity of all adjacent streets will not be exceeded.*
- Policy 31.00 Commercial developments shall be designed in a manner which minimizes bicycle/pedestrian conflicts and provides pedestrian connections to adjacent residential development through pathways, grid street systems, or other appropriate mechanisms.*
- Policy 32.00 Where necessary, landscaping and/or other visual and sound barriers shall be required to screen commercial activities from residential areas.*
- Policy 33.00 Encourage efficient use of land for parking; small parking lots and/or parking lots that are broken up with landscaping and pervious surfaces for water quality filtration areas. Large parking lots shall be minimized where possible. All parking lots shall be interspersed with landscaping islands to provide a visual break and to provide energy savings by lowering the air temperature outside commercial structures on hot days, thereby lessening the need for inside cooling.*

**Finding: Policies 29.00, 30.00, 31.00, 32.00, and 33.00 are satisfied.**

New Proposal 45.00 is included to allow for the City to develop site and design requirements for commercial uses. These site and design requirements will ensure that commercial developments are compatible with the surrounding built environment and land uses. The site and design standards will consider Policies 29.00, 30.00, 31.00, 32.00, and 33.00, which are related to design features within commercial developments.

**GOAL IV 6: TO INSURE INDUSTRIAL DEVELOPMENT THAT MAXIMIZES EFFICIENCY OF LAND USES, THAT IS APPROPRIATELY LOCATED IN RELATION TO SURROUNDING LAND USES, AND THAT MEETS NECESSARY ENVIRONMENTAL STANDARDS.**

*Policy 54.00 The City of McMinnville shall establish industrial planned development ordinances which shall be placed over the future industrial areas designated on the McMinnville Comprehensive Plan Map, the industrial reserve area, and certain existing industrially designated areas within the city limits. The overlay shall also be applied to any areas which are in the future designated for future industrial use through an amendment to the comprehensive plan map. The overlays shall provide standards to control the nuisance and negative environmental effects of industries. These controls shall cover, but not be limited to, the following areas:*

- 1. Landscaping and screening*
- 2. Noise suppression*
- 3. Light and heat suppression*
- 4. Pollution control for air, water, and land*
- 5. Energy impacts*
- 6. Traffic impacts*

**Finding: Goal IV 6 and Policy 54.00 are satisfied.**

New Proposal 45.00 is included to allow for the City to develop site and design requirements for industrial uses. These site and design requirements will ensure that industrial developments are compatible with the surrounding built environment and land uses. The site and design standards will consider Policy 54.00 and the associated design features within industrial developments.

**GOAL V 1: TO PROMOTE DEVELOPMENT OF AFFORDABLE, QUALITY HOUSING FOR ALL CITY RESIDENTS.**

*Policy 58.00 City land development ordinances shall provide opportunities for development of a variety of housing types and densities.*

*Policy 59.00 Opportunities for multiple-family and mobile home developments shall be provided in McMinnville to encourage lower-cost renter and owner-occupied housing. Such housing shall be located and developed according to the residential policies in this plan and the land development regulations of the City.*

*Policy 60.00 Attached single-family dwellings and common property ownership arrangements (condominiums) shall be allowed in McMinnville to encourage land-intensive, cost-effective, owner-occupied dwellings.*

**Finding: Goal V 1 and Policies 58.00, 59.00, and 60.00 are satisfied.**

Great Neighborhood Principles related to Housing for Diverse Incomes and Generations (Principle 11) and Housing Variety (Principle 12) are included, which will allow opportunities for the development of affordable, quality housing for all city residents. The policies will require a range of housing forms and types to provide for housing choice and housing for different income levels and different generations.

- Policy 64.00 The City of McMinnville shall work in cooperation with other governmental agencies, including the Mid-Willamette Valley Council of Governments and the Yamhill County Housing Authority, and private groups to determine housing needs, provide better housing opportunities and improve housing conditions for low and moderate income families.*
- Policy 67.00 Subsidized low-cost housing shall be dispersed throughout the McMinnville urban area. Dispersal plans shall be coordinated with appropriate agencies.*

**Finding: Policies 64.00 and 67.00 are satisfied.**

The Great Neighborhood Principles are consistent with these policies related to providing better housing opportunities, improving housing conditions, and dispersing lower cost housing throughout all neighborhoods within the city. New Policy 187.30 states that the Great Neighborhood Principles will be applied in all areas of the city to ensure equitable access to a livable, healthy, social, safe, and vibrant neighborhood for all McMinnville citizens. In addition, Great Neighborhood Principles related to Housing for Diverse Incomes and Generations (Principle 11) and Housing Variety (Principle 12) will require a range of housing forms and types in neighborhoods to provide for housing choice and housing types available to residents at different income levels.

**GOAL V 2: TO PROMOTE A RESIDENTIAL DEVELOPMENT PATTERN THAT IS LAND INTENSIVE AND ENERGY-EFFICIENT, THAT PROVIDES FOR AN URBAN LEVEL OF PUBLIC AND PRIVATE SERVICES, AND THAT ALLOWS UNIQUE AND INNOVATIVE DEVELOPMENT TECHNIQUES TO BE EMPLOYED IN RESIDENTIAL DESIGNS.**

- Policy 68.00 The City of McMinnville shall encourage a compact form of urban development by directing residential growth close to the city center and to those areas where urban services are already available before committing alternate areas to residential use.*
- Policy 69.00 The City of McMinnville shall explore the utilization of innovative land use regulatory ordinances which seek to integrate the functions of housing, commercial, and industrial developments into a compatible framework within the city.*
- Policy 70.00 The City of McMinnville shall continue to update zoning and subdivision ordinances to include innovative land development techniques and incentives that provide for a variety of housing types, densities, and price ranges that will adequately meet the present and future needs of the community.*
- Policy 71.00 The City of McMinnville shall designate specific lands inside the urban growth boundary as residential to meet future projected housing needs. Lands so designated may be developed for a variety of housing types. All residential zoning classifications shall be allowed in areas designated as residential on the Comprehensive Plan Map.*

**Finding: Goal V 2 and Policies 68.00, 69.00, 70.00, and 71.00 are satisfied.**

Great Neighborhood Principles related to Housing for Diverse Incomes and Generations (Principle 11) and Housing Variety (Principle 12) are included, which will allow opportunities for unique and innovative development techniques to be employed in residential developments. The policies will require a range of housing forms and types to provide for housing choice and housing for different income levels and different generations. The policies will further require that a range of housing forms and types are integrated into neighborhoods, and that neighborhoods will have several different housing types, forms, and architectural varieties, which will provide opportunity for innovative land development techniques and flexibility in providing the variety of housing types, densities, and price ranges that will adequately meet the present and future needs of the community.

- Policy 80.00 In proposed residential developments, distinctive or unique natural features such as wooded areas, isolated preservable trees, and drainage swales shall be preserved wherever feasible.*

**Finding: Policy 80.00 is satisfied.**

A Great Neighborhood Principle related to Natural Feature Preservation (Principle 1) is included that will ensure that natural resources, including, but not limited to, watercourse, sensitive lands, steep slopes, wetlands, wooded areas, and landmark trees are considered in the design and development process.

*Policy 81.00 Residential designs which incorporate pedestrian and bikeway paths to connect with activity areas such as schools, commercial facilities, parks, and other residential areas, shall be encouraged.*

**Finding: Policy 81.00 is satisfied.**

Great Neighborhood Principles related to neighborhoods being Pedestrian Friendly (Principle 4) and Bike Friendly (Principle 5) are included, which will require that residential neighborhoods are designed to be pedestrian and bike friendly for people of all ages and abilities. Pedestrian and bike connections are specifically listed as required, rather than encouraged, to commercial areas, schools, community facilities, parks, trails, and open spaces.

*Policy 82.00 The layout of streets in residential areas shall be designed in a manner that preserves the development potential of adjacent properties if such properties are recognized for development on the McMinnville Comprehensive Plan Map.*

**Finding: Policy 82.00 is satisfied.**

A Great Neighborhood Principle related to Connected Streets (Principle 6) is included, which specifically requires that streets will be designed to function and connect with the surrounding built environment and the existing and future street network.

*Policy 84.00 Multiple-family, low-cost housing (subsidized) shall be dispersed throughout the community by appropriate zoning to avoid inundating any one area with a concentration of this type of housing.*

*Policy 86.00 Dispersal of new multiple-family housing development will be encouraged throughout the residentially designated areas in the City to avoid a concentration of people, traffic congestion, and noise. The dispersal policy will not apply to areas on the fringes of the downtown "core," and surrounding Linfield College where multiple-family developments shall still be allowed in properly designated areas.*

**Finding: Policies 84.00 and 86.00 are satisfied.**

The Great Neighborhood Principles are consistent with these policies related to the dispersal of multiple-family housing throughout all neighborhoods within the city. New Policy 187.30 states that the Great Neighborhood Principles will be applied in all areas of the city to ensure equitable access to a livable, healthy, social, safe, and vibrant neighborhood for all McMinnville citizens. In addition, Great Neighborhood Principles related to Housing for Diverse Incomes and Generations (Principle 11) and Housing Variety (Principle 12) will require a range of housing forms and types in neighborhoods to provide for housing choice and different income levels.

**GOAL VI 1: TO ENCOURAGE DEVELOPMENT OF A TRANSPORTATION SYSTEM THAT PROVIDES FOR THE COORDINATED MOVEMENT OF PEOPLE AND FREIGHT IN A SAFE AND EFFICIENT MANNER.**



*Policy 117.00 The City of McMinnville shall endeavor to insure that the roadway network provides safe and easy access to every parcel.*

*Policy 118.00 The City of McMinnville shall encourage development of roads that include the following design factors:*

- 1. Minimal adverse effects on, and advantageous utilization of, natural features of the land.*
- 2. Reduction in the amount of land necessary for streets with continuance of safety, maintenance, and convenience standards.*
- 3. Emphasis placed on existing and future needs of the area to be serviced. The function of the street and expected traffic volumes are important factors.*
- 4. Consideration given to Complete Streets, in consideration of all modes of transportation (public transit, private vehicle, bike, and foot paths). (Ord.4922, February 23, 2010)*
- 5. Connectivity of local residential streets shall be encouraged. Residential cul-de-sac streets shall be discouraged where opportunities for through streets exist*

**Finding: Goal VI 1 and Policies 117.00 and 118.00 are satisfied.**

A Great Neighborhood Principle related to Connected Streets (Principle 6) is included, which will require neighborhoods and developments to implement an interconnected street network to provide for better coordinated movement of traffic throughout the city. More specifically, the principle states that great neighborhoods will include interconnected streets that provide safe travel route options, increased connectivity between places and destinations, and easy pedestrian and bicycle use. Another Great Neighborhood Principle related to Natural Feature Preservation (Principle 1) will ensure that neighborhoods are designed with and are sensitive to the natural features of the land, thereby providing an opportunity to require street networks to be designed to minimize impacts to natural features.

*Policy 130.00 The City of McMinnville shall encourage implementation of the Bicycle System Plan that connects residential areas to activity areas such as the downtown core, areas of work, schools, community facilities, and recreation facilities. (Ord.4922, February 23, 2010)*

*Policy 130.05 In areas where bikeways are planned, the City may require that new development provide bikeway improvements such as widened streets, bike paths, or the elimination of on-street parking. At the minimum, new development shall be required to make provisions for the future elimination of on-street parking along streets where bikeways are planned so that bike lanes can be striped in the future. Bike lanes and bike paths in new developments shall be constructed to standards recommended in the bikeway plan.*

*Policy 131.00 The City of McMinnville shall encourage development of bicycle and footpaths in scenic and recreational areas as part of future parks and activities.*

*Policy 132.00 The City of McMinnville shall encourage development of subdivision designs that include bike and foot paths that interconnect neighborhoods and lead to schools, parks, and other activity areas.*

**Finding: Policies 130.00, 130.05, 131.00, and 132.00 are satisfied.**

Great Neighborhood Principles related to neighborhoods being Pedestrian Friendly (Principle 4) and Bike Friendly (Principle 5) are included, which will specifically require, rather than encourage, pedestrian and bike connections to commercial areas, schools, community facilities, parks, trails, and open spaces. In addition, Proposal 43.00 allows for the city to complete an updated Bicycle Plan to guide the planning, implementation, and growth of a city-wide bicycle network throughout McMinnville.

*Policy 132.24.00 The safety and convenience of all users of the transportation system including pedestrians, bicyclists, transit users, freight, and motor vehicle drivers shall be accommodated and balanced in all types of transportation and development projects and through all phases of a project so that even the most vulnerable*

*McMinnville residents – children, elderly, and persons with disabilities – can travel safely within the public right-of-way. Examples of how the Compete Streets policy is implemented:*

- 1. Design and construct right-of-way improvements in compliance with ADA accessibility guidelines (see below).*
- 2. Incorporate features that create a pedestrian friendly environment, such as:*
  - a. Narrower traffic lanes;*
  - b. Median refuges and raised medians;*
  - c. Curb extensions (“bulb-outs”);*
  - d. Count-down and audible pedestrian signals;*
  - e. Wider sidewalks;*
  - f. Bicycle lanes; and*
  - g. Street furniture, street trees, and landscaping*
- 3. Improve pedestrian accommodation and safety at signalized intersections by:*
  - a. Using good geometric design to minimize crossing distances and increase visibility between pedestrians and motorists.*
  - b. Timing signals to minimize pedestrian delay and conflicts.*
  - c. Balancing competing needs of vehicular level of service and pedestrian safety. (Ord. 4922, February 23, 2010)*

**Finding: Policy 132.24.00 is satisfied.**

Multiple Great Neighborhood Principles are consistent with the Complete Streets policy. A principle related to Connected Streets (Principle 6) requires that streets 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. A principle related to Accessibility (Principle 7) will ensure that neighborhoods and designed to be accessible and allow for ease of use for people of all ages and abilities, and further states that design practices should strive for best practices and not minimum practices. A principle related to Human Scale Design (Principle 8) will encourage streets to be designed to be comfortable at a human scale, which could include the features described as creating a pedestrian friendly environment in the public right-of-way.

*Policy 132.25.00 The transportation system for the McMinnville planning area shall consist of an integrated network of facilities and services for a variety of motorized and non-motorized travel modes.*

*Policy 132.26.00 The vehicle, pedestrian, transit, and bicycle circulation systems shall be designed to connect major activity centers in the McMinnville planning area, increase the overall accessibility of downtown and other centers, as well as provide access to neighborhood residential, shopping, and industrial areas, and McMinnville’s parks and schools.*

*Policy 132.26.05 New street connections, complete with appropriately planned pedestrian and bicycle features, shall be incorporated in all new developments consistent with the Local Street Connectivity map.*

*Policy 132.35.00 Transportation facilities in the McMinnville planning area shall be, to the degree possible, designed and constructed to mitigate noise, energy consumption, and neighborhood disruption, and to encourage the use of public transit, bikeways, sidewalks, and walkways.*

*Policy 132.36.00 Through implementation of its Complete Streets policy and the TSP by enhancing its pedestrian and bicycle systems, the City of McMinnville will help encourage greater physical activity and improved health and welfare of its residents.*

**Finding: Policies 132.25.00, 132.26.00, 132.26.05, 132.35.00, and 132.36.00 are satisfied.**

Great Neighborhood Principles related to neighborhoods being Pedestrian Friendly (Principle 4) and Bike Friendly (Principle 5) are included, which will result in a transportation system that incorporates a variety of motorized and non-motorized travel modes. A Great Neighborhood Principle related to Connected Streets (Principle 6) will ensure that street networks are interconnected, increasing the connecting between places and destinations. Principles 4 and 5 will specifically require, rather than encourage, pedestrian and bike connections to commercial areas, schools, community facilities, parks, trails, and open spaces. Principles 4 and 5 also state that the pedestrian and bike networks will be provided to encourage walking and biking for reasons other than transportation, including health, recreation, and social interaction.

*Policy 132.41.00 Residential Street Network – A safe and convenient network of residential streets should serve neighborhoods. When assessing the adequacy of local traffic circulation, the following considerations are of high priority:*

- 1. Pedestrian circulation;*
  - 2. Enhancement of emergency vehicle access;*
  - 3. Reduction of emergency vehicle response times;*
  - 4. Reduction of speeds in neighborhoods; and*
  - 5. Mitigation of other neighborhood concerns such as safety, noise, and aesthetics.*
- (Ord. 4922, February 23, 2010)*

*Policy 132.41.05 Cul-de-sac streets in new development should only be allowed when connecting neighborhood streets are not feasible due to existing land uses, topography, or other natural and physical constraints. (Ord. 4922, February 23, 2010)*

*Policy 132.41.10 Limit Physical Barriers – The City should limit the placement of facilities or physical barriers (such as buildings, utilities, and surface water management facilities) to allow for the future construction of streets that facilitate the establishment of a safe and efficient traffic circulation network. (Ord. 4922, February 23, 2010)*

**Finding: Policies 132.41.00, 132.41.05, and 132.41.10 are satisfied.**

A Great Neighborhood Principle related to Connected Streets (Principle 6) is included, which will require neighborhoods and developments to implement an interconnected street network that will provide for residential streets with safe travel route options, increased connectivity between places and destinations, and easy pedestrian and bicycle use. More specifically, the principle will require streets to be designed to function and connect with the surrounding built environment and the existing and future street network, which is consistent with Policy 132.41.05 that only allows cul-de-sac streets when connecting neighborhood streets are not feasible. A neighborhood design principle that requires interconnected streets is also consistent with not creating physical barriers that would prohibit the future construction of streets that connect with the surrounding street network.

*Policy 132.41.20 Modal Balance – The improvement of roadway circulation must not impair the safe and efficient movement of pedestrians and bicycle traffic. (Ord. 4922, February 23, 2010)*

**Finding: Policy 132.41.20 is satisfied.**

A Great Neighborhood Principle related to Connected Streets (Principle 6) is included, and specifically states that great neighborhoods will have streets that provide safe travel route options and provide for easy pedestrian and bicycle use. The principle further states that streets shall incorporate human scale elements including, but not limited to, Complete Streets features, neighborhood traffic management techniques, traffic calming, and safety enhancements. A principle related to Accessibility (Principle 7) will ensure that neighborhoods and designed to be accessible and allow for ease of use for people of all ages and abilities, and further states that design practices should strive for best practices and not minimum practices. A principle related to Human Scale Design (Principle 8) will encourage streets to be designed to be comfortable at a human scale, which could further support the requirement that roadway improvements must not impair safe and efficient movement of pedestrians and bicycle traffic.

*Policy 132.41.30 Promote Street Connectivity – The City shall require street systems in subdivisions and development that promote street connectivity between neighborhoods. (Ord. 4922, February 23, 2010)*

**Finding: Policy 132.41.30 is satisfied.**

A Great Neighborhood Principle related to Connected Streets (Principle 6) is included, which will require neighborhoods and developments to implement an interconnected street network.

*Policy 132.43.00 Implementation – The City should adopt and implement its Neighborhood Traffic Calming Program (see Appendix I). (Ord. 4922, February 23, 2010)*

*Policy 132.43.05 Encourage Safety Enhancements – In conjunction with residential street improvements, the City should encourage traffic and pedestrian safety improvements that may include, but are not limited to, the following safety and livability enhancements:*

- 1. Traffic circles;*
- 2. Painted or raised crosswalks (see also recommended crosswalk designation in Chapter 4);*
- 3. Landscaping barriers between roadway and non-motorized uses;*
- 4. Landscaping that promotes a residential atmosphere;*
- 5. Sidewalks and trails; and*
- 6. Dedicated bicycle lanes. (Ord. 4922, February 23, 2010)*

*Policy 132.43.10 Limited Neighborhood Cut-Through Traffic – Local residential streets should be designed to prevent or discourage their use as shortcuts for through traffic. Local traffic control measures should be coordinated with the affected neighborhood. (Ord. 4922, February 23, 2010)*

**Finding: Policies 132.43.00, 132.43.05, and 132.43.10 are satisfied.**

A Great Neighborhood Principle related to Connected Streets (Principle 6) is included, and specifically states that great neighborhoods will have streets that provide safe travel route options and provide for easy pedestrian and bicycle use. The principle further states that streets shall incorporate human scale elements including, but not limited to, Complete Streets features, neighborhood traffic management techniques, traffic calming, and safety enhancements.

*Policy 132.51.05 Ensuring Future Sidewalk Connections – All future development must include sidewalk and walkway construction as required by the McMinnville Zoning Ordinance and City Code and adopted City of McMinnville Design Standards. All road construction or renovation projects shall include sidewalks. The City will support, as resources are available, projects that would remove identified barriers to pedestrian travel or safety. (Ord. 4922, February 23, 2010)*

*Policy 132.51.10 Complete Connections with Crosswalks – All signalized intersections must have marked crosswalks. School crosswalks will be marked where crossing guards are provided. Subject to available funding, and where appropriate, marked crosswalks, along with safety enhancements (medians and curb extensions), shall be provided at unsignalized intersections and uncontrolled traffic locations in order to provide greater mobility in areas frequently traveled by persons with limited mobility. Marked crosswalks may also be installed at other high volume pedestrian locations without medians or curb extensions if a traffic study shows there would be a benefit to those pedestrians. (Ord. 4922, February 23, 2010)*

*Policy 132.51.15 Connecting Shared-Use Paths – The City will continue to encourage the development of a connecting, shared-use path network, expanding facilities along parks and other rights-of-way. (Ord. 4922, February 23, 2010)*

**Finding: Policies 132.51.05, 132.51.10, and 132.51.15 are satisfied.**

Great Neighborhood Principles related to neighborhoods being Pedestrian Friendly (Principle 4) and Bike Friendly (Principle 5) are included, which will result in the planning for sidewalk and share-use path connections within neighborhoods and to the surrounding built environment. Principles 4 and 5 will specifically require, rather than encourage, pedestrian and bike connections to commercial areas, schools, community facilities, parks, trails, and open spaces. A principle related to Accessibility (Principle 7) will ensure that neighborhoods and designed to be accessible and allow for ease of use for people of all ages and abilities, and further states that design practices should strive for best practices and not minimum practices. A principle related to Human Scale Design (Principle 8) will encourage public spaces to be designed to be comfortable at a human scale. Both the Accessibility and Human Scale Design principles would support additional safety enhancements in the planning for pedestrian networks and crosswalks.

*Policy 132.52.00 Compliance with ADA Standards – The City shall comply with the requirements set forth in the Americans with Disabilities Act regarding the location and design of sidewalks and pedestrian facilities within the City's right-of-way. (Ord. 4922, February 23, 2010)*

**Finding: Policy 132.52.00 is satisfied.**

A Great Neighborhood Principle related to Accessibility (Principle 7) will ensure that neighborhoods and designed to be accessible and allow for ease of use for people of all ages and abilities, and further states that design practices should strive for best practices and not minimum practices. This will require that developments are in compliance with ADA standards, and supports design practices that exceed the bare minimum ADA standards.

*Policy 132.54.00 Promoting Walking for Health and Community Livability – The City will encourage efforts that inform and promote the health, economic, and environmental benefits of walking for the individual and McMinnville community. Walking for travel and recreation should be encouraged to achieve a more healthful environment that reduces pollution and noise to foster a more livable community. (Ord. 4922, February 23, 2010)*

**Finding: Policy 132.54.00 is satisfied.**

Great Neighborhood Principles related to neighborhoods being Pedestrian Friendly (Principle 4) and Bike Friendly (Principle 5) are included. Principles 4 and 5 state that the pedestrian and bike networks will be provided to encourage walking and biking for reasons other than transportation, including health, recreation, and social interaction.

*Policy 132.55.00 Safe Routes to School – The City shall work, where possible, with the McMinnville School District and neighborhood associations to maintain and improve its programs to evaluate the existing pedestrian access to local schools, estimate the current and potential use of walking as a travel mode, evaluate safety needs, and propose changes to increase the percentage of children and young adults safely using this mode. (Ord. 4922, February 23, 2010)*

**Finding: Policy 132.55.00 is satisfied.**

Great Neighborhood Principles related to neighborhoods being Pedestrian Friendly (Principle 4) and Bike Friendly (Principle 5) are included, which will result in a transportation system that incorporates a variety

of motorized and non-motorized travel modes. Principles 4 and 5 will specifically require, rather than encourage, pedestrian and bike connections to schools, along with other community facilities.

- Policy 132.56.00 Provide Bicycle Facilities on Arterials and some Collector Streets – To the extent possible, arterial and some collector streets undergoing overlays or reconstruction will either be re-stripped with bicycle lanes or sharrow (bicycle/auto shared-lane) routes as designated on the Bicycle System Plan Map. Every effort will be made to retrofit existing arterials and selective collectors with bicycle lanes, as designated on the Bicycle System Plan Map. (Ord. 4922, February 23, 2010)*
- Policy 132.56.10 Eliminate Barriers to Bicycle Travel – The City will actively pursue a comprehensive system of bicycle facilities through designing and constructing projects, as resources are available, and implementing standards and regulations designed to eliminate barriers to bicycle travel. As a result of this policy, new developments or major transportation projects will neither create new, nor maintain existing, barriers to bicycle travel. (Ord. 4922, February 23, 2010)*
- Policy 132.56.15 Bicycle Routes and Signage – As resources are available, the City will periodically consult with local bicyclists to review existing and proposed bicycle lanes, and identify improvements needed to make these routes function better for bicyclists. These routes shall be identified by signage on the routes and shown on updates of the bicycle route map. (Ord. 4922, February 23, 2010)*
- Policy 132.56.45 Safe Routes to School – The City will work with the McMinnville School District to: evaluate existing bicycle access to local schools and supporting infrastructure (bicycle racks, lockers, etc.); estimate the current and potential use of bicycling as a travel mode; evaluate safety needs; and propose changes to increase the percentage of children and young adults safely using this mode. (Ord. 4922, February 23, 2010)*

**Finding: Policies 132.56.00, 132.56.10, 132.56.15, and 132.56.45 are satisfied.**

A Great Neighborhood Principle related to neighborhoods being Bike Friendly (Principle 5) is included, which will result in a transportation system that incorporates bike facilities. A Great Neighborhood Principle related to Connected Streets (Principle 6) will ensure that street networks are interconnected, increasing the connections between places and destination which will eliminate barriers to bicycle travel. Principle 5 will specifically require, rather than encourage, bike connections to commercial areas, schools, community facilities, parks, trails, and open spaces. In addition, Proposal 43.00 allows for the city to complete an updated Bicycle Plan to guide the planning, implementation, and growth of a city-wide bicycle network throughout McMinnville, which could result in recommendations for additional bike facilities than are identified in the current Bicycle System Plan.

- Policy 132.57.00 Transit-supportive Street System Design – The City will include the consideration of transit operations in the design and operation of street infrastructure. (Ord. 4922, February 23, 2010)*
- Policy 132.57.05 Transit-supportive Urban Design – Through its zoning and development regulations, the City will facilitate accessibility to transit services through transit-supportive streetscape, subdivision, and site design requirements that promote pedestrian connectivity, convenience, and safety. (Ord. 4922, February 23, 2010)*
- Policy 132.57.10 Transit Facilities – The City will continue to work with YCTA to identify and help develop supportive capital facilities for utilization by transit services, including pedestrian and bicycle access to bus stop and bus shelter facilities where need is determined and right-of-way is available. (Ord. 4922, February 23, 2010)*
- Policy 132.57.15 Pedestrian Facilities – The City will ensure that arterial and collector streets' sidewalk standards are able to accommodate transit amenities as necessary along arterial and collector street bus routes. The City will coordinate with YCTA on appropriate locations. . (Ord. 4922, February 23, 2010)*

*Policy 132.57.20 Intermodal Connectivity – The City of McMinnville will encourage connectivity between different travel modes. Transit transfer facilities should be pedestrian and cyclist accessible. (Ord. 4922, February 23, 2010)*

**Finding: Policies 132.57.00, 132.57.05, 132.57.10, 132.57.15, and 132.57.20 are satisfied.**

Multiple Great Neighborhood Principles are consistent with the transit-related Comprehensive Plan policies policy. A principle related to Connected Streets (Principle 6) requires that streets be designed to be interconnected to increase connectivity between places and destinations, which supports transit serviceability. Great Neighborhood Principles related to Mix of Activities (Principle 9), Housing for Diverse Incomes and Generations (Principle 11), and Housing Variety (Principle 12) provide the framework for neighborhoods to be designed to include a variety of uses and housing types, which could provide an urban design and level of service that is supportive of transit. A principle related to Accessibility (Principle 7) will ensure that neighborhoods and designed to be accessible and allow for ease of use for people of all ages and abilities, which would allow for certain facilities to be designed to function with transit and for pedestrian facilities to be designed to accommodate transit amenities. A principle related to Human Scale Design (Principle 8) will encourage streets to be designed to be comfortable at a human scale, which also would allow for certain facilities to be designed to function with transit. Finally, principles related to neighborhoods being Pedestrian Friendly (Principle 4) and Bike Friendly (Principle 5) are included, which will require that residential neighborhoods are designed to be pedestrian and bike friendly for people of all ages and abilities. Pedestrian and bike connections are specifically listed as required, rather than encouraged, to commercial areas, schools, community facilities, parks, trails, and open spaces, which will support intermodal connectivity and allow for ease of use of different travel modes.

**GOAL VII 3: TO PROVIDE PARKS AND RECREATION FACILITIES, OPEN SPACES, AND SCENIC AREAS FOR THE USE AND ENJOYMENT OF ALL CITIZENS OF THE COMMUNITY.**

*Policy 159.00 The City of McMinnville's Parks, Recreation, and Open Space Master Plan shall serve to identify future needs of the community, available resources, funding alternatives, and priority projects. (Ord. 4796, October 14, 2003)*

*Policy 163.00 The City of McMinnville shall continue to require land, or money in lieu of land, from new residential developments for the acquisition and/or development of parklands, natural areas, and open spaces.*

*Policy 166.00 The City of McMinnville shall recognize open space and natural areas, in addition to developed park sites, as necessary elements of the urban area.*

*Policy 167.00 The City of McMinnville shall encourage the retention of open space and scenic areas throughout the community, especially at the entrances to the City.*

**Finding: Goal VII 3 and Policies 159.00, 163.00, 166.00, and 167.00 are satisfied.**

A Great Neighborhood Principle related to Parks and Open Spaces (Principle 3) is included, which will require that neighborhoods have open and recreational spaces to walk, play, gather, and commune as a neighborhood. More specifically, the principle will require that parks, trails, and open spaces be provided at a size and scale that is based on the size of the proposed development. The principle also states that neighborhood and community parks will be developed in appropriate locations consistent with the policies of the Parks Master Plan. A principle related to Natural Feature Preservation (Principle 1) will require the consideration of the natural conditions and features of the land, including but not limited to, watercourse, sensitive lands, steep slopes, wetlands, wooded areas, and landmark trees. This will allow for these areas to be preserved and potentially incorporated into parks and open spaces consistent with Policies 166.00 and 167.00. Finally, a principle related to Scenic Views (Principle 2) will require that neighborhoods be designed to preserve scenic views in areas that everyone can access, which is consistent with the retention of scenic areas throughout the community.



- Policy 168.00 Distinctive natural features and areas shall be retained, wherever possible, in future urban developments.*
- Policy 169.00 Drainage ways in the City shall be preserved, where possible, for natural areas and open spaces and to provide natural storm run-offs.*

**Finding: Policies 168.00 and 169.00 are satisfied.**

A Great Neighborhood Principle related to Natural Feature Preservation (Principle 1) is included that will ensure that natural resources, including, but not limited to, watercourse, sensitive lands, steep slopes, wetlands, wooded areas, and landmark trees are considered in the design and development process.

- Policy 170.05 For purposes of projecting future park and open space needs, the standards as contained in the adopted McMinnville Parks, Recreation, and Open Space Master Plan shall be used. (Ord. 4796, October 14, 2003)*

**Finding: Policy 170.05 is satisfied.**

A Great Neighborhood Principle related to Parks and Open Spaces (Principle 3) is included, which will require that neighborhoods have open and recreational spaces to walk, play, gather, and commune as a neighborhood. The principle also states that neighborhood and community parks will be developed in appropriate locations consistent with the policies of the Parks Master Plan.

**GOAL VIII 2: TO CONSERVE ALL FORMS OF ENERGY THROUGH UTILIZATION OF LAND USE PLANNING TOOLS.**

- Policy 178.00 The City of McMinnville shall encourage a compact urban development pattern to provide for conservation of all forms of energy.*

**Finding: Goal VIII2 and Policy 178.00 are satisfied.**

Great Neighborhood Principles related to Mix of Activities (Principle 9), Housing for Diverse Incomes and Generations (Principle 11), and Housing Variety (Principle 12) provide the framework for neighborhoods to be designed to include a variety of uses and housing types, which could provide an urban design and development pattern that is more compact to provide for conservation of all forms of energy.

**GOAL IX 2: TO ESTABLISH A LAND USE PLANNING FRAMEWORK FOR APPLICATION OF THE GOALS, POLICIES, AND PROPOSALS OF THE McMINNVILLE COMPREHENSIVE PLAN**

- Policy 187.00 The City of McMinnville shall adopt additional implementation ordinances and measures to carry out the goals and policies of the McMinnville Comprehensive Plan. These shall include, but not be limited to, the Zoning Ordinance and Map, Annexation Ordinance, and Mobile Home Development Ordinance.*

**Finding: Goal IX 2 and Policy 187.00 are satisfied.**

The Great Neighborhood Principles are being adopted into the Comprehensive Plan to further develop the land use planning framework. The Great Neighborhood Principles, as described in more detail above, are consistent with and further support the application of other goals, policies, and proposals in the Comprehensive Plan. The Great Neighborhood Principles are being added to the City's land use planning framework to guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. Policy 187.10 states that the Great Neighborhood Principles will ensure that all developed places include characteristics and elements that create a livable, healthy, safe, and vibrant

neighborhood with enduring value. Policy 187.20 states that the Great Neighborhood Principles shall be applied together as an integrated and assemble approach to neighborhood design and development to help create those livable, healthy, safe, and vibrant neighborhoods. Policy 187.30 states that the Great Neighborhood Principles shall be applied in all areas of the city to ensure equitable access to those livable, healthy, safe, and vibrant neighborhoods for all McMinnville citizens. Finally, Policy 187.40 states that the Great Neighborhood Principles shall guide both long range planning efforts and current land use and development applications, which will ensure that both planning processes and on-going development are consistent with the Great Neighborhood Principles.

**GOAL X 1: TO PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN THE LAND USE DECISION MAKING PROCESS ESTABLISHED BY THE CITY OF McMINNVILLE.**

**GOAL X 2: TO MAKE EVERY EFFORT TO ENGAGE AND INCLUDE A BROAD CROSS SECTION OF THE COMMUNITY BY MAINTAINING AN ACTIVE AND OPEN CITIZEN INVOLVEMENT PROGRAM THAT IS ACCESSIBLE TO ALL MEMBERS OF THE COMMUNITY AND ENGAGES THE COMMUNITY DURING DEVELOPMENT AND IMPLEMENTATION OF LAND USE POLICIES AND CODES.**

*Policy 188.00 The City of McMinnville shall continue to provide opportunities for citizen involvement in all phases of the planning process. The opportunities will allow for review and comment by community residents and will be supplemented by the availability of information on planning requests and the provision of feedback mechanisms to evaluate decisions and keep citizens informed.*

*Policy 193.00 The City of McMinnville shall continue to engage citizens in community advisory positions for input on the major elements of the comprehensive plan by creating special citizen advisory bodies and ad-hoc committees comprised of volunteers representing a broad cross-section of the community to provide input on every major comprehensive planning effort and other related land use planning matters.*

**Finding: Goals X 1 and X 2 and Policies 188.00 and 193.00 are satisfied.**

The Great Neighborhood Principles were developed through an inclusive planning process that included the development of a Project Advisory Committee (PAC) and through a public engagement process that attempted to include a broad cross section of the community. The Great Neighborhood Principles project was first identified as a long-range planning work product on the McMinnville Planning Commission's 2017-2019 Work Plan. Staff initiated the GNP project in August 2018 by forming the PAC and Technical Advisory Committee (TAC) to provide guidance for staff and to oversee the completion of the project. The PAC was made up of residents and community members that volunteered to assist in the project through a solicitation process announced by the Planning Department.

Four PAC meetings were held between September 2018 and January 2019 to oversee the project process. The first meeting was a kick-off meeting in September 2018, introducing the PAC members to the project and providing an opportunity for small-group discussion and idea sharing on potential Great Neighborhood Principles. The second meeting was held in October 2018 and focused on the PAC review and approval of the public engagement plan for the Great Neighborhood Principles project. The public engagement portion of the project was then completed during October and November of 2018. In order to solicit as much public input as possible, staff and the PAC decided on a variety of formats for information sharing and public engagement, including social media posts, social media polls, an online survey, placement of hard copies of the survey in various locations around the city, a public open house, and presentations to service organizations in McMinnville. The survey was the most successful method in generating public input and feedback on the project.

Following the public engagement process, the PAC met for their third meeting in December 2018 to review the survey results and other public engagement results, and identified key takeaways from the survey results to incorporate into the Great Neighborhood Principles. The PAC then directed staff to draft Comprehensive Plan text amendments that would incorporate the Great Neighborhood Principles into the Comprehensive Plan, and to bring those draft text amendments back to the PAC for review. Staff prepared and presented draft Comprehensive Plan text amendments to the PAC at their January 2019 meeting. The PAC reviewed the draft amendments, and with a few minor edits, recommended that they be forwarded on to the Planning Commission for review and consideration.

The Planning Commission held a work session on February 21, 2019, and reviewed the draft amendments recommended by the PAC. The Planning Commission was supportive of the recommended language from the PAC, so staff initiated the formal review process for the Comprehensive Plan Text Amendments to introduce the text amendments described herein.

Further, the City of McMinnville continues to provide opportunities for the public to review and obtain copies of application materials and completed staff report prior to the holding of advertised public hearings. All members of the public have access to provide testimony and ask questions during the public review and hearing process.

### **McMinnville's City Code:**

The following Sections of the McMinnville Zoning Ordinance (Ord. No. 3380) are applicable to the request:

17.03.020 Purpose. The purpose of the ordinance codified in Chapters 17.03 (General Provisions) through 17.74 (Review Criteria) of this title is to encourage appropriate and orderly physical development in the city through standards designed to protect residential, commercial, industrial, and civic areas from the intrusions of incompatible uses; to provide opportunities for establishments to concentrate for efficient operation in mutually beneficial relationship to each other and to shared services; to provide adequate open space, desired levels of population densities, workable relationships between land uses and the transportation system, adequate community facilities; and to provide assurance of opportunities for effective utilization of the land resources; and to promote in other ways public health, safety, convenience, and general welfare.

### **Finding: Section 17.03.020 is satisfied.**

The 13 Great Neighborhood Principles identified in Policy 187.50 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, when applied together as an integrated and assembled approach to neighborhood design as required by Policy 187.20, will result in development that promotes the public health, safety, convenience, and general welfare. The promotion of the public health, safety, convenience, and general welfare is also consistent with the intent of the Great Neighborhood Principles, which is stated in Policy 187.10 to be that all developed places include characteristics and elements that create a livable, healthy, social, safe, and vibrant neighborhood with enduring value.

Great Neighborhood Principles related to Mix of Activities (Principle 9), Housing for Diverse Incomes and Generations (Principle 11), and Housing Variety (Principle 12) provide the framework for neighborhoods to be designed to include a variety of uses and housing types, which would allow for opportunities for uses to concentrate for efficient operation and effective utilization of the City's land resources. Proposals 45.00 and 46.00 are included to provide for design and development standards for individual uses to ensure compatibility with surrounding uses, and to ensure workable relationships between land uses. Further, a principle related to Human Scale Design (Principle 8) will ensure that buildings and spaces are designed to be comfortable at a human scale, and will require that the size,

form, and proportionality of development is designed function and be balanced with the existing built environment. Other Great Neighborhood Principles are included that would provide for adequate open space (Principle 3 – Parks and Open Spaces), desired levels of population densities (Principle 11 – Housing for Diverse Incomes and Generations, and Principle 12 – Housing Variety), workable relationships between land uses and the transportation facility (Principle 4 – Pedestrian Friendly, Principle 5 – Bike Friendly, Principle 6 – Connected Streets, Principle 7 – Accessibility, and Principle 8 – Human Scale Design), and adequate community facilities (Principle 9 – Mix of Activities).

## AMENDMENTS TO THE MCMINNVILLE COMPREHENSIVE PLAN

New proposed language is represented by underline font, deleted language is represented by ~~strikethrough font~~.

### CHAPTER IX URBANIZATION

**GOAL IX 1: TO PROVIDE ADEQUATE LANDS TO SERVICE THE NEEDS OF THE PROJECTED POPULATION TO THE YEAR 2023, AND TO ENSURE THE CONVERSION OF THESE LANDS IN AN ORDERLY, TIMELY MANNER TO URBAN USES.**

**GOAL IX 2: TO ESTABLISH A LAND USE PLANNING FRAMEWORK FOR APPLICATION OF THE GOALS, POLICIES, AND PROPOSALS OF THE MCMINNVILLE COMPREHENSIVE PLAN**

#### **URBAN GROWTH BOUNDARY**

##### *Policies:*

- 181.00 *The City of McMinnville shall establish an urban growth boundary to separate rural lands from urbanizable and urban lands. Lands within the boundary shall be deemed necessary for urban development within the planning period, except those designated as reserve areas.*
- 182.00 *Amendments to the Urban Growth Boundary may be considered periodically. The City of McMinnville and Yamhill County shall consider amendments to the boundary based on the following criteria and other State requirements:*
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. *The long term environmental, energy, economic, and social consequences of the locality, the region, and the state as the result of allowing urbanization and not*

*preserving and maintaining the land for agricultural or forest uses, whichever is applicable.*

6. *Retention of agricultural land as defined, with Class I being the highest priority for retention and Class IV the lowest priority.*
7. *Compatibility of the proposed urban uses with other adjacent uses.*
8. *Deleted as per Ord. 4796, October 14, 2003.*

### **GENERAL DEVELOPMENT PATTERN**

#### *Policies:*

- 183.00 *The City of McMinnville, with the cooperation of Yamhill County, shall establish three categories of lands within the Urban Growth Boundary. Future urbanizable lands are those lands outside the city limits, but inside the Urban Growth Boundary. These lands shall be retained in agricultural resource zones until converted to urbanizable lands by annexation to the City of McMinnville. Urbanizable lands are those lands within the city limits which are not yet developed at urban densities. Conversion of these lands to the urban classification shall involve fulfillment of the goals and policies of this plan, provision of urban services, and application of appropriate implementation ordinances and measures. Urban lands are those lands within the city limits developed at urban densities.*
- 184.00 *The City of McMinnville shall establish a Comprehensive Plan Map designating allowed land uses within the McMinnville Urban Growth Boundary. Land uses allowed under the specific designations shall be set in Volume I of the McMinnville Comprehensive Plan, Chapter IX.*

### **LAND USE DEVELOPMENT TOOLS**

- 185.00 *The City of McMinnville and Yamhill County shall adopt an Urban Growth Boundary management agreement establishing (1) the rights and responsibilities of each jurisdiction for management of lands outside the city limits but inside the Urban Growth Boundary, (2) procedures for processing different land use requests on lands within the Urban Growth Boundary, but outside the city limits, and (3) policies that shall be applied to the development of lands within the Urban Growth Boundary, but outside the city limits.*
- 186.00 *The City of McMinnville shall place planned development overlays on areas of special significance identified in Volume I of the McMinnville Comprehensive Plan. Those overlays shall set forth the specific conditions for development of the affected properties. Areas of significance identified in the plan shall include but not be limited to:*
1. *Three Mile Lane (north and south).*
  2. *Deleted as per Ord. 4796, October 14, 2003.*

3. Barber property.
4. West Hills area.
5. Commercial areas at the northern and southern entrances to the city.
6. New industrial areas, certain existing industrial areas.

187.00 The City of McMinnville shall adopt additional implementation ordinances and measures to carry out the goals and policies of the McMinnville Comprehensive Plan. These shall include, but not be limited to, the Zoning Ordinance and Map, Annexation Ordinance, and Mobile Home Development Ordinance.

### **GREAT NEIGHBORHOOD PRINCIPLES**

#### **Policies:**

**187.10 The City of McMinnville shall establish Great Neighborhood Principles 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.**

**187.20 The Great Neighborhood Principles shall encompass a wide range of characteristics and elements, but those characteristics and elements will not function independently. The Great Neighborhood Principles shall be applied together as an integrated and assembled approach to neighborhood design and development to create a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood, and to create a neighborhood that supports today's technology and can accommodate future technology.**

**187.30 The Great Neighborhood Principles shall be applied in all areas of the city to ensure equitable access to a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood for all McMinnville citizens.**

**187.40 The Great Neighborhood Principles shall guide long range planning efforts including, but not limited to, master plans, small area plans, and annexation requests. The Great Neighborhood Principles shall also guide applicable current land use and development applications.**

**187.50 The McMinnville Great Neighborhood Principles are provided below. Each Great Neighborhood Principle is identified by number below (numbers 1 – 13), and is followed by more specific direction on how to achieve each individual principle.**



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.
- 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.

## Proposals:

- 40.00 The City shall complete an inventory of the applicable natural resources listed in Goal 5 of the Oregon Statewide Planning Goals and Guidelines. The resources to be included in the inventory include, but are not limited to, riparian corridors, wetlands, wildlife habitat, open space, and scenic views. The City shall coordinate with the Department of Land Conservation and Development to determine which Goal 5 resources to include in the inventory.
- 41.00 The City shall complete an inventory of landmark trees that are of significance or value to the City's environment or history.
- 42.00 The City shall develop specific park and open space requirements for different types of neighborhoods and developments, such as multiple family residential uses or single family residential subdivisions. The park and open space requirements for individual developments shall be based on the size or scale of the proposed development and on the number of dwelling units within the proposed development and shall incorporate both active and passive parks, open spaces, and opportunities to connect with nature.
- 43.00 The City shall complete a Bicycle Plan to guide the planning, implementation, and growth of a city-wide bicycle network throughout McMinnville. The Bicycle Plan may be adopted as an appendix to the Transportation System Plan and may identify projects that can be implemented or planned to create a city-wide bicycle network.
- 44.00 The City shall complete a Pedestrian Plan to guide the planning, implementation, and growth of a city-wide pedestrian network throughout McMinnville. The Pedestrian Plan may be adopted as an appendix to the Transportation System Plan and may identify projects that can be implemented or planned to create a city-wide pedestrian network.
- 45.00 The City shall develop site and design requirements for commercial and industrial uses.
- 46.00 The City shall develop development codes that allow for a variety of housing types and forms, and shall develop site and design requirements for those housing types and form.
- 47.00 The City shall evaluate the impact of future technology on neighborhood design and develop development codes that support today's technology but can accommodate future technology as well, including but not limited to data infrastructure, artificial intelligence, ride-share, and autonomous vehicles.

## CHAPTER X CITIZEN INVOLVEMENT AND PLAN AMENDMENT

- GOAL X 1: TO PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN THE LAND USE DECISION MAKING PROCESS ESTABLISHED BY THE CITY OF McMINNVILLE.**
- GOAL X 2: TO MAKE EVERY EFFORT TO ENGAGE AND INCLUDE A BROAD CROSS SECTION OF THE COMMUNITY BY MAINTAINING AN ACTIVE AND OPEN CITIZEN INVOLVEMENT PROGRAM THAT IS ACCESSIBLE TO ALL MEMBERS OF THE COMMUNITY AND ENGAGES THE COMMUNITY DURING DEVELOPMENT AND IMPLEMENTATION OF LAND USE POLICIES AND CODES.**
- GOAL X 3 TO PERIODICALLY REVIEW AND AMEND THE McMINNVILLE COMPREHENSIVE PLAN TO REFLECT CHANGES IN COMMUNITY CIRCUMSTANCES, IN CITIZEN DESIRES, AND IN THE STATEWIDE GOALS.**

*Policies:*

- 188.00 *The City of McMinnville shall continue to provide opportunities for citizen involvement in all phases of the planning process. The opportunities will allow for review and comment by community residents and will be supplemented by the availability of information on planning requests and the provision of feedback mechanisms to evaluate decisions and keep citizens informed.*
- 189.00 *The City of McMinnville shall establish procedures for amending the Comprehensive Plan, Volumes I and II, and the implementation ordinances and measures in Volume III, which allow for citizen review and comment.*
- 190.00 *The City of McMinnville shall appoint a representative Planning Commission that will serve as the officially recognized Committee for Citizen Involvement (CCI) for the City of McMinnville. This Commission will be made up of representatives of all geographical areas of the City, and shall hold public forums and public hearings on major comprehensive plan text amendments, comprehensive plan and zoning map amendments, zoning ordinance text amendments and changes in the urban growth boundary and/or urban growth management agreements.*
- 191.00 *The Committee for Citizen Involvement shall, in addition to reviewing the aforementioned proposals, undertake a major review of the City's comprehensive plan, as required by the LCDC, to insure compliance with the statewide goals, to insure the proper functioning of the plan and all implementation measures, and to incorporate into the plan changes in citizenry views or community circumstances which are deemed necessary and proper.*

- 192.00 *The Committee for Citizen Involvement shall have the power to initiate requests for amendments to the comprehensive plan text, maps, or implementation ordinances through appropriate procedures and channels.*
- 193.00 *The City of McMinnville shall continue to engage citizens in community advisory positions for input on the major elements of the comprehensive plan by creating special citizen advisory bodies and ad-hoc committees comprised of volunteers representing a broad cross-section of the community to provide input on every major comprehensive planning effort and other related land use planning matters.*
- 194.00 *The City of McMinnville shall strive to include youth members on City committees involved in land use planning, and work with the McMinnville School District, local private schools and service groups to encourage youth involvement in land use planning activities.*
- 195.00 *The City of McMinnville shall assure that technical information is available to citizens in an understandable form and when needed provide translations of information to non-English speaking members of the community,*
- 196.00 *The City of McMinnville shall allocate adequate human, financial and informational resources for the citizen involvement program. (Ord 5037 §2, September 12, 2017; Ord. 4536, April 27, 1993)*

Proposals:

~~40.00~~

- 48.00** Periodically evaluate the City's Citizen Involvement Program and make adjustments as needed to improve its effectiveness.

~~41.00~~

- 49.00** Have the Committee for Citizen Involvement report at least annually to the City Council to evaluate the effectiveness of the City's citizen involvement efforts. (Ord 5037 §2, September 12, 2017)

## EXHIBIT 4 - STAFF REPORT

**DATE:** March 21, 2019  
**TO:** McMinnville Planning Commission  
**FROM:** Chuck Darnell, Senior Planner  
**SUBJECT:** G 2-19: Comprehensive Plan Text Amendments – Historic Preservation Plan

### STRATEGIC PRIORITY & GOAL:



### GROWTH & DEVELOPMENT CHARACTER

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

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

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### Report in Brief:

This is a legislative hearing to consider proposed text amendments to the McMinnville Comprehensive Plan pertaining to the adoption of a Historic Preservation Plan and associated policy updates.

The City of McMinnville is proposing to amend Chapter III (Cultural, Historical, and Educational Resources) of the Comprehensive Plan by adding new goals, policies, and proposals that were developed during the completion of the McMinnville Historic Preservation Plan. The new goals, policies, and proposals provide guidance for historic preservation program activities to be completed over the next 15 to 20 years. The entire Historic Preservation Plan is also proposed to be adopted into the McMinnville Comprehensive Plan as an appendix.

### Background:

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

The consultants began by completing research into the City's existing historic preservation program, which served as a foundation for the recommendations eventually provided in the final Historic Preservation Plan. The consultant's process for the completion of the Historic Preservation Plan included multiple public meetings, first to provide an overview of the planning process and also to share the preliminary findings from an Intensive Level Survey (ILS) that they completed in the residential area north

of downtown, and second to share their preliminary recommendations and preliminary implementation plan. The initial public meeting was held on February 20th, 2018, and the final public meeting was held on May 23rd, 2018. The consultants also attended a regular monthly meeting of the Historic Landmarks Committee in March 2018 to discuss their initial findings and gather feedback on their early recommendations that would be included in the Historic Preservation Plan.

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

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

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

Notice of the proposal was published in the newspaper and circulated for agency comment. No comments were received.

### **Discussion:**

The City of McMinnville is proposing amendments to the McMinnville Comprehensive Plan to adopt the Historic Preservation Plan. The proposed Comprehensive Plan text amendments are two-fold. First, the text amendments would add new goals, policies, and proposals to Chapter III (Cultural, Historical, and Educational Resources) of the Comprehensive Plan. These goals, policies, and proposals are directly from Chapter 5 of the Historic Preservation Plan, and will be discussed in more detail below. Second, the text amendments would adopt the entire Historic Preservation Plan as an appendix to the overall McMinnville Comprehensive Plan. This will ensure that all of the relevant information in the Historic Preservation Plan is included in the City's guiding planning document.

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

- 1) Executive Summary



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

## 2) Introduction

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

## 3) Historic Context

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

## 4) Current Status of Historic Preservation

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

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

## 5) Goals, Policies, & Proposals

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

The goals included in the Historic Preservation Plan are:

- Goal 1: Increase Public Awareness and Understanding of McMinnville's History and its Historic Preservation Program
- Goal 2: Encourage the Preservation and Rehabilitation of Historic Resources

- Goal 3: Document and Protect Historic Resources
- Goal 4: Increase Heritage Tourism

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

## 6) Implementation

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

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

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

## 7) Appendices

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

### **Fiscal Impact:**

None.

### **Commission Options:**

- 1) Close the public hearing and forward a recommendation of **APPROVAL** to the McMinnville City Council, per the decision document provided which includes the findings of fact.
- 2) **CONTINUE** the public hearing to a specific date and time.
- 3) Close the public hearing, but **KEEP THE RECORD OPEN** for the receipt of additional written testimony until a specific date and time.
- 4) Close the public hearing and **DENY** the application, providing findings of fact for the denial in the motion to deny.

**Recommendation/Suggested Motion:**

**“THAT BASED ON THE FINDINGS OF FACT, THE CONCLUSIONARY FINDINGS FOR APPROVAL, AND THE MATERIALS SUBMITTED BY STAFF, THE PLANNING COMMISSION RECOMMENDS THAT THE CITY COUNCIL APPROVE THE PROPOSED COMPREHENSIVE PLAN TEXT AMENDMENTS PRESENTED IN DOCKET G 2-19.”**

**CITY OF MCMINNVILLE  
PLANNING DEPARTMENT**  
231 NE FIFTH STREET  
MCMINNVILLE, OR 97128

503-434-7311

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

**DECISION, FINDINGS OF FACT, AND CONCLUSIONARY FINDINGS FOR THE APPROVAL OF  
LEGISLATIVE AMENDMENTS TO THE MCMINNVILLE COMPREHENSIVE PLAN PERTAINING TO  
A MCMINNVILLE HISTORIC PRESERVATION PLAN**

**DOCKET:** G 2-19

**REQUEST:** The City of McMinnville is proposing to amend Chapter III (Cultural, Historical, and Educational Resources) of the Comprehensive Plan by adding new goals, policies, and proposals that were developed during the completion of the McMinnville Historic Preservation Plan. The new goals, policies, and proposals provide guidance for historic preservation program activities to be completed over the next 15 to 20 years. The entire Historic Preservation Plan is also proposed to be adopted into the McMinnville Comprehensive Plan as an appendix.

**LOCATION:** N/A

**ZONING:** N/A

**APPLICANT:** City of McMinnville

**STAFF:** Chuck Darnell, Senior Planner

**DATE DEEMED COMPLETE:** February 8, 2019

**HEARINGS BODY:** McMinnville Planning Commission (recommendation to City Council)

**DATE & TIME:** March 21, 2019. Civic Hall, 200 NE 2<sup>nd</sup> Street, McMinnville, Oregon

**HEARINGS BODY:** McMinnville City Council (final decision)

**DATE & TIME:** April 23, 2019 (tentative). Civic Hall, 200 NE 2<sup>nd</sup> Street, McMinnville, Oregon

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

**CRITERIA:** Amendments to the text of the Comprehensive Plan must be consistent with the Goals and Policies in Volume II of the Comprehensive Plan and the Purpose of the Zoning Ordinance.

**APPEAL:** The Planning Commission will make a recommendation to the City Council. The City Council's decision on a legislative amendment may be appealed to the Oregon Land Use Board of Appeals (LUBA) within 21 days of the date written notice of the City Council's decision is mailed to parties who participated in the local proceedings and entitled to notice and as provided in ORS 197.620 and ORS 197.830, and Section 17.72.190 of the McMinnville Municipal Code.

**COMMENTS:**

This matter was referred to the following public agencies for comment: McMinnville Fire Department, Police Department, Engineering Department, Building Department, Parks Department, City Manager, and City Attorney; McMinnville Water and Light; McMinnville School District No. 40; Yamhill County Public Works; Yamhill County Planning Department; Frontier Communications; Comcast; and Northwest Natural Gas. Their comments are provided in this decision document.

## DECISION

Based on the findings and conclusions, the Planning Commission recommends **APPROVAL** of the Comprehensive Plan Text Amendments (G 2-19) to the McMinnville City Council.

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**DECISION: APPROVAL**

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City Council: \_\_\_\_\_  
Scott Hill, Mayor of McMinnville

Date: \_\_\_\_\_

Planning Commission: \_\_\_\_\_  
 Roger Hall, Chair of the McMinnville Planning Commission

Date: \_\_\_\_\_

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

Date: \_\_\_\_\_

## **APPLICATION SUMMARY:**

The City of McMinnville is proposing to adopt a Historic Preservation Plan to guide the City's historic preservation program for the next 15 to 20 years. The Historic Preservation Plan includes the following elements: a historic context statement for McMinnville; an overview of the current status of the City's historic preservation program; goals, policies, and proposals to guide future historic preservation work and activities to be completed by the City; and an implementation matrix organizing the future historic preservation work and activities into ongoing, short-term, mid-term, and long-term timeframes. The Historic Preservation Plan does not include any specific changes to any development code or regulatory processes. There are some recommendations on potential code amendments to analyze further and future survey work to complete, but no changes would occur to the City's development code or regulatory processes from the action to adopt the Historic Preservation Plan. The City is proposing to amend the Comprehensive Plan by adopting the Historic Preservation Plan as an Appendix, and also by amending Chapter III (Cultural, Historical, and Educational Resources) by adding the goals, policies, and proposals from the Historic Preservation Plan into the existing Comprehensive Plan section titled "Historic Preservation".

## **ATTACHMENTS:**

1. Proposed Amendments to Chapter III (Cultural, Historical, and Educational Resources)
2. McMinnville Historic Preservation Plan (on file with the Planning Department)

## **COMMENTS:**

### **Agency Comments**

This matter was referred to the following public agencies for comment: McMinnville Fire Department, Police Department, Engineering and Building Departments, City Manager, and City Attorney, McMinnville School District No. 40, McMinnville Water and Light, Yamhill County Public Works, Yamhill County Planning Department, Frontier Communications, Comcast, Northwest Natural Gas. The following comments had been received:

- McMinnville Engineering Department:

No comments.

### **Public Comments**

- No public comments have been received as of March 14, 2019.

## **FINDINGS OF FACT**

1. The City of McMinnville Planning Department initiated the Historic Preservation Plan project 2017 in response to the McMinnville Historic Landmarks Committee beginning to meet more regularly and the Committee's efforts in adopting annual work plans to guide their work. The Historic Landmarks Committee was interested in establishing a guide for the City's historic preservation program for the next 15 to 20 years. The Planning Commission included the Historic Preservation Plan project in their 2017-2019 Work Plan as a long-range planning work product.
2. The Historic Preservation Plan was developed over the course of 2018 with oversight by the Historic Landmarks Committee and discussions on the plan components at multiple regular

Historic Landmarks Committee business meetings. Two public open houses were held, in February 2018 and May 2018, to gather feedback from the general public on the components of the Historic Preservation Plan. An online survey and stakeholder interviews were also conducted during the public engagement process to gather as much public feedback and input on the plan as possible.

3. A work session was held with the Planning Commission in June 2018 to review a draft of the Historic Preservation Plan. The Planning Commission was supportive of the plan and provided some comments for consideration in the development of the final plan. A final draft of the plan was reviewed by the Historic Landmarks Committee in September 2018. Some additional amendments were requested by the Historic Landmarks Committee, which were made by staff, and a revised version of the final Historic Preservation Plan was reviewed and recommended for approval by the Historic Landmarks Committee in December 2018.
4. The City of McMinnville is proposing to amend Chapter III (Cultural, Historical, and Educational Resources) of the Comprehensive Plan by adding new goals, policies, and proposals that were developed during the completion of the McMinnville Historic Preservation Plan. The new goals, policies, and proposals provide guidance for historic preservation program activities to be completed over the next 15 to 20 years. The entire Historic Preservation Plan is also proposed to be adopted into the McMinnville Comprehensive Plan as an appendix.
5. Public notification of the proposal and the March 21, 2019 Planning Commission public hearing was published in the March 12, 2019 edition of the News Register.
6. The text amendments proposed are included in Attachment 1 (Amendments to Chapter III) and Attachment 2 (McMinnville Historic Preservation Plan).

### **CONCLUSIONARY FINDINGS:**

As addressed below, ***the applicable criteria are satisfied***. The proposed amendments are consistent with the applicable Goals and Policies of the Comprehensive Plan and the applicable provisions of the Zoning Ordinance for the proposed amendments to the McMinnville Comprehensive Plan.

### **Oregon Administrative Rules:**

The following procedures and requirements from Chapter 660, Division 23 (Procedures and Requirements for Complying with Goal 5) are applicable to this request:

OAR 660-023-0200(1): *For the purposes of this rule, the following definitions apply: [...]*

*(c) "Historic context statement" is an element of a comprehensive plan that describes the important broad patterns of historical development in a community and its region during a specified time period. It also identifies historic resources that are representative of the important broad patterns of historical development.*

*(d) "Historic preservation plan" is an element of a comprehensive plan that contains the local government's goals and policies for historic resource preservation and the processes for creating and amending the program to achieve the goal.*

Finding: **OAR 660-023-0200(1)(c) and OAR 660-023-0200(1)(d) are satisfied.**

The Historic Preservation Plan associated with the proposed text amendments to the McMinnville Comprehensive Plan include additional goals and policies for the City's existing historic preservation program, and will guide the activities to be completed under City's historic preservation program for the next 15 to 20 years. A historic context statement is included in Chapter 3 of the McMinnville Historic

Preservation Plan, which includes an overview of the historic growth and development of McMinnville. It identifies five time periods of development in the city, each organized and associated with activities that were occurring during the time period. After describing those development periods, information is provided on different property types and architectural styles that are easily identified throughout the city. Specifically, thirteen architectural styles are described that were prevalent throughout the different development periods. Examples are provided of properties within the city that still display the prominent architectural features from each key architectural style.

*OAR 660-023-0200(3): Comprehensive Plan Contents. Local comprehensive plans should foster and encourage the preservation, management, and enhancement of significant historic resources within the jurisdiction in a manner conforming with, but not limited by, the provisions of ORS 358.605. In developing local historic preservation programs, local governments should follow the recommendations in the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation, produced by the National Park Service. Local governments should develop a local historic context statement and adopt a historic preservation plan and a historic preservation ordinance in conjunction with inventorying historic resources.*

Finding: **OAR 660-023-0200(3) is satisfied.**

The City of McMinnville already has an adopted local historic preservation program, created through past actions and procedures and adopted by Ordinance 4401 and Ordinance 5034. The proposed text amendments to the McMinnville Comprehensive Plan will build on the existing program through the adoption of a Historic Preservation Plan that will guide the City's historic preservation program for the next 15 to 20 years. The Historic Preservation Plan also contains a local historic context statement in Chapter 3.

#### **McMinnville's Comprehensive Plan:**

The following Goals and Policies from Volume II of the McMinnville Comprehensive Plan of 1981 are applicable to this request:

#### **GOAL III 2: TO PRESERVE AND PROTECT SITES, STRUCTURES, AREAS, AND OBJECTS OF HISTORICAL, CULTURAL, ARCHITECTURAL, OR ARCHAEOLOGICAL SIGNIFICANCE TO THE CITY OF McMINNVILLE.**

- Policy 15.00 The City of McMinnville shall establish a program for the identification and preservation of significant sites, structures, objects, and areas.*
- Policy 16.00 The City of McMinnville shall support special assessment programs as well as federal grants-in-aid programs and other similar legislation in an effort to preserve structures, sites, objects, or areas of significance to the City.*
- Policy 17.00 The City of McMinnville shall enact interim measures for protection of historic sites and structures. Those measures are identified in the McMinnville Comprehensive Plan, Volume I, Chapter III.*
- Policy 17.01 The City of McMinnville will, by the time of the first plan update (1985), conduct a thorough study (consistent with the requirements of Statewide Planning Goal #5) of the 515 resources included in the 1980 Historical Survey and the properties listed on the 1976 Inventory of Historical Sites (Figure III-1, Volume I, McMinnville Comprehensive Plan) and place those structures and sites which are found to warrant preservation on a list of historic buildings and places. The City shall also study other buildings and sites which were not included on the 1976 and 1980 inventories and place those so warranted on the list of historic buildings and places. The City shall then adopt an historic preservation ordinance which is consistent with the requirements of Statewide Planning Goal #5 and which protects the structures and sites included on the list. (Ord. 4218, November 23, 1982)*



Finding: **Goal III 2 and Policies 15.00, 16.00, 17.00, and 17.01 are satisfied.**

The existing goals and policies have been achieved by the City of McMinnville in the past through the creation of the McMinnville Historic Resources Inventory and the adoption of a historic preservation program, including a Historic Landmarks Committee, through past ordinances and code updates (Ordinance 4401 and Ordinance 5034). Outside of the early establishment of a program and guidance for initial buildings and places to be studied (which were eventually adopted as part of the McMinnville Historic Resources Inventory), the existing Comprehensive Plan policies provide no further specific guidance for future activities to be completed under the historic preservation program. The McMinnville Historic Preservation Plan and the associated goals, policies, and proposals provide guidance for the next 15 to 20 years of the City's historic preservation program. The Historic Preservation Plan includes activities that further promote the existing Comprehensive Plan policies, and the roles and responsibilities of the Historic Landmarks Committee.

**GOAL IX 2: TO ESTABLISH A LAND USE PLANNING FRAMEWORK FOR APPLICATION OF THE GOALS, POLICIES, AND PROPOSALS OF THE McMINNVILLE COMPREHENSIVE PLAN**

*Policy 187.00 The City of McMinnville shall adopt additional implementation ordinances and measures to carry out the goals and policies of the McMinnville Comprehensive Plan. These shall include, but not be limited to, the Zoning Ordinance and Map, Annexation Ordinance, and Mobile Home Development Ordinance.*

Finding: **Goal IX 2 and Policy 187.00 are satisfied.**

The Historic Preservation Plan provides guidance for the City's historic preservation program, as established in Ordinance 4401 and Ordinance 5034. More specifically, the Historic Preservation Plan includes additional goals, policies, and proposals that provide the Historic Landmarks Committee with guidance in carrying out their roles and responsibilities, which are identified in Chapter 2.34 of the McMinnville Municipal Code and include: identifying, evaluating, and designating historical and cultural resources in McMinnville; informing and educating the public on the historic and architectural significance of designated historic resources; informing and educating the public on the value of preserving McMinnville's historic and cultural resources; soliciting grants and other resources to help promote, advocate, and undertake preservation projects in the City of McMinnville; and any other activities that will help preserve and promote McMinnville's history and culture.

**GOAL X 1: TO PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN THE LAND USE DECISION MAKING PROCESS ESTABLISHED BY THE CITY OF McMINNVILLE.**

**GOAL X 2: TO MAKE EVERY EFFORT TO ENGAGE AND INCLUDE A BROAD CROSS SECTION OF THE COMMUNITY BY MAINTAINING AN ACTIVE AND OPEN CITIZEN INVOLVEMENT PROGRAM THAT IS ACCESSIBLE TO ALL MEMBERS OF THE COMMUNITY AND ENGAGES THE COMMUNITY DURING DEVELOPMENT AND IMPLEMENTATION OF LAND USE POLICIES AND CODES.**

*Policy 188.00 The City of McMinnville shall continue to provide opportunities for citizen involvement in all phases of the planning process. The opportunities will allow for review and comment by community residents and will be supplemented by the availability of information on planning requests and the provision of feedback mechanisms to evaluate decisions and keep citizens informed.*

*Policy 193.00 The City of McMinnville shall continue to engage citizens in community advisory positions for input on the major elements of the comprehensive plan by creating special citizen advisory bodies and ad-hoc committees comprised of volunteers representing a broad cross-section of the community to provide input on every major comprehensive planning effort and other related land use planning matters.*

**Finding: Goals X 1 and X 2 and Policies 188.00 and 193.00 are satisfied.**

The development of the Historic Preservation Plan was overseen by the Historic Landmarks Committee, a group of appointed residents and community members whose responsibilities include the majority of the management of the City's historic preservation program.

The process for the completion of the Historic Preservation Plan included multiple public meetings, first to provide an overview of the planning process, and second to share their preliminary recommendations and preliminary implementation plan. The initial public meeting was held on February 20th, 2018, and the final public meeting was held on May 23rd, 2018. The consultants working on the plan also attended a regular monthly business meeting of the Historic Landmarks Committee in March 2018 to discuss their initial findings and gather feedback on their early recommendations that would be included in the Historic Preservation Plan.

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

After completing all public outreach and targeted outreach to specific stakeholders, the consultants drafted the Historic Preservation Plan. The draft plan was shared with the Historic Landmarks Committee and Planning Commission for discussion and comment, at both of those group's June 2018 regular business meetings. The final draft of the Historic Preservation Plan was completed in August 2018, and was reviewed again by the Historic Landmarks Committee in September 2018 and December 2018 at regular business meetings. After reviewing and approving of the final draft, the Historic Landmarks Committee recommended that the Historic Preservation Plan be forwarded to the Planning Commission and City Council for review and consideration. Staff then initiated the Comprehensive Plan Text Amendment process and scheduled those amendments for review during by the Planning Commission during a public hearing.

Further, the City of McMinnville continues to provide opportunities for the public to review and obtain copies of application materials and completed staff report prior to the holding of advertised public hearings. All members of the public have access to provide testimony and ask questions during the public review and hearing process.

#### **McMinnville's City Code:**

The following Sections of the McMinnville Zoning Ordinance (Ord. No. 3380) are applicable to the request:

**17.03.020 Purpose.** The purpose of the ordinance codified in Chapters 17.03 (General Provisions) through 17.74 (Review Criteria) of this title is to encourage appropriate and orderly physical development in the city through standards designed to protect residential, commercial, industrial, and civic areas from the intrusions of incompatible uses; to provide opportunities for establishments to

concentrate for efficient operation in mutually beneficial relationship to each other and to shared services; to provide adequate open space, desired levels of population densities, workable relationships between land uses and the transportation system, adequate community facilities; and to provide assurance of opportunities for effective utilization of the land resources; and to promote in other ways public health, safety, convenience, and general welfare.

**Finding: Section 17.03.020 is satisfied.**

The Historic Preservation Plan provides guidance for the City's historic preservation program, as established in Ordinance 4401 and Ordinance 5034. More specifically, the Historic Preservation Plan includes additional goals, policies, and proposals that provide the Historic Landmarks Committee with guidance in carrying out their roles and responsibilities, which are identified in Chapter 2.34 of the McMinnville Municipal Code and include: identifying, evaluating, and designating historical and cultural resources in McMinnville; informing and educating the public on the historic and architectural significance of designated historic resources; informing and educating the public on the value of preserving McMinnville's historic and cultural resources; soliciting grants and other resources to help promote, advocate, and undertake preservation projects in the City of McMinnville; and any other activities that will help preserve and promote McMinnville's history and culture. These roles and responsibilities have been previously determined by the City of McMinnville to be important in the promotion of the general welfare of the City by preserving historical and cultural resources of significance to the City of McMinnville. The Historic Preservation Plan and the additional goals, policies, and proposals therefore promote the general welfare of the City of McMinnville.

## AMENDMENTS TO THE MCMINNVILLE COMPREHENSIVE PLAN

New proposed language is represented by underline font, deleted language is represented by ~~strikethrough font~~.

### CHAPTER III CULTURAL, HISTORICAL, AND EDUCATIONAL RESOURCES

#### GOAL III 1: TO PROVIDE CULTURAL AND SOCIAL SERVICES AND FACILITIES COMMENSURATE WITH THE NEEDS OF OUR EXPANDING POPULATION, PROPERLY LOCATED TO SERVICE THE COMMUNITY AND TO PROVIDE POSITIVE IMPACTS ON SURROUNDING AREAS.

##### *Policies:*

- 13.00 *The City of McMinnville shall allow future community center type facilities, both public and private, to locate in appropriate areas based on impacts on the surrounding land uses and the community as a whole, and the functions, land needs, and service area of the proposed facility.*
- 14.00 *The City of McMinnville shall strive to insure that future public community facilities, where possible and appropriate, are consolidated by locating the new structures in close proximity to other public buildings. This will be done in order to realize financial benefits, centralize services, and positively impact future urban development.*

#### **HISTORIC PRESERVATION**

#### GOAL III 2: TO PRESERVE AND PROTECT SITES, STRUCTURES, AREAS, AND OBJECTS OF HISTORICAL, CULTURAL, ARCHITECTURAL, OR ARCHAEOLOGICAL SIGNIFICANCE TO THE CITY OF MCMINNVILLE.

##### *Policies:*

- 15.00 *The City of McMinnville shall establish a program for the identification and preservation of significant sites, structures, objects, and areas.*
- 16.00 *The City of McMinnville shall support special assessment programs as well as federal grants-in-aid programs and other similar legislation in an effort to preserve structures, sites, objects, or areas of significance to the City.*

- 17.00 *The City of McMinnville shall enact interim measures for protection of historic sites and structures. Those measures are identified in the McMinnville Comprehensive Plan, Volume I, Chapter III.*
- 17.01 *The City of McMinnville will, by the time of the first plan update (1985), conduct a thorough study (consistent with the requirements of Statewide Planning Goal #5) of the 515 resources included in the 1980 Historical Survey and the properties listed on the 1976 Inventory of Historical Sites (Figure III-1, Volume I, McMinnville Comprehensive Plan) and place those structures and sites which are found to warrant preservation on a list of historic buildings and places. The City shall also study other buildings and sites which were not included on the 1976 and 1980 inventories and place those so warranted on the list of historic buildings and places. The City shall then adopt an historic preservation ordinance which is consistent with the requirements of Statewide Planning Goal #5 and which protects the structures and sites included on the list. (Ord. 4218, November 23, 1982)*

Proposals:

- 1.00 Create a Historic Landmarks Committee, similar in scope and purpose to the Landscape Review Committee, to serve in an advisory capacity to the Planning Commission and the City Council.
- 2.00 Draft an historic preservation ordinance addressing the following concerns:
1. Membership on the Historic Landmarks Committee. Membership should include interested citizens and local experts in history, architecture, and archaeology, if available.
  2. Duties of the Historic Landmarks Committee. The Historic Landmarks Committee should:
    - a. Maintain and circulate a list of historically designated landmarks which include information of historical interest, significance (architectural, cultural, etc.), and present use of the landmark, as well as dates on which it is open to the public.
    - b. Continue inventorying resources in those areas not covered in Phase I of the historic resource inventory of the City of McMinnville. This should be a priority concern of the committee, and every attempt should be made to complete this inventory as soon as possible after establishment of the committee.
    - c. Recommend to the Planning Commission sites or structures for designation to a local historical landmarks register.
    - d. Recommend to the Planning Commission review procedures for alterations and/or destruction of landmarks designated to the local register. Specific provisions and powers to maintain the unique character of the landmark should be developed.

- e. Provide information on financial incentives (and disincentives) available for restoration or rehabilitation of historic landmarks.
- f. Provide information and assistance to owners of sites, structures, and objects in designating local landmarks to state and national registers.
- g. Coordinate with local historical and tourism group's activities and projects, including promotion of historical awareness in the City.
- h. Coordinate activities with local, regional, and statewide agencies connected with historical preservation.
- i. Record through photographs, descriptions, artifacts, and other appropriate measures those landmarks of significance that cannot be preserved.

**GOAL III 3: INCREASE PUBLIC AWARENESS AND UNDERSTANDING OF  
McMINNVILLE'S HISTORY AND ITS HISTORIC PRESERVATION  
PROGRAM**

**Policies:**

**17.02 Promote Historic Preservation Month every May.**

**Proposals:**

**3.00 Continue to host an annual McMinnville Historic Preservation Awards program and invite community input. Consider creating categories for the nominations to promote a variety of projects. Examples could include: Downtown Rehabilitation, Residential Rehabilitation, Leadership in Preservation, Organization in Preservation, or Community Engagement.**

**3.01 Host (or co-host) at least one other preservation-related activity or event during the month of May and encourage HLC members to participate. Potential events include This Place Matters, a trivia night at a local coffee shop or pub, a walking tour, or scavenger hunt. Staff time is limited, so try to co-sponsor events or partner with other groups already hosting events.**

**Policies:**

**17.03 Partner with related organizations on programs to establish connections between historic preservation and other city interests.**

**Proposals:**

**3.02 Consider hosting or sponsoring additional events, either during Preservation Month or the rest of the year.**

- 3.03 Set up a booth at the McMinnville Farmers Market. Have informational brochures available on the historic preservation program and the Historic Resources Inventory along with the Stroll Mac walking tour. The Farmers Market is located near the downtown historic district and provides an opportunity to encourage residents to take in their historic resources.**
- 3.04 Collaborate with the Yamhill County Historical Society and McMinnville Downtown Association to host a lunchtime walking tour or host a tour in conjunction with McMinnville's 3rd on 3rd (Monthly on the 3rd Friday, 27 storefronts and galleries along McMinnville's historic downtown 3rd Street are open late).**
- 3.05 Host research sessions (parties) for property owners or neighborhood residents to bring in an address and get help researching the history of the property. Work with the historical society to identify historic photographs of neighborhoods and streetscapes and then take contemporary photographs to do a "then" and "now" profile. Work with volunteers to research a brief (250 words maximum) write up on what changes occurred between the two photos and the significance of the view or neighborhood.**
- 3.06 Attend and present information about the historic preservation program at a meeting of the Yamhill County Association of Realtors to help educate real estate agents on the Historic Resources Inventory, financial incentives, and design review.**
- 3.07 Work with the Urban Renewal Board to utilize historic preservation as a key revitalization tool supporting both the historic character and regional destination draw of downtown and the larger Urban Renewal Area. Historic preservation can anchor place identity and support an authentic experience for visitors while providing a context for compatible new development. This would support Goal 7 Historic Preservation of the Urban Renewal Plan.**
- 3.08 Partner with tribal organizations or consultants to further research and document the history of human settlement in the McMinnville area prior to European explorer arrival to expand the Historic Context section of the Historic Preservation Plan.**

**Policies:**

**17.04 Increase interpretation efforts of the city's historic resources.**

**Proposals:**

- 3.09 Reprint the existing walking tour brochure (Stroll Historic McMinnville) and distribute it to downtown businesses, the library, and various city offices with public interaction.**
- 3.10 Develop additional walking tours through McMinnville, possibly offshoots from the downtown historic district into the residential neighborhoods. Utilize content from survey work recommendations outlined in the preservation plan. Work with neighborhood groups to develop and participate in these tours.**

- 3.11 Support the character and place identity of neighborhoods within the city through survey and historic context research to understand the unique history and their role relative to the growth and development of McMinnville. This can help support a connection between residents and their neighborhood's history, the preservation of buildings, and education through walking tours.**

**Policies:**

- 17.05 Increase and streamline the historic preservation program's media presence.**

**Proposals:**

- 3.12 Add "Historic Preservation" as a sub-category under Planning on the city web-page's prominent toolbar under the "Government" tab**
- 3.13 Streamline the historic preservation program's website. Consider using drop-down menus or collapsible lists to make information easy to find at-a-glance. There is a lot of good information on the website, but a visitor needs to know what they're looking for or else they could be overwhelmed. Move the Supporting Documents PDF links up before the Historic Resource Inventory List or add them to the Informational Brochures page. Add a map to the Zoning & Maps tab that is the Historic Resource Inventory showing the color coded ranking and resource number as an alternate means for residents to find out which properties are on the inventory. Convert the Historic Resource Inventory list to a collapsible list.**
- 3.14 Make design review easier to find on the website. The guidelines are currently located in Chapter 17.59 of the Zoning Ordinance. They should be copied into their own document to make them easy to find for applicants.**
- 3.15 Incorporate GIS mapping of historic properties on the website, either as an interactive map or a PDF.**

**GOAL III 4: ENCOURAGE THE PRESERVATION AND REHABILITATION OF HISTORIC RESOURCES**

**Policies:**

- 17.06 Promote local, state, and federal incentives available to historic resources.**

**Proposals:**

- 3.16 Create a list of all the incentives available to historic resources and place it on the city's historic preservation website. Consider creating a graphic handout to have available at any public outreach events (e.g. workshops with real estate and construction professionals).**



- 3.17 Consider increasing the maximum individual grant amount of the facade grant program to \$5,000 to allow for projects with a greater impact.
- 3.18 Consider making the facade grant program available to houses (either active rentals or owner-occupied) that are listed on the Historic Resource Inventory as distinctive or significant and to assist with in-kind repairs to character-defining features to directly support integrity retention. This would support work such as repainting, or repairs to wood windows, but would not include the replacement of wood windows.
- 3.19 Explain what properties are eligible for using the Free Design Assistance Program. This appears to be the only local incentive that is available to single-family residential properties, albeit just those located in the Urban Renewal District.

**Policies:**

- 17.07 Strengthen the integration of historic preservation in city planning to capitalize on neighborhood history and character as city assets.

**Proposals:**

- 3.20 Update city zoning per recommendations in this plan to encourage the retention of historic residential character in key areas around the downtown.
- 3.21 Coordinate city guiding policies with preservation planning by keeping city departments/boards/committees apprised of HLC actions and priorities.
- 3.22 Research the use of conservation district overlays in other communities as an alternative to zoning changes.
- 3.23 Consider establishing a conservation district overlay to help retain historic residential character in key areas around the downtown.

**GOAL III 5: DOCUMENT AND PROTECT HISTORIC RESOURCES**

**Policies:**

- 17.08 Regularly update the Historic Resources Inventory.

**Proposals:**

- 3.24 HLC and staff review per Zoning Ordinance section 17.65.030 of survey work conducted since 1984 to classify surveyed properties as “distinctive,” “significant,” “contributory,” or “environmental.” Conduct public notice and public meetings per Zoning Ordinance section 17.65.070 associated with applying these changes to the inventory.

- 3.25 Update the inventory after each survey project so the field work, research, and inventory updates are all closely related.
- 3.26 Work with Yamhill County to include the Historic Resources Inventory classification on property titles. This would start with new transactions and would not be retroactive. This would support the network of real estate agents in their effort to inform prospective property owners of any regulatory requirements associated with a new home and also provides a measure of predictability for new home buyers that the character of the neighborhood they are buying into will not change dramatically and reduce their property value.
- 3.27 Develop and promote an application process for historic resource designation so that property owners can volunteer to designate their properties for consideration.
- 3.28 Encourage volunteers to help with updating the local inventory and establish a mechanism which can allow them to share information they gather with the City.

**Policies:**

- 17.09 Create tools to better assist applicants through the design review process.

**Proposals:**

- 3.29 Develop illustrated design guidelines, grounded in the Secretary of the Interior's Standards, to ensure consistency and fairness in design review.
- 3.30 Consider posting an example completed application on the city website to demonstrate to applicants how to successfully navigate the design review process.
- 3.31 Consider establishing multi-family design standards for the residential properties which surround downtown.

**Policies:**

- 17.10 Train the HLC and staff.

**Proposals:**

- 3.32 Encourage HLC members and staff to regularly attend SHPO trainings for CLGs. This provides an important opportunity for HLC members to talk with other commission members and experience how other communities approach historic preservation.
- 3.33 Work with Yamhill County to host CLG training

3.34 Continue internal conversations between planning staff and the city's building official to ensure departments are working well together.

3.35 Invite the city's building code official to workshops and other continuing education events to ensure they are up-to-date on historic preservation efforts and policies in the city.

Policies:

17.11 Continue to explore National Register nominations.

Proposals:

3.36 Evaluate the viability of a north downtown residential nomination.

3.37 Work with Linfield College on a Historic Resources Inventory and potential campus nomination.

3.38 Evaluate a MPD for "Historic Granaries of McMinnville"

3.39 Explore a landscape nomination for City Park.

Policies:

17.12 Implement survey recommendations identified in Chapter 4 of the Historic Preservation Plan.

Proposals:

3.40 Review findings from survey work conducted since 1984 to update the Historic Resource Inventory.

3.41 Conduct a reconnaissance level survey in the Hayden, Saylors, Baker, and Martin Additions.

3.42 Conduct a reconnaissance level survey to document the residential properties around the downtown area, particularly Rowlands Addition.

3.43 Conduct a reconnaissance level survey of Chandler's 2nd Addition to include properties built through 1969 (or 50 years prior to whatever year the survey is conducted).

3.44 Conduct a reconnaissance level survey along SE Baker Street.

3.45 Develop design review guidelines for the properties along SE Baker Street (or establish a conservation district) to retain the concentration of historic character at this entry to the city.

**Policies:**

**17.13 Provide resources for historic property owners to protect their historic properties.**

**Proposals:**

- 3.46 Consider conducting a survey of the downtown historic district to identify those properties which may be vulnerable to damage during a seismic event.**
- 3.47 Assist property owners within the district as they carry out seismic retrofitting. This could be making them aware of any available financial incentives or working with groups of owners (with adjacent properties on a single block) to jointly tackle retrofits.**

**GOAL III 6: INCREASE HERITAGE TOURISM**

**Policies:**

**17.14 Amplify the heritage tourism program for McMinnville.**

**Proposals:**

- 3.48 Work with Visit McMinnville to expand visitor awareness of McMinnville's heritage and historic resources online as a heritage tourism attractor.**
- 3.49 Coordinate efforts to promote McMinnville as a destination for visitors with Visit McMinnville during Historic Preservation month.**

***EDUCATION***

**GOAL III 73: TO PROVIDE FOR THE EDUCATIONAL NEEDS OF McMINNVILLE THROUGH THE PROPER PLANNING, LOCATION, AND ACQUISITION OF SCHOOL SITES AND FACILITIES.**

***Policies:***

- 18.00** *The City of McMinnville shall cooperate with the McMinnville School District in the planning for future schools.*
- 19.00** *The location of future school sites shall be coordinated between the City and the McMinnville School District.*
- 20.00** *The City of McMinnville shall encourage the joint purchase, maintenance, and usage of recreational facilities with the McMinnville School District where acceptable to both parties.*

Proposals:

- 4.00 A task force for school planning should be created. The task force should consist of some members from the Planning Commission, City Council, and School Board. City and school administration and planning staffs should serve as advisors.

The functions of this group will be to exchange information and ideas on school planning projects, recommend school site locations to the School Board, and examine joint parks-school sites.

- 5.00 The Planning Department should assist the McMinnville School District in the development of a common student population projection scheme.

# McMINNVILLE

## HISTORIC PRESERVATION PLAN



City of McMinnville, Oregon  
Adopted [DATE]

Prepared by: Northwest Vernacular, Inc.

Katie Pratt and Spencer Howard

3377 Bethel Rd SE Suite 107 #318

Port Orchard, WA 98366

(360) 813-0772

[www.nwvhp.com](http://www.nwvhp.com)

Prepared for: City of McMinnville

Historic Landmarks Committee

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Front Cover: Historic view of Cows and Third, looking east. Courtesy Historic McMinnville.

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# 1. EXECUTIVE SUMMARY

In 2017, the City of McMinnville began the process to develop a Historic Preservation Plan (the Plan) to guide the city's historic preservation efforts for the next 15-20 years. The City of McMinnville received a grant from the Oregon State Historic Preservation Office (SHPO) to assist in the preparation of the historic preservation plan. Historic preservation is about preserving the buildings, structures, sites, and objects of our past. But more than that, historic preservation helps us ask questions about our history and what to preserve from our past for future generations. William Murtagh, the first keeper of the National Register of Historic Places, summarized historic preservation in his book *Keeping Time: the History and Theory of Preservation in America*, stating, "It has been said that, at its best, preservation engages the past in a conversation with the present over a mutual concern for the future."

A historic preservation plan is the result of a process through which a community establishes its vision, goals, and priorities for the preservation of its historic resources. It is a city planning document that will help steer the city's historic preservation program.

## 1a. Summary of Goals & Policies

The goals and policies for the City of McMinnville's historic preservation program are described in full in Chapter 5. Through background research and conversations with community members, three goals have been identified to guide preservation:

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

It was clear that public outreach and fostering an increased understanding of the details of historic preservation should be the first goal for the City of McMinnville's historic preservation program. The charm of the downtown historic district is unmistakable, but historic preservation is more than charm and has significant cultural, economic, and environmental benefits. City historic preservation programs and preservation ordinances are primarily reactive in nature. However, increasing public outreach and awareness can make McMinnville's program more proactive. Promoting public awareness of historic preservation will help support the preservation and rehabilitation of historic resources and help the public see the value in documenting and protecting them.

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## 2. INTRODUCTION

This chapter states the purpose of the Historic Preservation Plan (Plan), the process the City and its consultants followed in developing the Plan, and the benefits of historic preservation.

### 2a. Plan Purpose

This Plan outlines the essential components of a viable historic preservation program as an integral part of McMinnville's community planning for its future. Buildings and structures from the past not only provide tangible links to McMinnville's rich history but they also enhance quality of life, foster economic development, create an authentic and unique sense of place, and build community pride. This Plan is a guiding document that identifies the community's priorities for the preservation of historic resources and sets forth related goals, policies, and action steps toward their implementation.

In 2017, the City of McMinnville and its Historic Landmarks Commission (HLC) set out to create a Historic Preservation Plan to guide preservation planning efforts for the next 15 to 20 years. The City of McMinnville received a grant from the Oregon State Historic Preservation Office (SHPO) to prepare this plan. Historic preservation is about preserving the buildings, structures, sites, and objects of our past. But more than that, historic preservation helps us ask questions about our history and what to preserve from our past for future generations. The city's historic character is vital to the city's identity, economic growth, and appeals to residents and visitors alike.

This historic preservation plan is the result of a process through which stakeholder and community input established the vision, goals, and priorities for the preservation of McMinnville's historic resources. It is a city planning document that helps steer the city's historic preservation program. The historic preservation plan for McMinnville provides guidance on how to achieve those goals identified by the community. The historic preservation plan includes a brief overview of the city's history, architecture, and historic development patterns as well as review of the historic preservation program.

It will be used by the City and its preservation partners to guide and monitor preservation efforts in the community.

### 2b. Plan Process

This process began when the City hired consultants, Northwest Vernacular, in late 2017. Northwest Vernacular reviewed the city's historic preservation program and relevant ordinances and associated planning documents. The consultants met with City staff in January 2018 and drove and walked through the city to better understand its unique historic resources and their distribution. The consultants launched the preservation plan process in February 2018 with a public meeting. They worked with staff to create a community survey related to historic preservation, which was distributed through the HLC's email distribution list and shared throughout the community. In addition to the community-wide survey, the consultants interviewed a range of community stakeholders to learn more specifically about historic preservation in McMinnville.

and its needs. See Appendix A for the community survey questions, a list of stakeholders interviewed, and more specific results.

In analyzing the stakeholder and community feedback, it became clear that there are two general issues related to historic preservation in McMinnville: a lack of public awareness about the benefits, opportunities, programs, and tools related to historic preservation and a shortage of means to maintain historic properties (financial and/or know-how).

After gathering feedback from city staff, the HLC, and the community, Northwest Vernacular drafted the goals, policies, and proposals to address these two issues (and others) and chart a path forward for the program. After developing these goals, policies, and proposals, the consultants presented the draft plan at a public meeting in May 2018. Additional feedback was received at this meeting and incorporated into the plan. The consultants meet with staff and reviewed their edits, submitting a final draft in July 2018.

## 2c. Benefits of Historic Preservation

Historic preservation is more than just protecting old buildings – historic preservation provides communities with environmental, economic, and cultural benefits. More specifically, historic preservation can help stabilize property values, capitalizes on existing public investments, creates jobs, promotes downtown revitalization, and encourages tourism.

***Because PLACE  
matters.***  
– Restore Oregon

Historic preservation promotes sustainability with its emphasis on reusing quality building materials. Repurposing existing buildings and structures reduces the need for new construction and its consumption of resources (i.e., land, energy, materials). Furthermore, historic preservation recognizes the embodied energy in existing buildings. According to the National Trust for Historic Preservation’s Preservation Green Lab, “Embodied energy is required to produce a building. It includes the up-front energy investment for extraction of natural resources, manufacturing, transportation, and installation of materials, referred to as initial embodied energy.”<sup>1</sup> In addition to the embodied energy in historic resources, historic preservation policies capitalize on public investments already made in a community. Preserving historic properties values the investment already made in those properties from their original construction and ongoing maintenance.

For more information on the sustainability of historic preservation, visit the Advisory Council on Historic Preservation’s webpage at: <http://www.achp.gov/sustainability.html>

Historic preservation has cultural benefits to a community and place, too. Historic preservation practices help retain neighborhood character, which contributes to a community’s unique sense of place. People live, work, or simply pass by historic buildings in their community every day and these buildings are a part of the community’s history. Historic preservation also has aesthetic value which can help promote downtown revitalization efforts and heritage tourism. The National Trust for Historic Preservation’s National Main Street Center program was launched in 1980 to help return economic vitality to historic

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1. Preservation Green Lab, “The Greenest Building: Quantifying the Environmental Value of Building Reuse,” (National Trust for Historic Preservation, 2011), 16, <http://forum.savingplaces.org/HigherLogic/System/DownloadDocumentFile.ashx?DocumentFileKey=5119e24d-ae4c-3402-7c8e-38a11a4fca12&forceDialog=0> (accessed May 2, 2018).

downtowns. The program was rebranded in 2015 as the Main Street America™ Program. McMinnville is a member community, utilizing the Main Street Approach. Since the program's founding in 1980, over \$70 billion has been reinvested in historic downtowns, creating 584,422 net jobs and rehabilitating over 268,000 buildings.<sup>2</sup> The McMinnville Downtown Association (MDA), a non-profit that was founded in 1986, partners with member businesses to ensure the vitality of McMinnville's historic downtown and utilizes the Main Street Approach. This approach has four points: economic vitality, design, promotion, and organization.

In his book, *The Economics of Historic Preservation*, Donovan Rypkema of PlaceEconomics, states that “virtually every example of sustained success in downtown revitalization—regardless of the size of the city—has included historic preservation as a key component of the strategy.”<sup>3</sup> In McMinnville, historic preservation has contributed to its successful heritage tourism industry. In 2017, Visit McMinnville, McMinnville's a full-service marketing group dedicated to enhancing McMinnville's economy through the promotion of tourism, published a visitor survey. According to the survey, 65% of those surveyed cited visiting Downtown McMinnville as one of the locations they visited during their trip.<sup>4</sup>

More recently, studies have been conducted to demonstrate the economic benefits of historic preservation. In 2011, the ACHP published a report prepared by Donovan Rypkema and Caroline Cheong of PlaceEconomics with Randall Mason, PhD, of the University of Pennsylvania. While their study makes it clear that more research needs to be conducted, the study does state,

*[H]istoric preservation has become a fundamental tool for strengthening American communities. It has proven to be an effective tool for a wide range of public goals including small business incubation, affordable housing, sustainable development, neighborhood stabilization, center city revitalization, job creation, promotion of the arts and culture, small town renewal, heritage tourism, economic development, and others.*<sup>5</sup>

Preservation activities have been shown to create jobs, particularly local jobs. In rehabilitation projects, unlike new construction, labor typically accounts for 60-70% of the total cost.<sup>6</sup>

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2 Main Street America, “Main Street America: Nationally Recognized, Locally Powered,” Main Street America (2017), [https://higherlogicdownload.s3.amazonaws.com/NMSC/390e0055-2395-4d3b-af60-81b53974430d/UploadedImages/About\\_Us/Main\\_Street\\_America\\_One-Page\\_2017.pdf](https://higherlogicdownload.s3.amazonaws.com/NMSC/390e0055-2395-4d3b-af60-81b53974430d/UploadedImages/About_Us/Main_Street_America_One-Page_2017.pdf) (accessed July 19, 2018).

3 Donovan Rypkema, “The Economics of Historic Preservation, National Trust for Historic Preservation, Washington, DC, 2005 (2nd edition).

4 RRC Associates, “McMinnville Visitor Survey, Summer/Fall 2016 Final Results,” prepared for Visit McMinnville (November 2016), 17, <http://visitmcminnville.com/wp-content/uploads/2018/01/McMinnville-Summer-2016-Final-Report.pdf> (accessed May 2, 2018).

5 PlaceEconomics and Randall Mason, PhD, “Measuring the Economic Impacts of Historic Preservation,” prepared for the Advisory Council on Historic Preservation (November 2011), 1, <http://www.preserveamerica.gov/docs/economic-impacts-of-historic-preservation-study.pdf> (accessed May 2,

6 “12 Economic Benefits of Historic Preservation,” National Trust for Historic Preservation (2011), [http://my.preservationnation.org/site/DocServer/Economic\\_Benefits\\_of\\_HP\\_April\\_2011.pdf?docID=9023](http://my.preservationnation.org/site/DocServer/Economic_Benefits_of_HP_April_2011.pdf?docID=9023).



In 2013, David J. Brown of the National Trust for Historic Preservation wrote,

*Historic preservation is a true economic engine. Researchers have found that \$1 million invested in historic rehabilitation produces more jobs, income and state and local taxes than \$1 million invested in new construction, highway construction, machinery manufacturing, agriculture or telecommunications.*<sup>7</sup>

While the effects of historic designation on property values varies, studies seem to indicate that it increases or at least stabilizes property values.

The ACHP has a listing of states that have conducted studies on the economic impacts of historic preservation. While Oregon does not have a report, Washington, California, and Utah have reports. The ACHP list of studies is available at: <http://www.achp.gov/economic-statewide.html>.

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<sup>7</sup> David J. Brown, “The Economic Power of Preservation,” The National Trust for Historic Preservation, March 22, 2013, <https://savingplaces.org/press-center/media-resources/the-economic-power-of-preservation#.W1DeHNhKg0o> (accessed July 19, 2018).

# 3. HISTORIC CONTEXT

## 3a. Historic Context & Development Periods

The historic context and development periods information and data was developed for the City of McMinnville by a consultant during a survey of properties that had been constructed post 1950. That research, completed in 2011, focused on development periods following European settlement of the McMinnville area because the research intended to document the architectural forms that followed and still largely exist today. This existing information was used to develop the Historic Context Chapter, and further development of the city was not included in the scope of the development of the Historic Preservation Plan. Additional research and documentation of the pre-European settlement history of the McMinnville area will be identified as a proposal and activity in the Implementation Chapter and will be a future activity to further develop the Historic Context Chapter.

McMinnville's growth is a testament to the economic importance of agriculture and railroad connections. Centrally located within the South Yamhill River Valley, agricultural production in the surrounding valley supported commercial and industrial growth within the city. These deep agricultural roots remain evident today in the surrounding agricultural landscape.

During the area's developmental years, the neighboring town of Lafayette (founded 1847) along the Yamhill River served as the county seat and main commercial hub until McMinnville secured the county seat in 1887. The 1850 Oregon Donation Land Act triggered a dramatic settlement increase, which was followed by the 1853 grist mill development by William Newby serving local growers. Newby's 1856 donation land claim encompassed the majority of what would become downtown McMinnville. The next 50 years witnessed the platting and incorporation of the city, railroad connection, provision of electricity to every building, and the substantial build out of the main brick business district. From 1900 to 1910 the city experienced a 679-percent population growth rate with continued growth through the following decades. The build out of housing, commercial, and industrial growth followed suit with brief drops during the Great Depression and World War II followed by a resurgence during the 1950s and 1960s.<sup>1</sup>

*"On an early spring day in 1844, a solitary man astride a horse traveled across a well-worn Indian trail in search of an ideal spot to settle in the new Oregon country. After crossing a stream that would later bear his name and traveling some distance through dense timber, 26-year-old John Gordon Baker emerged into a clearing of rolling meadows where lush, waist-high grass waved gently in the Oregon breeze. Little did he know that these meadows would soon form the foundation for the thriving community of McMinnville. Closely following in Baker's footsteps was William T. Newby, who had been a traveling companion of Baker's during the Great Migration of 1843. Newby took up a claim immediately to the south of Baker's, and this is where the city proceeded to grow. Samuel Cozine, another immigrant in the 1843 wagon train, settled to the south of Newby. Soon other members of the 1843 Great Migration and subsequent wagon trains came rolling to a stop around their friends and acquaintances."*

*- Historic McMinnville, Walking Tour*

1. SWCA, "McMinnville Multiple Property Documentation" (draft), prepared for the City of McMinnville (2011).

## Pre-Settlement History

The pre-settlement history of the Willamette Valley extends at least 6,000 years prior to arrival of the first European explorers. The current site of McMinnville existed within an overlapping area of the Yamhill and Tualatin, both bands of the Kalapuyan peoples. Euro-American settlement of the McMinnville area began in 1844 with the John G. Baker claim.

## Settlement and Early Development (1844—1879)

Euro-American settlement began in the area now comprising much of northwestern McMinnville in 1844 when John G. Baker filed a claim for just over 635 acres of land. Other emigrants to the area soon joined Baker; these emigrants included William Newby, Samuel Cozine, Nehemiah Martin, and Madison Malone. These early settlers established wheat farms in the area and sold to William Newby and shipped harvested wheat from nearby Lafayette.

More settlers arrived in the area following the passage of the Oregon Donation Land Act by the U.S. Congress in 1850. The land act encouraged settlement in the newly formed Oregon Territory (1848), but also established the Office of Surveyor-General of Oregon, and provided for the public land surveys.<sup>2</sup> Single white men who had arrived in Oregon Territory prior to December 1, 1850, could claim up to 320 acres; if the man was married, his wife could claim an additional 320 acres for a total of 640 acres. The act stipulated that the man must live and work the land for four years before receiving title. The land act also allowed men who had arrived between December 1, 1850, and December 1, 1853, (later extended to



"MAP OF McMINNVILLE, OREGON, 1906." COURTESY HISTORIC McMINNVILLE.

2. Champ Clark Vaughan, A History of the United States General Land Office in Oregon (U.S. Department of the Interior, Bureau of Land Management, 2014), 12, <https://www.blm.gov/or/landsrealty/glo200/files/glo-book.pdf>.



1855) to claim up to 160 acres of land if they were single and 320 acres if they were married.<sup>3</sup> As the Oregon Donation Land Act took effect, the population in the Willamette Valley grew. The 1862 Homestead Act replaced the Donation Land Act.

As more settlers arrived to the area, a community developed around the donation land claim of William Newby, who constructed a grist mill in 1853 (near the west end of present-day 3rd Street). Commerce grew as local farmers bringing their harvest to the grist mill and Solomon Beary opened the first general store adjacent to the mill. The first post office opened in 1855. Newly arrived settlers sought permission from Newby to construct their homes on his land claim. Newby had a 5-acre townsite surveyed on his land claim; the plat for the town was drawn in 1856 and Newby named it McMinnville after his hometown of McMinnville, Tennessee. Although followed for several years, the plat was officially filed with the Yamhill County Courthouse in 1865. Refer to "Map 1. 1852 (upper) and 1860 (lower) Government Land Office Map Overlays" on page 93.



"COWLS AND THIRD." COURTESY HISTORIC McMINNVILLE.

In the meantime, a business district began to form along 3rd Street. By 1871, the town had five general stores, two drug stores, two wagon shops, four blacksmiths, two cobblers, a furniture store, a barber, a saloon, a hotel, a livery stable, two boarding houses, a land agent, a jeweler/watchmaker, a butcher, a photographer, two doctors, a dentist, two lawyers, a tin store, and a saddler. The town also had two operating flouring mills, the college, a sash and door factory, two churches, and several fraternal organizations. McMinnville was incorporated as a town in 1876 with a mayor-council form of government.

### *Entry of the Railroad and Development of Industry (1879—1903)*

McMinnville, first as a town and then as a city (incorporated in 1882), flourished with the arrival of a railroad connection. The Western Oregon Railroad Company incorporated in 1879 and began to extend a rail line to McMinnville. Once the railroad arrived, McMinnville became the dominant city in the region. Oregon City merchants Jacob Wortman and his son John Wortman established a bank in McMinnville in 1884, the First National Bank of McMinnville, cementing the new city's status. The city's economic growth reflected its population growth; between 1880 and 1890, McMinnville grew from 400 residents to over 1,300.<sup>4</sup>

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3. Margaret Riddle, "Donation Land Claim Act, Spur to American Settlement of Oregon Territory, Takes Effect on September 27, 1850," HistoryLink.org Online Encyclopedia of Washington State History (2010), <http://www.historylink.org/File/9501> (accessed February 23, 2018).

4. Several population statistics exist for McMinnville during this period, with the Oregon Blue Book indicating the population had boomed to nearly 2,500 while the Oregon Secretary of State estimated it more conservatively at 1,368.



"LIGHTS ON 3RD STREET." COURTESY HISTORIC McMINNVILLE.

By 1887 the city was the county seat and by 1888 was providing electricity to every building as part of a combined municipal electricity and water/sewer system. Between 1888 and 1892, seventeen new additions to the city were platted. Brick buildings lined the business district on 3rd Street with macadamized streets and a mixture of plank and “artificial stone” (cement) sidewalks. During this period, another bank arrived in the city and two newspapers provided residents with news. A nationwide economic depression started in 1893 and extended through 1897, briefly slowing growth until recovery started circa 1900.

### *Motor Age, Boom and Bust (1903—1940)*

This period marked the arrival of the automobile. Most of the garages added to the houses surveyed were built during this period. The city was amid a massive population growth extending from 1900 through 1910 and increased prosperity with industrial growth provided jobs and steady wages. By 1914 a spur from the main interurban railroad corridor along the Willamette Valley linked the city with Portland and cities to the south. Building construction grew considerably from 1900 to 1909 relative to pre-1900 construction, and then nearly doubled during the 1910s.<sup>5</sup>

Population growth continued between 1910 and 1940, increasing from 2,767 in 1920 to 3,706 in 1940.<sup>6</sup> New industries established in the city and surrounding area included including a small foundry, a machine shop, a planing mill, a creamery, and an incandescent and arc light factory. The launch of Prohibition in 1919 devastated the hops industry, the area’s second-most profitable crop, motivating farmers to diversify their products to include legumes, clover, and animal products.

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5. Analysis based on City of McMinnville GIS data and estimated building construction dates. As of 2018 110 properties remain in the city attributed to the 1800s, with 127 attributed to 1900-1909, 230 attributed to the 1910s, 179 attributed to the 1920s, 237 attributed to the 1930s, and 511 attributed to the 1940s. These numbers reflect only remaining buildings and does not account for buildings demolished to construct later buildings but does provide a general context to quantity of construction for these periods.

6. Robert S. Farrell, Jr., Oregon Blue Book 1945-1946 (State Printing Department, Salem: 1945), 290 in SWCA.

The nation's Great Depression started with the 1929 stock market crash and lasted just over a decade until the industrial ramp up during the late 1930s and the United States' entry into World War II in 1941. Prior to the stock market crash, 1928 had been an active year in building construction for the city. However, existing building stock (as of 2018) built during the 1930s rivals the level of construction during the 1910s. During the 1930s, several innovations did occur in the city and surrounding region. Cooperative creameries opened up in the area with the Farmer Cooperative Creamery opening in McMinnville in 1939. Turkey farming and processing also started in the area.

### *World War II and the Post-war Years (1941—1965)*

The United States' entry into World War II after the bombing of Pearl Harbor on December 7, 1941, had profound consequences nation-wide as men were drafted and production shifted to support the war effort. In McMinnville, the U.S. Army established an airfield just outside the city in 1942. The airfield transferred to city ownership after the war. Building construction within the city jumped significantly during the 1940s and held to a high volume of construction through the 1950s before starting to slow in the 1960s.<sup>7</sup> Residential growth from this period extended predominately to the north and northeast of the historic residential areas along the north side of downtown.

After the war, several new industries were established in McMinnville. The Yamhill Plywood Company, with financial investment from McMinnville citizens, arrived in 1955. A manufacturing facility for Rex Mobile Homes as constructed in 1956. Nelson Paint Company and Northwest Fabrics, Inc. were established in the city in 1960 and 1961, respectively. Bradley Frozen Foods, Inc. was founded in 1964 and L & W Food Products in 1965.

## 3b. Historic Property Types & Architectural Styles

### *Property Types*

#### COMMERCIAL

The earliest extant commercial buildings in McMinnville date to the 1880s. The first period of permanent commercial construction in McMinnville occurred between 1881 and 1912 as property values and potential commercial revenue supported the greater monetary investment in building construction. These structures, typically brick in construction and 1- to 2-stories tall, replaced earlier, wood-frame, commercial buildings. The city's historic commercial corridor runs along 3rd Street and was listed as a historic district in the National Register in 1987.<sup>8</sup> The oldest extant commercial building within the district is the Schilling Building (1884) at 238 E 3rd Street. Architecturally, these buildings tended to exhibit Italianate and Queen

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7. Analysis based on City of McMinnville GIS data and estimated building construction dates. As of 2018 511 properties remain attributed to the 1940s, 566 attributed to the 1950s, and 484 attributed to the 1960s. These numbers reflect only remaining buildings and does not account for buildings demolished to construct later buildings but does provide a general context to quantity of construction for these periods. Of note, construction increased dramatically during the 1970s, with 1,049 properties attributed to the 1970s and then another 4,496 properties attributed to the next nearly four decades from 1980 to 2018. The bulk of these last four decades of growth has occurred predominately to the west and southwest of downtown.

8. Northwest Heritage Property Associates, "McMinnville Downtown Historic District," National Register of Historic Places Nomination (Salem, Oregon: State Historic Preservation Office, 1987).



Anne stylistic influences, often with higher levels of exterior detailing than subsequent periods. Retention of these buildings provides an important character anchor for the city and a direct physical link to early permanent construction that invested in the long-term future of the city.

Commercial buildings from this period of construction (1881-1912) include:

- Schilling Building (1884), 238 E 3rd Street, Italianate style
- Cook's Hotel (1886), 502 E 3rd Street, Italianate style
- Union Block (1890), 411-425 E 3rd Street, Italianate style
- Wright Building (1893), 406-428 E 3rd Street, Queen Anne style
- Dielschneider Jewelry Store (1905), 310-320 3rd Street, Commercial style
- 521-525 E 3rd Street (ca. 1910), Commercial style

The second wave of commercial construction in downtown McMinnville occurred between 1913 and 1937. Architecturally, these buildings conveyed Commercial style influences that were first being used in the early 1900s within the city. These often had large display windows at the storefronts, decorative parapets, and ranged from one to four stories in height. Third Street was paved in 1912, shepherding in a new era of development. Transportation was on the rise in the community, as the Southern Pacific completed its new depot at the east end of Third Street. Construction boomed in 1928 with \$463,984 in permits issued. This period of intense growth left a lasting legacy in the substantial build out of both the downtown commercial district and surrounding residential neighborhoods.

Commercial buildings from this period of construction (1913-1937) include:

- 226 E 3rd Street (ca. 1913), Commercial style
- 225 E 3rd Street (1918), Commercial style
- Spence Building, 425 E 3rd Street (1925), Commercial style
- 236 E 3rd Street (ca. 1930), Commercial style



ADAMS & THIRD STREET. COURTESY HISTORIC McMINNVILLE.



COOK'S HOTEL (1886), 502 E 3RD STREET. AN EXAMPLE OF THE ITALIANATE STYLE.

## RESIDENTIAL

The earliest non-Native residential construction that occurred in the McMinnville area began with the erection of small, temporary buildings on donation land claims. These cabins were replaced with squared log houses meant to last much longer. As families became more settled and grew in size, the log houses were either replaced by new houses or incorporated into a larger house which utilized dressed and finished lumber.

After Newby had the town platted, residential construction within the town limits occurred around the budding commercial district. The McMinnville College Plat, south and southeast of the original town was added in 1865. Rowland's Addition was also platted in 1865 immediately east of the original town plat.<sup>9</sup>

As the community's population grew, additional plats were created to the south of the already platted areas and included Court's Addition (1881), Newby's 2<sup>nd</sup> Addition (1882), McMinnville College 2<sup>nd</sup> Addition (1882). Additional land was platted to the south with the filing of Newby's 3<sup>rd</sup> Addition in 1884. Once the city became the Yamhill County seat, 17 new additions were platted between 1888 and 1892. The largest plat added during this time was the Oak Park Addition, located between present-day Lafayette Avenue (east) and the midpoint between Galloway and Ford streets (west) and 5th Street (south) and 15th Street (north).

Historic residential properties in the city are largely single-family dwellings, ranging from 1- to 2.5-stories in height.

## AGRICULTURAL

Like the residential properties, the earliest agricultural structures were small, temporary buildings on donation land claims. Surrounding Yamhill County farmlands supported the economic development and expansion of McMinnville. Agricultural structures were primarily outside of the city limits and few remain within the city limits. Listed in the NRHP, Buchanan Cellers Mill (1888) is one of few remaining agricultural structures and the only flour mill building in the city.<sup>10</sup> Buchanan Cellers Mill anchors the current Granary District, the original industrial district for the city.

## CIVIC

Civic and educational construction has occurred throughout McMinnville's development and features a variety of architectural styles. The first school within the city was founded by the Baptist Church congregation in 1856. Baptists in the community, led by William Newby, also formed the Baptist College in 1858,



PARTIAL AERIAL VIEW OF McMINNVILLE, SHOWING EARLY RESIDENTIAL CONSTRUCTION. OREGON HISTORICAL SOCIETY.

9. Northwest Heritage Property Associates, "McMinnville Downtown Historic District," Section 7, page 1.

10. Margaret Legard, "Buchanan Cellers Mill," National Register of Historic Places Nomination (Salem, OR: State Historic Preservation Office, 2011), Section 8, page 8.



renamed McMinnville College before becoming Linfield College in 1927.<sup>11</sup> The Carnegie Library opened in 1913. Other schools were constructed in the city in the 1910s and 1920s, including the former McMinnville Junior High (1913) at 13th and Cows streets and Cook School (1929) on Lafayette Avenue.

Municipal functions are presently housed in largely non-historic buildings, with the exception of City Hall which occupies the former Courtemanche House (ca. 1930) at 230 2nd Street. County functions are housed in a variety of buildings around the downtown core. The Clerk's Office is located in the former U.S. Post Office (1935) at 414 N Evans Street. The Yamhill County Courthouse was constructed in 1963.

## RELIGIOUS

A city directory from 1891-92 indicated McMinnville had at least five churches.<sup>12</sup> Religious architecture in the city ranges in age and style, from the vernacular First Church of Christ, Scientist (1926) with Neoclassic details at 806 N Davis Street to the Spanish Colonial Revival style First Baptist Church (1926) at 125 Cows Street.

## *Architectural Styles*

The following architectural styles are outlined in the “McMinnville Multiple Property Documentation” prepared by SWCA. They are organized chronologically and represent the most prevalent styles represented in McMinnville. It is important to note that not all buildings clearly exhibit an architectural style or even just one style. Furthermore, a building's architectural style may change over time as property owners update their buildings to reflect changing tastes.

Key styles represented in McMinnville include:

- Vernacular forms
- Classical Revival
- Gothic Revival
- Italianate
- Queen Anne
- Colonial Revival
- Craftsman
- Prairie Style
- Tudor Revival
- English Cottage
- Minimal Traditional
- Ranch
- Contemporary



1913 PHOTO OF THE CARNEGIE LIBRARY. COURTESY  
HISTORIC McMINNVILLE.

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11. Section E, page 4.

12. Northwest Heritage Property Associates, Section 8, page 4.

## VERNACULAR FORMS<sup>13</sup>

Vernacular architecture is the most commonly used form of architecture. It utilizes local materials and reflects established building traditions. Eric Mercer distills this concept simply: “vernacular architecture is the common building of a given time and place.”<sup>14</sup>

The following discussion on vernacular architecture has been excerpted from the “McMinnville Multiple Property Documentation” prepared by SWCA.

Vernacular forms extend through the mid-twentieth century, in parallel to the established forms of architecture perpetuated by professional designers and architects. Each era has a vernacular language of architecture associated with it, responding to the changing needs and availability of information and materials. For example, in the 1870s and 1880s, vernacular architecture in McMinnville responded to the building traditions of the first two decades of settlement, utilizing the forms typically found on farms, such as cross-wing and block forms. With the lumber industry well-established by this point, these would be clad in similar siding types as those more formal architect-designed houses, and may include many of the stylistic cues associated with the popular residential styles of the time. By the 1910s, the tastes had changed, as did the availability of mass-produced building elements, such as windows and doors, hardware, stylistic elements that could be ordered from catalogs, and all transported directly to McMinnville by train. Vernacular architecture, therefore, can be found in many forms, and displaying stylistic characteristics of any of the defined architectural styles.

Beginning in the 1870s, vernacular styles and forms, especially those employed in construction of farmhouses, began to appear roughly simultaneously across the west. Prominent among these were the T-plan and L-plan farmhouses, some of which are evident in and around McMinnville. Borrowing elements of various styles and applying them to



VERNACULAR HOUSE EXAMPLES.

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13. The word “vernacular” also refers to a method of architectural investigation that focuses on the building as an artifact, which serves as the primary source of information when other, more traditional sources (such as documentary or photographic evidence) are not available, or are insufficient to answering key research questions.

14. Thomas Carter and Elizabeth Collins Cromley, *Introduction to Vernacular Architecture* (University of Tennessee Press: Knoxville, 2005), 8.

these basic forms, the result is a collection of surviving architecture more unified by form than by style, as some of these houses were built originally with a relatively unadorned basic form, then updated periodically to reflect the changing tastes in architectural style. In some cases, these houses retain some elements of more than one style, presenting a difficulty when attempting to classify by stylistic movement.<sup>15</sup> This form, as it is represented in McMinnville, is seen to include houses with near identical form and floor plan, but with applied stylistic elements of the Queen Anne (such as bays to create irregularity or asymmetry, spindle-work or similarly intricate detailing in porch elements, etc.), Colonial Revival (such as pediments or entablatures at porches, windows and doors, or the use of friezes, architraves, and cornices beneath eaves, etc.), and Craftsman styles (such as exposed rafter tails, knee-braces beneath overhanging eaves, etc.), and sometimes elements of more than one of these. Cottages of this period similarly adopt near identical forms with various stylistic elements applied in varying degrees of ornamentation, depending on the tastes and means of the owner. These cottages tend to be seen in McMinnville in one of two forms, the single-story hipped-roof cottage, and the 1- or 1½-story front gabled home.

### CLASSICAL REVIVAL

Classical Revival was a style that was popular in the east between the 1820s and 1840s and brought to the Oregon Territory by emigrants. Classical Revival buildings, along with Gothic Revival, were constructed in Oregon between the 1840s and 1890s.

The Classical Revival style was influenced by the United States increasing interest in the ancient Greek and Roman culture. Properties designed in this style typically feature a prominent entry porch (portico) on the main elevation. The porch will be full-height and often supported by columns with a gable roof. The main elevation will exhibit a symmetry with a centered entrance with vertically and horizontally aligned windows.<sup>16</sup>

According to the SWCA survey and accompanying MPD, no known examples of the Classical Revival style are known to remain in McMinnville. However, a fine example of the style can be seen just a few dozen meters to the west of McMinnville's corporate boundary in the Thomas Jefferson Shadden House (built 1859), at 11105 Baker Creek Road.



THOMAS JEFFERSON SHADDEN HOUSE (BUILT 1859), 11105 BAKER CREEK ROAD. A CLASSICAL REVIVAL EXAMPLE JUST OUTSIDE THE CITY LIMITS.

### GOthic REVIVAL

Gothic Revival was a style that was popular in the eastern United States between the 1850s and 1860s and, like Classical Revival, was brought to the Oregon Territory by emigrants. Gothic Revival buildings were constructed in Oregon between the 1840s and 1890s.

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15. Philip Dole. *Farmhouses and Barns of the Willamette Valley*, from Vol. I of Vaughan and Ferriday (1974), 227–236.

16. Virginia McAlester and Lee McAlester, *A Field Guide to American Houses* (Alfred A. Knopf, Inc.: New York, 1984), 169.





TWO GOTHIC REVIVAL EXAMPLES: 505 SE DAVIS (LEFT) AND ANDREW J. BAKER HOUSE (RIGHT). BAKER HOUSE PHOTOGRAPH COURTESY OREGON SHPO.

Gothic Revival was influenced Medieval architecture. The style was in sharp contrast to the Classical architectural elements utilized in Classical Revival. Andrew Jackson Downing, a landscape architect, published two pattern books highlighting the style, *Cottage Residences*, *Rural Architecture and Landscape Gardening* (published 1842) and *The Architecture of Country Houses* (published 1850). Residential properties constructed in this style typically feature steeply pitched gable roofs, often with cross gables. Decorated vergeboards and windows extending into the gables, often with a Gothic shape, also mark the style. Non-residential styles may feature a flat roof with a castellated parapet.<sup>17</sup> Pointed arches are a common feature associated with Gothic Revival properties.

Gothic Revival have been represented in a similar way as the Classical Revival in McMinnville applications, either as fully realized and represented by Downing, or as stylistic elements applied to vernacular forms familiar to early western emigrants.<sup>18</sup> The style persisted in other building types beyond the period of popularity of the style in residential architecture, especially in religious architecture. Several examples of the style are known to exist in McMinnville, both through historic photographs and in modern historic properties surveys. The style is represented in domestic architecture in McMinnville beginning in the mid-1850s, with the last known example built in 1890. A late example of the Gothic Revival style can be seen at 505 SE Davis Street (built 1890). Earlier examples can be found outside the city limits, including the Baker, Andrew J., House (1857) at 17670 SW Oldsville Road and the Davis House (1870) at 11301 Peavine Road SW.

In religious architecture, the style persisted into the first decade of the twentieth century, with examples in McMinnville and throughout Oregon. Religious examples in McMinnville include Cumberland Presbyterian Church (1897) at 2nd and Davis streets and Pentecostal Church of the Nazarene (1907) at 1st and Davis streets.

17. McAlester, 197.

18. Gelertner (1999), pp.150–151.



ANDREW JEFFERSON NELSON HOUSE (1875) AT 501 NW BIRCH STREET IS AN EXAMPLE OF A RESIDENTIAL APPLICATION OF THE ITALIANATE STYLE.

## ITALIANATE

The Italianate style was a reaction against the formalism of classical architectural language, like the nearly contemporary Gothic Revival style. The style drew from the existing examples of Italian villas of the sixteenth century, simplified and, to some degree, standardized in their ornamentation and shape in the adaptation to American homes. Andrew Jackson Downing also championed this style.

The style is marked by elaborate decorative detailing around windows and doors, arched windows, often in pairs or threes, and elaborate, bracketed cornices. Often they include square towers as finishing elements, or cupolas or lanterns in four-square forms where towers are not present. Oregon examples, generally dating to the 1870s to 1890s, substitute wood siding for the masonry or brick typically employed in other regions, but are no less ornate, with rich details (e.g., quoins and cornices) in wood trim.

The earliest known example of the Italianate style applied to residential architecture in McMinnville is in 1870, with the majority occurring in the 1880s. The style persisted through the end of the nineteenth century, with the most recent known example built in 1900. The style was very commonly applied to commercial architecture, and this application persisted well into the twentieth century. A residential example



THESE TWO BUILDINGS ARE EXAMPLES OF THE HODSON BUILDING (CA. 1901), ABOVE, AT 300 E 3RD STREET AND THE UNION BLOCK (1890), LOWER, AT 411-425 E 3RD STREET. COURTESY HISTORIC McMINNVILLE.





TWO QUEEN ANNE EXAMPLES WITH 206 NE 10TH STREET (LEFT) AND THE SAMUEL COZINE HOUSE (1892) AT 105 NE THIRD STREET. COZINE HOUSE IMAGE COURTESY HISTORIC McMinnville.

of the Italianate style can be seen in the Andrew Jefferson Nelson House (1875) at 501 NW Birch Street. Commercial examples are present downtown on 3rd Street at the Hodson Building (ca. 1901) at 300 E 3rd Street and Union Block (1890) at 411-425 E 3rd Street.

## QUEEN ANNE

The Queen Anne style is well represented in McMinnville from the 1880s to about 1910. English architects (especially Richard Norman Hunt) developed the style in the nineteenth century, although the adoption of the style in the United States was accompanied by the application of American stylistic tastes to the basic form.<sup>19</sup>

Queen Anne architecture is marked by complex and asymmetrical rooflines, incorporating hips and gables as well as towers and other irregularities. Asymmetry continues on the elevations, with projecting gables, isolated or compound projecting bays, some cantilevering (especially at the bays), and rich, highly stylized detail in all elements of trim work. Porches are almost always included, and many wrap around two or more elevations. The overall massing is quite heavy, although this is usually somewhat offset by the intricacy of the detailing. Queen Anne architecture often incorporated mixed materials in siding; examples in McMinnville typically just use wood, but incorporate a variety of applications, such as horizontal board (e.g., shiplap and clapboard) and shingles (coursed or more elaborate). Queen Anne houses are typically large, 2- or 2.5-story residences, but smaller 1-story cottages are not uncommon. In McMinnville, the Queen Anne style is most commonly seen in the larger form, although smaller cottages in the style are known to exist.

The overall trend in Queen Anne stylistic design tended to be one of decreasing elaboration, with the earliest examples tending to be the most elaborate while later examples were more simplistic and representative of the Free Classic subset. Free Classic Queen Anne buildings feature a restrained use of decorative applications, and the inclusion of stylistic elements commonly associated with the Classical styles of architecture and those styles that drew on classical stylistic motifs, especially the Colonial Revival style.

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19. McAlester and McAlester, 268.

In McMinnville, the earliest known examples of the Queen Anne style appear at the outset of the 1880s, reaching the peak of their popularity in the late 1880s and early 1890s. The style persisted in transitional forms into the first decade of the twentieth century but was almost completely superseded by the Colonial Revival and Craftsman styles by the close of the 1910s. An example of the Queen Anne style can be seen at 206 NE 10<sup>th</sup> Street (built 1890).

## COLONIAL REVIVAL

The Colonial Revival style finds its roots in the reawakening of appreciation for the historical origins of the United States, following the observance of the national centennial in 1876. During the following decades the style drifted westward, and by 1900 it had become one of the more popular residential styles in the Pacific Northwest and in the Willamette Valley. This style developed at roughly the same time as the Queen Anne, but reached the peak of its popularity in the early twentieth century, following the decline of the Queen Anne.

The Colonial Revival style is distinguished by its use of symmetrical distribution of windows and doors, especially on the principal elevation, and the application of somewhat muted classical elements. These elements include pedimented or segmentally pedimented entry porches and gables, eave returns on gable ends, window and door trim with varying degrees of elaborated moldings, corner boards, and entry doors flanked with sidelights and frequently topped by a transom. Windows tend to be double-hung with multi-light sashes on the upper or both sashes, and paired windows were a common element as well.

The popularity of the Colonial Revival style endured, especially as applied to residential architecture, through the twentieth century. In McMinnville, the introduction of the style is in about 1880, although very few examples this early are known. During the 1890s the style gained popularity, although the greatest period of popularity was during the late 1920s and 1930s, somewhat later than in other Willamette Valley cities. An example of the Colonial Revival style can be found in the Frank W. Fenton House (built 1909) at 434 NE Evans Street.



COLONIAL REVIVAL EXAMPLES WITH THE FRANK W. FENTON HOUSE AT 434 NE EVANS STREET (UPPER) AND 809 NE EVANS STREET (LOWER).





535 NE COWLS STREET (LEFT) AND 624 E 2ND STREET (RIGHT), EXAMPLES OF CRAFTSMAN ARCHITECTURE.

## CRAFTSMAN

The Craftsman style is the first major architectural stylistic movement that had its roots on the West Coast, rather than the East. As a result, the Craftsman style is found in Oregon soon after its initial applications in California by architects Charles and Henry Greene, who are credited with popularizing the style in the opening years of the twentieth century. The style was spread through the publishing of designs and plans in pattern books and popular magazines like *Good Housekeeping*, *Ladies' Home Journal*, and *House Beautiful*. The style was dominant from about 1905 until the 1930s, when economic conditions led to the simplification of design, especially in residential architecture.<sup>20</sup> This trend holds true in McMinnville residential architecture as well, as the style gained popularity about 1905, and stayed very popular into the early 1930s. Buildings with the fullest realization of the style are sometimes referred to as “Arts and Crafts” while those with less ornamentation are sometimes referred to as “Bungalow” style. “Arts and Crafts” is more appropriately the name applied to the stylistic and artistic movement of the late nineteenth and early twentieth centuries from which the Craftsman style arose, while “Bungalow” is more appropriately a classification of form (a 1- to 1½-story, low-pitched gable-roofed volume). Both of these are most appropriately referred to as Craftsman style.

The Craftsman style was developed as a reaction to the applied stylistic elements of earlier styles, such as the Queen Anne style. Embracing the idea that design should suggest the labor of a master craftsman, design elements associated with the style are often derived from structural elements of the building. The style relies heavily on shaping exposed framing and bracing (although these are, ironically, often stylistic elements that are not load-bearing, especially knee-bracing overhanging eaves), heaviness of design elements such as box posts, and use of mixed materials, such as wood in the main body of a building, and river cobble or cast stone in porch elements.

Coinciding with a period of expansion in population in McMinnville’s history, the Craftsman/Bungalow style is the best-represented style in the city, with the vast majority of these considered “Bungalows.” Just as

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20. McAlester and McAlester, 454.



the style became the dominant style in residential architecture in the first decade of the twentieth century, McMinnville experienced a rapid population increase. Residential examples of the Craftsman style can be found in the James Burdett House (built 1909) at 408 NE 13th Street and the Mulkey House (ca. 1920) at 624 E 2nd Street.

## PRAIRIE STYLE

The Prairie style originated in the midwestern United States during the early twentieth century, and gained limited popularity during the following decades in the Pacific Northwest. Emphasizing horizontality, the style was designed to fit into the broad, flat landscapes found in the Midwest.<sup>21</sup> With broad, very low-pitched roofs (usually hipped), the style shares some similarity with the Craftsman style when rendered in the foursquare form, but the horizontality is emphasized in the Prairie style, and the emphasis on exposed structural elements found in Craftsman homes is not as accentuated in the Prairie style. Eaves on Prairie style homes are overhanging, often much further than in the Craftsman style, and where the Craftsman style featured exposed, and often shaped rafter tails, the eaves in the Prairie style are typically enclosed with soffits, and capped at the ends with squares fascias. There are no known examples of the Prairie style in McMinnville as applied to residential architecture, although the style is seen in limited application in most Willamette Valley cities. The Carnegie Library (1913) at 225 Adams is an example of the style applied to civic architecture. Some currently unidentified residential examples may exist in McMinnville.



2015 PHOTOGRAPH OF THE PRAIRIE-STYLE CARNEGIE LIBRARY. COURTESY HISTORIC McMINNVILLE.

## TUDOR REVIVAL AND ENGLISH COTTAGE

The Tudor Revival style, and its more modest relative, the English Cottage, are presumed to be based on the architecture of the Tudor period of English history (sixteenth century), although McAlester and McAlester note in *A Field Guide to American Houses* that these bear little resemblance to the actual architectural characteristics of that period beyond the use of ornamental, false half-timbering.<sup>22</sup>

In its modern application, the Tudor Revival style bears more resemblance to idealized versions of medieval architecture, including the heavy reliance of steeply sloped rooflines featuring many cross-gables and gabled dormers irregularly dispersed



TUDOR REVIVAL EXAMPLE AT 307 NE 7TH STREET WITH HALF-TIMBERING AND ROLLED EAVES.

21. McAlester and McAlester (1984), p. 440.

22. McAlester and McAlester (1984), p. 358.



ANOTHER EXAMPLE OF TUDOR REVIVAL (ABOVE) AT THE SOUTHEAST CORNER OF NW 8TH AND NW CEDAR.



across a side-gabled main massing. The use of elliptical arches and arched panels over multi-light windows is extremely common. Wall cladding between half-timbering is often stucco or brick. Decorative arches are common at the ends of porches on Tudor Revival styles. These are often seen on English Cottage residences where one side of the forward-facing cross-gable extends much lower than the other side, the arch cut into the lower side. In some cases, this is seen as an arched window, rather than a pass-through arch. Tudor Revival examples are typically distinguished by their use of wall cladding materials other than wood on large portions of the exterior cladding, while English Cottages commonly will employ either horizontal wood weatherboard across the entirety of the walls, or in some combination with masonry or brick veneer. The English Cottage rarely uses half-timbering. Where gabled roofs are nearly universal in Tudor Revival examples, the English Cottage may include jerkinheads, hipped dormers rather than gabled, or some combination of these with the more traditional gable. In McMinnville, most Tudor Revival examples are larger and more expressive of the style, while English Cottages are more commonly more modest in size and ornamentation.



TWO EXAMPLES OF ENGLISH COTTAGES AT 407 NE 12TH STREET (LEFT) AND 540 NW BIRCH STREET (RIGHT).

Both the Tudor Revival and English Cottage styles are well-represented in McMinnville, especially during the 1930s, although some examples are known in the late 1920s and early 1940s. McMinnville appears to have a somewhat larger stock of Tudor Revival and English Cottage style residences than other Willamette Valley cities of similar size, likely related to the highly visible and extremely well executed examples of the Tudor Revival style residences designed by noted architect Roscoe Hemenway, who was active in McMinnville during the 1920s and 1930s. An example of the English Cottage style can be seen at 407 NE 12<sup>th</sup> Street (1932). An example of the Tudor Revival style can be seen at 307 NE 7<sup>th</sup> Street (1930).



## MINIMAL TRADITIONAL

The Minimal Traditional style is derived from the Tudor Revival and English Cottage styles that reached the height of their popularity in the 1930s. Demonstrating the same basic form as these earlier eclectic models, especially the forward-facing cross-gable, the Minimal Traditional differs in the reduction of the pitch of the gables, an overall simplified presentation lacking the applied stylistic cues associated with the Tudor and English Cottage, and an overall smaller footprint and profile, rarely reaching a full 1.5 stories and very seldom including dormers. The Minimal Traditional style became increasingly popular as the 1930s progressed and the Great Depression persisted, as the relatively low construction costs associated with these simple residences made them attractive to those able to make the investment in new home construction.

The Minimal Traditional style is very well represented in McMinnville beginning in the early 1930s and continuing into the early 1960s. The peak of popularity of the Minimal Traditional style in McMinnville was in the 1940s and early 1950s, although with the emergence of the style in the early 1930s, the style quickly became popular and early examples are quite well represented. Neighborhoods platted and developed in the late 1940s and 1950s are particularly dense with the Minimal Traditional style residence, often mixed in with the Ranch style residences that were becoming increasingly popular during the 1950s and 1960s. Minimal Traditional style houses are found in older neighborhoods as well, as replacement housing for older historic houses demolished and redeveloped during the 1930s through the post-war decades. A single-family residential example of the Minimal Traditional style can be seen at 546 NW 12th Street (built 1947). An apartment example of the Minimal Traditional style is at 507 NE Davis Street (ca. 1945).

## RANCH

Ranch style residences became popular in the post-war decades, beginning with the early development of the style in the late 1940s. Popularity of the Ranch style increased during the 1950s in the earliest form, which was generally one story, covering more square footage than the Minimal Traditional style. Like the Minimal Traditional style, the 1950s ranches frequently include a forward-facing cross-wing element at one end of an otherwise side-oriented roofline; however, they often have a very low-pitched, hip roof rather than gables. Ornamentation is minimal, generally restricted to applied features such as veneer siding on the lower portions of the elevations and incorporated planters along principal elevations.

During the 1960s, the overall shape of the Ranch style moved away from more compact floor plans toward a sprawling, linear floor plan, the building footprint stretching out to a long, narrow side-gabled



546 NW 12TH STREET, AN EXAMPLE OF THE MINIMAL TRADITIONAL STYLE.



MINIMAL TRADITIONAL APARTMENT BUILDING AT 507 NE DAVIS STREET.



RANCH AT 505 NW 10TH STREET (LEFT) AND RAMBLING RANCH AT 135 NW 11TH STREET (RIGHT).



massing, often with an incorporated, recessed entry porch. By the mid-1950s, nearly all Ranch style houses include an incorporated garage. Decorative wrought-iron porch supports and non-functional decorative shutters are quite common on Ranch style homes, especially as the 1960s progressed. In McMinnville, the Ranch style quickly rose in popularity in the early 1950s, and trending with the overall stylistic changes that occur within the Ranch style during the early 1960s away from the more compact floor plan toward the more sprawling plans, especially where recently platted lots allowed for wide street frontage. Both the early Ranch and later Rambling Ranch styles are very well represented in McMinnville. An example of the early Ranch style can be seen at 550 NW 10th Street (built 1951). An example of the Rambling Ranch style can be seen at 135 NW 11th Street (built 1965).

## CONTEMPORARY

The Contemporary style arose in the 1950s with the rise in a move toward more modernist residential architecture. It is easily distinguished from earlier and contemporary residential architectural styles in its use of low-pitched gables or shed roofs, or flat roofs, large windows, often occupying much of the dominant elements of the principal elevation. Roofs almost always extend well beyond the wall interface with exposed, heavy main rafters in the forward-facing roof elements. The style was extremely popular among architects designing residences, with more modest examples clearly derived from the ground-breaking architect-designed residences of the mid-to late 1950s. Applied decorative detailing is extremely minimal, usually restricted to combinations of siding materials including stucco, brick, stone, and wood.



CONTEMPORARY STYLE 405 NE 11TH STREET.

Nearly all of residences in this style are single story, with very few rising to 1½ stories, or arranged in a split-level form. Symmetry is eschewed in favor of complex wall surfaces, with walls receding in steps, or broken by incorporated, recessed entry ways. Because of its rejection of traditional stylistic cues, and



its embrace of unusual forms and profiles as compared to the more common Minimal Traditional and Ranch style houses with which it is a contemporary, the style was never as widely employed as these other two. Concentrations of these are rarely found, except where residential developments specifically called for the wide application of this style in a planned and intentional effort to attract those more keyed in to modernistic architectural trends. In McMinnville, there are a handful of examples of each of the gabled, shed, and flat-roofed varieties, the gabled being the most commonly seen. All of the examples inventoried to date were constructed during the 1950s and early 1960s. An example of the Contemporary style can be seen at 405 NE 11th Street (built 1956).

### 3c. Existing Landmarks and Districts

The McMinnville Municipal Code establishes the following definitions for historic properties in Section 17.06.060:

- **Historic District:** A geographical definable area of local, state, or national historical significance, the boundaries of which have specifically been adopted by the City Council.
- **Historic Landmark:** Any historic resource which is classified as “Distinctive” or “significant” on the McMinnville Historic Resources Inventory. Historic landmarks are also locally significant historic resources as defined by OAR 660-023-0200(1)(j).
- **Distinctive:** Resources outstanding for architectural or historical reasons and potentially worthy of nomination to the National Register of Historic Places.
- **Significant:** Resources of recognized importance to the City due to historical association or architectural integrity, uniqueness, or quality.
- **Historic Resources:** Any site, structure, building, district, or object included on the Historic Resources Inventory.

As of June 2018, the McMinnville City Council has adopted 1 historic district, the National Register of Historic Places-listed McMinnville Downtown Historic District. The district was added to the National Register in 1987. The historic district encompasses a 9-block area and has a period of significance which extends from 1884 to 1937. Refer to "Map 3. Existing Landmarks Overview." on page 94.

The following two tables list the identified historic landmarks in the city of McMinnville.

**Figure 1. Distinctive Historic Resources**

<b>SITE ADDRESS</b>	<b>HISTORIC NAME</b>	<b>RESOURCE NUMBER</b>
1420 NE 5th Street	McPhillips House	A1058
249 NW Star Mill Way	I. Daniel House	A110
505 SW Edmunston Street	First Rhodes Hose	A149
809 SW Blaine Street	Rhodes House	A150
206 NE 10th Street	Frank E. Rogers House	A237
1330 NE Cows Street	Adams School	A251

<b>SITE ADDRESS</b>	<b>HISTORIC NAME</b>	<b>RESOURCE NUMBER</b>
City Park	Grounds	A266
705 SW Birch Street	Conrad Saylor House	A280
639 NW Birch Street	Thomas Turner House	A281
549 NW Birch Street	J.C. Compton House	A282
501 NW Birch Street	Andrew J. Nelson House	A285
149 NW Park Drive	---	A301
417 NW Adams Street	Nelson/Walker-Manning House	A317
625 NE Cows Street	Emily Hamblin House	A354
609 NE Cows Street	Apperson House	A355
535 NE Davis Street	Frank E. Rogers House	A356
632 NE Cows Street	Roswell Conner House	A359
610 NE Cows Street	William Dielschneider House	A360
533 NE Davis Street	O.O. Hodson House	A377
347 NE 4th Street	Oregon Mutual Building	A378
809 NE Evans Street	Willams House	A396
225 NW Adams Street	Carnegie Library	A400
105 NE 3rd Street	Samuel Cozine House	A402
251 NE 3rd Street	Masonic Building	A438
238 NE 3rd Street	Schilling Building	A439
250 NE 3rd Street	McMinnville National Bank	A440
230 NE 2nd Street	Courtemanche House	A441
125 SE Cows Street	First Baptist Church	A442
221 SE Cows Street	Dr. J.H. Cook House	A445
306 SE Lincoln Street	James Gibson House	A446
300 NE 3rd Street	O.O. Hodson Building	A450
310 NE 3rd Street	---	A457
320 NE 3rd Street	---	A457
322 SE 1st Street	Wiesner House	A459
390 NE 2nd Street	Presbyterian Church	A467
411 NE 3rd Street	Union Block	A475
406 NE 3rd Street	Wright Building	A476
428 NE 3rd Street	Wright Building	A476
Linfield College	Campus Grounds	A503.1
436 SE Baker Street	Dr. Northup House	A513

<b>SITE ADDRESS</b>	<b>HISTORIC NAME</b>	<b>RESOURCE NUMBER</b>
Linfield College	Northup Library	A543
Linfield College	Melrose Hall	A548
Linfield College	Pioneer Hall	A554
Linfield College	Observatory	A589
1034 NE Galloway Street	---	A668
434 NE Evans Street	Frank Fenton House	A723
436 NE Evans Street	Frank Fenton House	A723
414 NE Evans Street	Old Post Office	A724
536 NE 5th Street	Jack Spence Building	A728
638 NE 5th Street	W.D. McDonald Jr. House	A750
707 NE 5th Street	H.C. Burns House	A763
736 NE Galloway Street	---	A772
5th & Irvine Streets	Old Power Plant	A796
1004 NE 5th Street	Grissen House	A809
310 NE Evans Street	Hotel Elberton	A834
502 NE 3rd Street	Cook's Hotel	A835
508 SE Washington Street	W.W. Wright House	A839
230 SE Evans Street	W.T. Newby House	A849
540 SE 1st Street	Rev. Spencer House	A853
608 NE 3rd Street	Jameson Hardware	A866
605 SE 1st Street	Peery-Macy House	A868
624 SE 2nd Street	Mulkey House	A874
726 NE 4th Street	Estes House	A889
741 NE 3rd Street	Southern Pacific Depot	A893
Star Mill Way	Flume Wall	A90
806 SE Hembree Street	Hiram Rummel House	A946
905 SE Vine Street	George Bodle House	A958
768 SE Morgan Lane	Hodge House	A986
3471 NE Grandhaven Drive	---	A994

**Figure 2. Significant Historic Resources**

<b>SITE ADDRESS</b>	<b>HISTORIC NAME</b>	<b>RESOURCE NUMBER</b>
1755 NW Baker Creek Road	---	B10
1640 NE Lafayette Avenue	Miller House	B1032
1640 NE Lafayette Avenue	Miller House	B1033
1206 NE 5th Street	Walter Hatfield House	B1044
1409 SE Brooks Street	---	B1077
645 SW Tanglewood Circle	---	B108
1827 NE Three Mile Lane	---	B1083
305 NE 2nd Street	John Sax House	B109
1755 NW Baker Creek Road	---	B11
27th Street & Highway 99W	Malone Cemetery	B1116
531 SW Bills Street	---	B112
2455 NE Three Mile Lane	---	B1125
2850 NE Three Mile Lane	---	B1129
409 SW Elmwood Avenue	---	B113
2850 NE Three Mile Lane	---	B1130
2850 NE Three Mile Lane	---	B1131
Railroad Trestle over Yamhill	---	B1139
1103 SW Brockwood Avenue	---	B115
835 SW Ashwood Avenue	---	B115
548 SW Fellows Street	---	B139
544 SW Fellows Street	---	B142
1149 SW Brockwood Avenue	---	B156
1224 SW Highway 99W	---	B162
1137 SW Blaine Street	---	B165
933 NW Cedar Street	---	B203
1033 NW Birch Street	---	B212
1595 SW Cypress Lane	---	B23
1127 NE Cows Street	---	B239
1595 SW Cypress Lane	---	B24
1117 NE Cows Street	---	B240
935 NE Cows Street	Harper Jameson House	B243
12th & Davis, 11th & Cows	Tennis Courts	B245



<b>SITE ADDRESS</b>	<b>HISTORIC NAME</b>	<b>RESOURCE NUMBER</b>
1036 NE Cows Street	Ward Sitton House	B246
407 NE 13th Street	---	B256
729 NW Cedar Street	---	B265
336 NE Davis Street	---	B270
336 NW 8th Street	O.C. Combs House	B270
835 NW Birch Street	---	B274
523 NW Birch Street	---	B283
228 NW 7th Street	Mattecheck House	B289
540 NW Birch Street	---	B292
251 NW Park Drive	---	B296
169 NW Park Drive	---	B300
139 NW 5th Street	G. Bangasser House	B306
130 NW 5th Street	---	B307
1320 SE 2nd Street	---	B32
104 NE 4th Street	---	B325
116 NE 4th Street	---	B329
131 NE 5th Street	O'Dell House	B332
733 NE Baker Street	---	B333
708 NE Baker Street	Glenn S. Macy House	B343
911 NE Cows Street	Dr. W.H. Barendrick House	B350
735 NE Cows Street	Miles Hendrick House	B352
836 NE Cows Street	---	B357
804 NE Cows Street	Asa Gaunt House	B358
307 NE 7th Street	McCann House	B358.1
528 NE Cows Street	David Nayberger House	B361
326 NE 6th Street	Turner House	B365
907 NE Davis Street	---	B371
707 NE Davis Street	P.P. Wright House	B375
625 NE Davis Street	---	B376
740 NE Davis Street	Franz Dielschneider House	B384
407 NE 7th Street	George Kaufman House	B386
602 NE Davis Street	Sitton House	B388
419 NE 8th Street	---	B390
475 NE 7th Street	Kliks House	B397

<b>SITE ADDRESS</b>	<b>HISTORIC NAME</b>	<b>RESOURCE NUMBER</b>
City Park	Fountain	B399
102 SE 1st Street	A. Dielschneider House	B403
129 SW Baker Street	---	B411
323 SW Baker Street	---	B419
335 SW Baker Street	---	B420
345 SW Baker Street	C.B. Jones House	B421
203 NE 3rd Street	Montgomery Ward Building	B422
South of Lincoln Street	Rose Walk	B427
219 SE Lincoln Street	Julia Gault House	B430
225 NE 3rd Street	---	B431
307 SE Cows Street	---	B432
218 NE 3rd Street	---	B436
236 NE 3rd Street	---	B436
303 NE 3rd Street	J.B. Mardis Building	B449
206 NE Cows Street	Home Laundry	B451
222 SE Cows Street	---	B455
224 SE Cows Street	---	B455
313 NE 3rd Street	Campbell Building	B456
319 NE 3rd Street	Campbell Building	B456
332 NE 3rd Street	Knights of Pythias Building	B465
210 SE Davis Street	Col. J.C. Cooper House	B470
240 SE Davis Street	Cooper House	B471
326 NE Davis Street	Telephone Building	B474.1
416 NE 3rd Street	---	B482
425 NE 3rd Street	Spence Building	B486
433 NE 3rd Street	Old Lark Theater	B489
445 NE 3rd Street	U.S. National Bank Building	B490
333 NE Evans Street	Elks Building	B490.1
448 NE 3rd Street	Fenton Building	B491
448 NE 3rd Street	Cameron Grocery	B491.1
135 NE Evans Street	Macy's Funeral Home	B492
344 SW Bills Street	---	B498
1015 NW Baker Creek Road	---	B50
801 SW Highway 99W	Dodson House	B502

<b>SITE ADDRESS</b>	<b>HISTORIC NAME</b>	<b>RESOURCE NUMBER</b>
725 SW Highway 99W	---	B503
Linfield College	President's House	B504
603 SW Baker Street	McMinnville Hospital	B506
411 SW Baker Street	Handley House	B508
600 SW Baker Street	Columbus School	B511
505 SE Davis Street	---	B531
421 SE Evans Street	W.W. Wright House	B539
1631 NW Elm Street	Thomsen House	B54
806 SE Davis Street	Latourette House	B540
340 SW Linfield Avenue	---	B546
Linfield College	Mac Hall	B549
Linfield College	Riley Hall	B551
Linfield College	Edelweiss Oak Tree	B553
Linfield College	Newby Hall	B557
Linfield College	Whitman Hall	B558
1200 NW Michelbook Lane	Michelbook House	B56
Linfield College	Physical Plant	B561
1004 NE Ford Street	---	B561
Linfield College	Cook Education Center	B562
Linfield College	Campbell Hall	B564
Linfield College	Grover Hall	B565
Linfield College	Failing Hall	B566
Linfield College	Latourette Hall	B567
321 SE College Avenue	---	B568
308 SE College Avenue	---	B569
1049 SE Davis Street	Old President's House	B574
406 NE College Avenue	---	B576
1142 SE Davis Street	---	B578
795 NE Burnett Road	---	B597
795 NE Burnett Road	---	B598
536 NW 10th Street	J.P. Brown House	B61
1325 NE Evans Street	---	B620
1430 NE Evans Street	Dr. Ralph Pray House	B629
504 NE 10th Street	Buddy Fisher House	B637

<b>SITE ADDRESS</b>	<b>HISTORIC NAME</b>	<b>RESOURCE NUMBER</b>
518 NE 10th Street	---	B639
935 NE Galloway Street	---	B662
1025 NE Irvine Street	---	B692
905 NE Evans Street	---	B718
509 NE 9th Street	Houck House	B719
505 NE 8th Street	---	B720
600 NE Evans Street	Armory	B721
527 NE 8th Street	---	B726
441 NW 12th Street	---	B73
707 NE Ford Street	---	B734
618 NE 8th Street	---	B745
645 NE 9th Street	---	B746
537 NE Galloway Street	---	B747
507 NE Galloway Street	Hopfield House	B749
733 NE Ford Street	---	B749
641 NE 4th Street	Cunningham/Honnold House	B751
532 NE Galloway Street	Link House	B761
436 NE Galloway Street	---	B764
420 NE Galloway Street	---	B765
709 NE 4th Street	---	B766
715 NE 5th Street	---	B767
904 NE Galloway Street	---	B769
739 NE 9th Street	---	B788
800 NE Lafayette Avenue	Cook School	B816
915 NE Lafayette Avenue	---	B822
1005 NE Lafayette Avenue	---	B830
506 SE 1st Street	---	B836
815 NW Yamhill Street	---	B84
226 SE Evans Street	---	B841
520 NE 3rd Street	Old Elk's Building	B846
532 NE 3rd Street	Old Elk's Building	B846
544 SE 2nd Street	Methodist Church	B852
535 NE 3rd Street	Odd Fellows Building	B855
545 NE 3rd Street	Odd Fellows Building	B855

<b>SITE ADDRESS</b>	<b>HISTORIC NAME</b>	<b>RESOURCE NUMBER</b>
609 NE 3rd Street	---	B865
606 SE 2nd Street	Delmer Wheeler House	B867
610 SE 1st Street	Elsia Wright House	B869
206 SE Ford Street	John Wortman House	B870
619 NE 3rd Street	---	B872
622 NE 3rd Street	---	B873
624 NE 3rd Street	---	B873
642 SE 1st Street	Elsia Wright House	B881
137 SE Galloway Street	---	B882
701 NE 3rd Street	Douglas Hotel	B884
711 NE 3rd Street	Douglas Hotel	B884
706 SE 1st Street	---	B885
714 SE Washington Street	---	B886
Railroad Trestle over Cozine	---	B888
708 NE 3rd Street	---	B890
750 NE 3rd Street	---	B890
729 NE 3rd Street	Hendershott House	B891
741 NE 3rd Street	Southern Pacific Semaphore	B896
125 SE Irvine Street	Schenk House	B900
129 SE Irvine Street	T.M. Phillips House	B903
141 SE Irvine Street	N. Ferguson House	B905
906 SE 1st Street	---	B911
1056 SE 1st Street	---	B935
911 SE 2nd Street	---	B94.1
904 SE Storey Street	Wolf House	B964
1041 SE Vine Street	City Light & Pumping Plant	B970
1030 SE Villard Street	Long House	B981
3555 NE Grandhaven Drive	---	B990
3555 NE Grandhaven Drive	---	B991
3555 NE Grandhaven Drive	---	B992
3555 NE Grandhaven Drive	---	B993
1429 NE 27th Street	McDonald/Ford House	B995

# 4. CURRENT STATUS OF HISTORIC PRESERVATION

This chapter explores the current City of McMinnville historic preservation program, outlining how the program is currently staffed, how survey and inventory has been used in the past, the city's historic resources inventory, past education and advocacy efforts, relevant regulations, and incentives available to historic properties.

## 4a. Current Program

Historic Preservation is currently addressed in Chapter 17.65 in the McMinnville Municipal Code.

The City of McMinnville's historic preservation program began in the 1980s and is operated within the City's Planning Department. In 1980, a historic resources survey centered on McMinnville's downtown resulted in the creation of a Historic Resources Inventory and fulfilled the City's inventory of historic resources requirement under Statewide Planning Goal No. 5. The City grew its historic preservation program to protect resources on the inventory, passing Ordinance No. 4228 in 1982, establishing the Historic Landmarks Committee and protecting properties identified as primary historic resources (generally properties built prior to 1910) in the 1980 Historic Resources Inventory.

The City expanded its Historic Resources Inventory with a second round of survey work in 1983 and 1984, per Comprehensive Plan Policy 17.01 (adopted by Ordinance No. 4218 in 1982), to re-evaluate and document all historic resources within the city's Urban Growth Boundary. In 1987, the City adopted its historic preservation ordinance (Ordinance No. 4401, repealing Ordinance No. 4228). Ordinance No. 4401 was updated in 2017 (Ordinance No. 5034) by the incorporation of the historic preservation program and protection processes into the McMinnville Municipal Code.

Chapter 17.65 of the McMinnville Municipal Code establishes that districts, objects, structures, and sites of special historical, architectural, or cultural significance should be preserved as part of the City's heritage. The chapter (Section 17.65.010) explains its purpose in the following ways:

- (a) Stabilize and improve property values through restoration efforts;
- (b) Promote the education of local citizens on the benefits associated with an active historic preservation program;
- (c) Foster civic pride in the beauty and noble accomplishments of the past;
- (d) Protect and enhance the City's attractions for tourists and visitors; and
- (e) Strengthen the economy of the City.

## 4b. Survey and Inventory

The Oregon SHPO defines a survey as “the process of gathering and recording information about cultural resources.” An inventory is the organized compilation of the survey records. There are two types of surveys: Reconnaissance Level Survey (RLS) and Intensive Level Survey (ILS). The Oregon SHPO has published guidelines, “Guidelines for Historic Resource Surveys in Oregon” (2011), to help communities and historic preservation professionals identify, evaluate, and document historic resources in the state of Oregon.

A Reconnaissance Level Survey (RLS), is defined by the Oregon SHPO as “the basic survey level to identify, document, and report historic resources.” An RLS is the first step in documenting properties and provides local governments and the SHPO with a baseline dataset about historic and non-historic resources within a surveyed area. Information collected for an RLS is primarily limited to physical and architectural data. General research is conducted to provide context for the survey area; individual property research is not necessary with an RLS.

An Intensive Level Survey (ILS) is often the next step after an RLS and contains a higher level of documentation for each surveyed property. This documentation includes additional research into the history of each individual survey property, including builders, architects, and previous owners and tenants.

### *McMinnville’s Historic Resources Inventory*

As McMinnville established its historic preservation program in the early 1980s, the City commenced a series of surveys funded by National Park Service grants through the Oregon SHPO to inventory the city’s historic resources. These produced the following two products.

- Historic Resources Inventory maintained and updated by the city with resource classes specific to the City of McMinnville. Historic resources, per Ordinance 4401 section 2(f), are any site, structure, building, district, or object that is included on the Historic Resources Inventory. This inventory uses the same property data as the Oregon SHPO Historic Sites Database. When new survey work is conducted, this inventory is updated per section 17.65.030 of the city’s Zoning Ordinance.
- Resource forms within the Oregon SHPO Historic Sites Database and serving as the main repository for property data (location, physical attributes, photos, etc.) but using a different set of evaluation codes relative to potential National Register of Historic Places eligibility.

Survey work over the course of the last four decades follows below. The City’s Historic Resource Inventory only includes properties resulting from survey work up through 1984. Subsequent survey work has not been evaluated for adding, removing, or updating the Historic Resource Inventory.

- The 1976 and 1980 reconnaissance level survey focused on the downtown area and surveyed approximately 650 resources built in or prior to 1930 (50-years of age or older at the time).
- The 1983-1984 reconnaissance level city-wide survey extended to the city’s urban growth boundary and surveyed approximately 500 resources built in or prior to 1934 (50-years of age or older at the time). This survey also included several barns and related properties existing within the Urban Growth Boundary.



- The 2010 reconnaissance level survey focused on predominately on 1930s to early 1960s properties within an irregular-shaped area north of downtown and surveyed 402 resources.
- The 2013 Settlement-era Dwellings, Barns & Farm Groups the Willamette Valley, Oregon surveyed 242 resources within the broader geographical area of nine Oregon counties: Benton, Clackamas, Lane, Linn, Marion, Multnomah, Polk, Washington and Yamhill. From this survey, three resources surveyed within Washington County exist within the City of McMinnville city limits (a fourth has since been demolished).
- The 2018 intensive level survey focused on eight properties north of downtown.

The 1983-1984 survey established the methodology and process defining the city's historic resource classes conveying level of significance as "distinctive," "significant," "contributory," or "environmental."<sup>1</sup> Ordinance No. 4401 Section 2(g) provides the following definitions.

- **Distinctive:** Resources outstanding for architectural or historic reasons and potentially worthy of nomination to the National Register of Historic Places;
- **Significant:** Resources of recognized importance to the City due to historical association or architectural integrity, uniqueness, or quality;
- **Contributory:** Resources not in themselves of major significance, but which enhance the overall historic character of the neighborhood or City. Removal or alteration would have a deleterious effect on the quality of historic continuity experienced in the community;
- **Environmental:** This category includes all resources surveyed that were not classified as distinctive, significant, or contributory. The resources comprise an historic context within the community.

As of May 2018, there are 558 properties listed on the city's Historic Resource Inventory at the top three levels, of which only 69 properties (12-percent) are classified as "Distinctive", 200 (36-percent) as "Significant" and 289 (52-percent) as "Contributory." No count was available for properties classified as Environmental.

Those properties which are classified as "distinctive" or "significant" are considered historic landmarks per Ordinance No. 4401 Section 2(e) and OAR 660-023-0200(1)(j). The Historic Landmarks Committee reviews alterations to and demolitions of historic landmarks, as well as the demolition of any historic resource per Zoning Ordinance Section 17.65.040(C). Note, there is a conflict here between 4401 which says only historic landmarks, and the zoning ordinance that says any historic resource, which by definition is any property on the historic resource inventory regardless of classification.

### *Survey and Inventory Recommendations*

Although the City has already surveyed a significant number of resources within the city limits, survey work and updating the Historic Resource Inventory based on the survey work needs to be an ongoing process to insure the inventory is up-to-date and accurately reflects the range of McMinnville's historic resources (e.g. properties from the recent past).

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1. Section 17.65.030 of the city's Zoning Ordinance establishes the process for adding, deleting, or changing the level of significance of a resource.

The following survey recommendations stem from a review of City of McMinnville Historic Resources Inventory, geographic information system (GIS) property data, and selective field work consisting of walking through areas to confirm existing conditions. Each of the following areas exhibit a high concentration of potentially historic properties and should be surveyed to expand the Historic Resources Inventory.

- Post 1984 Survey Updates
- Hayden, Saylor, Baker and Martin Additions Survey
- Downtown Residential Survey
- Chandler's 2nd Addition Survey
- SE Baker Street Survey & Design Guidelines

## POST 1984 SURVEY UPDATES

Review findings from survey work conducted since 1984 to update the Historic Resource Inventory. Utilize this as an outreach and public education opportunity to expand awareness of and the role of the Historic Resource Inventory. Properties classified as "Environmental" should be mapped in order to provide a complete visual record of what has been evaluated and which properties have not.

## HAYDEN, SAYLORS, BAKER AND MARTIN ADDITIONS SURVEY

Conduct a reconnaissance level survey of approximately 169 properties built prior to 1960, develop a neighborhood context, and property owner outreach to update and add properties to the Historic Resource Inventory within the survey area spanning NW Birch and NW 5<sup>th</sup> Streets (not within a historic plat) and within the R. B. Hayden Tract, C. G. Saylor Addition, Walnut Park, Christens, Vanecek, Laurel, and Baker and Martin Addition. Develop a historic context statement to better understand the development relationship for these properties and each addition relative to downtown McMinnville. Refer to "Map 5. Hayden, Saylor, Baker and Martin Additions, Inventoried Properties" on page 96 and "Map 6. Hayden, Saylor, Baker and Martin Additions, Period Built" on page 97.

There are 67 properties within the recommended survey area currently on the Historic Resource Inventory, of which:

- 6 properties are classified as "Distinctive;"
- 16 properties are classified as "Significant;" and
- 45 properties are classified as "Contributory."

There are 236 properties within the area built between the 1800s and 1959. Most, but not all of the pre-1930 properties have been evaluated and included in the Historic Resource Inventory. Properties from the later three decades of construction follow below:

- 1930s: 48 properties
- 1940s: 73 properties
- 1950s: 30 properties

Based on age of properties and proximity to downtown, this area has a high potential to be related to the growth and development of downtown McMinnville, and exhibits a high concentration of high integrity

properties contributing to the character and continuity of the neighborhood. This area is an important single family residential concentration along the edge of the downtown commercial district conveying the historic development pattern of the city.

The area is notable for a mid to high design level and a high level of integrity. Property construction spanned from the 1800s through the 1950s, with most of the properties built during two peak periods, 1910 to 1919 and 1930 to 1939. The core area includes the R. B. Hayden Tract and exists between the 1885 C. G. Saylor's Addition, the 1889 Baker and Martin's Addition, the 1865 original town plat, and the city park to the south. Based on proximity to downtown McMinnville and the scale of houses, it is likely this area's past property owners were closely tied with the growth and development of downtown McMinnville.

## DOWNTOWN RESIDENTIAL SURVEY

Conduct a reconnaissance level survey and property owner outreach to update and add properties to the Historic Resource Inventory. Contact owners prior to the survey work to gauge their level of interest and the potential for building interior access. Develop a historic context statement specific to the Rowlands Addition to better understand the development relationship these properties held with downtown McMinnville and the role of their previous owners. This addition also serves as part of a character-area transition east of downtown, which would be supported through the development of the historic context statement.

Based on preliminary field work this area has a high concentration of some of the largest and most intact single-family houses within and just south of the 1865 Rowland's Addition. Refer to "Map 9. Downtown Residential, Previously Inventoried" on page 100 and "Map 10. Downtown Residential, Period Built" on page 101.

This area is southeast of the intersection of NE 2<sup>nd</sup> Street and NE Ford Street, and runs along both sides of NE 1<sup>st</sup> Street. The area contains 9 properties, constructed between the 1800s (2 properties) and 1929, with the majority built between 1910 and 1919 (4 properties). Based on the scale of the properties and proximity to downtown McMinnville, these buildings are likely architect designed and associated with past property owners prominent in the growth and development of McMinnville. The core portion of these properties are zoned General Commercial (C-3) and those south, across NE 1<sup>st</sup> Street are zoned Office/Residential (O-R), placing greater potential replacement pressure on the properties in the C-3 zoning.

## CHANDLER'S 2<sup>ND</sup> ADDITION SURVEY

Conduct a reconnaissance level survey to expand the current inventory to include properties built through 1969. Conduct public outreach to notify owners and residents of the survey work in advance. This will update 12 properties and evaluate 30 properties for inclusion on the Historic Resource Inventory. Develop a historic context statement specific to this addition and how its development ties in with broader city development. The intent of this research would be to better understand the unique development of this addition and if there is a social history connected with under-represented minorities. Based on this work, identify any potential properties for a next phase of intensive level survey work that could support interpretive and educational efforts. Refer to "Map 7. Chandler's 2nd Addition, Inventoried Properties" on page 98 and "Map 8. Chandler's 2nd Addition, Period Built" on page 99.

This 19-acre addition was platted in 1887 and has 59 properties. The notable aspect is that two peak development periods were the 1800s (11 properties) and the 1940s (14 properties), with only 6 built from 1900 through 1929 and none built in the 1930s (opposite of the NW Birch and NW 5<sup>th</sup> District and Down-

town Residential) This area is all zoned as a Two-Family Residential Zone (R-3) placing some pressure on the potential replacement of single-family houses with denser housing.

### SE BAKER STREET SURVEY & DESIGN GUIDELINES

Conduct a reconnaissance level survey and property owner outreach to update and add properties to the Historic Resource Inventory. Develop a historic context statement specific to this corridor to better understand the development relationship these properties and this section of SE Baker Street held with downtown McMinnville and the role of their previous owners. As part of the historic context research, identify past property owners and residents of the surveyed properties and their relationship to the development of McMinnville. Develop design review guidelines or establish a conservation district to shape the character of new development to retain the concentration of historic character at this entry to city. This will update data on 12 properties and potentially add 3 additional properties to the Historic Resource Inventory. This work could support interpretive and educational efforts. Refer to "Map 11. Southeast Baker Street, Inventoried Properties" on page 102, "Map 12. Southeast Baker Street, Period Built" on page 103, and "Map 13. Southeast Baker Street, Character Properties" on page 104.

This 9.5-acre area extends along either side of SE Baker Street. Several plats abut the sides of this area (Cozines 2<sup>nd</sup> Addition, Sunnyside Addition), and the area overlaps a portion of the 1865 Original Town plat and a corner of the McMinnville College and McMinnville College 2<sup>nd</sup> additions. This southwest entrance to McMinnville from Highway 18 is an important gateway to the city. The 1852 government land office (GLO) survey map showed a main roadway passing through this same general area, which became the county road by the 1900s, then Sheridan Road, and then Highway 18. By 1912 through 1928, this was an established residential corridor with prominent houses, many of which remain.

Based on preliminary field work, there are 15 single-family residences along this section of SE Baker Street that have a moderate to high level of design and a high level of integrity. Most of the character properties were built between the 1800s and 1919. Most of the area is zoned General Commercial (C-3), placing pressure on the replacement of single-family buildings, with some Office/Residential (O-R) on the east side of the street. This area has the potential to be an important historic character element for the City and heritage tourism, as well as an important commercial area within quick walking distance to the multiple-family residential zone (R-4) to the east.

## 4c. Historic Landmarks Committee & Design Review

The McMinnville Historic Landmarks Committee (HLC) was established by Ordinance No. 4228, and was updated by Ordinance No. 4401 (which repealed Ordinance No. 4228). The enabling language for the Historic Landmarks Committee was more recently updated by Ordinance No. 5035, which brought the enabling language for the Committee into Chapter 2.34 of the McMinnville Municipal Code.

The HLC consists of five at-large members; each member is allowed one vote on the HLC. City Council appoints the HLC members who may serve two consecutive four-year terms. After the completion of these two terms, members may be reappointed to the HLC after a four-year hiatus.

Section 2.34.20 of the McMinnville Municipal Code identifies the role of the HLC as follows:

1. Serve as a hearings body for matters concerning historical and cultural resources listed on the McMinnville Historic Resources Inventory, including the review any alteration, demolition, moving or new construction on a McMinnville Historic Landmark per Chapter 17.65 of the McMinnville Zoning Ordinance.
2. Evaluate and designate historic districts, buildings, structures, sites, and objects as provided by Chapter 17.65 of the McMinnville Zoning Ordinance.
3. Receive requests by any citizen, or may on its own motion make recommendations concerning identifying and preserving significant historic and cultural resources which the Committee determines to be of historical significance to the City, state or nation.
4. Develop or adopt a system, based on historic integrity and significance, for evaluating historic and cultural resources for potential designation as historic landmarks.
5. Compile and maintain a McMinnville Historic Resources Inventory of all historical and cultural resources within the City, the applicable tax lots and addresses, the date of landmark designation, and a brief description of the resource and reasons for inclusion.
6. Conduct surveys, inventories, and studies of potential historic resources, and periodically revise the McMinnville Historic Resources Inventory by adding or deleting properties.
7. Undertake to inform the citizens of, and visitors to the City or McMinnville, regarding the community's history and prehistory; promote research into its history and prehistory; collect and make available materials on the preservation of historic resources; provide information on state and federal preservation programs; document historic resources prior to their alteration, demolition, or relocation and archive that documentation; assist the owners of historic resources in securing funding for the preservation of their properties; and recommend public incentives and code amendments to the McMinnville City Council.
8. Advise and make policy recommendations to the McMinnville City Council and the Planning Commission on matters relating to historic preservation.
9. Perform such other duties relating to historical matters as the McMinnville City Council or Planning Director may request.
10. Have the authority to coordinate its activities with other city, county, state or federal agencies.

Two of the roles assigned to the HLC relate to design review, for alterations and demolitions, and new construction on historic landmark sites (where no structure exists). Guidelines for design review for alterations are outlined in the McMinnville Municipal Code Section 17.65.060. Guidelines for demolition, moving, or new construction are outlined in Section 17.65.050.

## 4d. Historic Registers

The National Register of Historic Places (NRHP) is the official Federal list of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture. Properties listed in the NRHP may be significant at the local, state, or national level. The National Historic Preservation Act (NHPA) of 1966 created the program which is managed by the National Park Service.

As of March 2018, 7 properties in McMinnville are listed in the NRHP:

- McMinnville Downtown Historic District
- Spencer, Jack, House (1929) – 536 NE 5th Street
- Buchanan Cellers Mill (1888) – 855 E 5th Street
- Cate, Asa F., Farm Ensemble (1880) – 16000 NW Baker Creek Road<sup>2</sup>
- Fenton, Frank W., House (1909) – 434 NE Evans Street
- Pioneer Hall, Linden College (1881) – Fellows Street
- Matthey, Joseph, House (1890) – 10221 Matthey Lane

Three of the individually listed properties within the city limits are classified as “distinctive” within the Historic Resources Inventory:

- Spencer, Jack, House (1929) – 536 NE 5th Street
- Fenton, Frank W., House (1909) – 434 NE Evans Street
- Pioneer Hall, Linden College (1881) – Fellows Street

The Buchanan Cellers Mill, also known as the Houcking Flour Mill, is only listed as “contributory.” The building was listed in the NRHP in 2012.<sup>3</sup>

The McMinnville Downtown Historic district NRHP nomination lists 52 buildings as contributing and 14 as non-contributing. A contributing property is a building, site, structure, or object that adds to the historic significance of the district. A non-contributing property a building, site, structure, or object that does not add to the historic significance of a property. Non-contributing properties may have been altered to the point where they no longer can convey their significance or they may have been constructed outside the period of significance identified for the district. Refer to "Map 2. Existing Historic District" on page 94.

The City of McMinnville does not have its own register of historic places; instead, it classifies properties within its inventory as “distinctive” or “significant.” Distinctive and significant inventoried properties are identified as historic landmarks in the city’s historic preservation ordinance.

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2. This property is technically located outside of the city limits and is, therefore, not under the jurisdiction of the City of McMinnville. However, the property illustrates pre-1900 construction methods and is a significant example of an early multi-unit farm in Yamhill County associated with subsistence farming activity.

3. Margaret Legard, “Buchanan Cellers Mill,” National Register of Historic Places Nomination (Oregon State Historic Preservation Office), [http://heritagedata.prd.state.or.us/historic/index.cfm?do=main.loadFile&load=NR\\_Noms/11001065.pdf](http://heritagedata.prd.state.or.us/historic/index.cfm?do=main.loadFile&load=NR_Noms/11001065.pdf) (accessed March 20, 2018).



## Historic Register Recommendations

The following identifies key properties and areas for further investigation into potential historic register listing.

### INDIVIDUAL REGISTER ELIGIBILITY

Work with Yamhill County and the Oregon SHPO to list the following buildings to the National Register of Historic Places. Conduct preliminary outreach with both parties to gauge interest and evaluate the potential for listing with the SHPO.

- 536 NE 5th St (Yamhill County Law Library). Currently classified as “Distinctive” in the Historic Resource Inventory and listed as A728.
- 434 NE Evans St (Yamhill County). Currently classified as “Distinctive” in the Historic Resource Inventory and listed as A723.

Talk with property owners of the following high integrity houses surveyed as part of the 2018 ILS to gauge their level of interest in listing their property to the National Register. If yes, then work with property owners to provide interior access to prepare floor plans and assess interior spaces for their level of integrity. Utilize data from the survey and draft MPD context to prepare a NRHP nomination.

**Figure 3. Potential Historic Properties**

Property	Historic Name	Year Built	Potential Sources of Significance
307 NE Seventh Street (B358.1)	McCann House	Ca. 1931	Built during a period of limited construction, the 1930s following the stock market crash  Example of the Tudor Revival style in McMinnville
533 NE Davis Street (A377)	Hodson House	Ca. 1895	Development of the Hodson Building in downtown McMinnville  As the residence of a prominent McMinnville merchant  As a well-constructed and heavily ornamented example of the Queen Anne style with Stick Style influences
535 NE Cowls Street (A356)	Rogers House	1912	A well-executed example of the Craftsman style  As the residence of one of the children (Lewis Henderson) of McMinnville’s founding families  As the residence of a prominent McMinnville merchant and the owner of one of the first 10 pharmacies established in the State of Oregon
625 NE Cowls Street (A354)	Hamblin House	1911	An example of an American Foursquare form house



Property	Historic Name	Year Built	Potential Sources of Significance
625 NE Davis Street (B376)	Miller House	1905	A well-constructed example of the American Four-square form  As the residence of a prominent McMinnville farmer

The area north of the downtown commercial district anchored on the eight properties surveyed as part of 2018 ILS project has a high concentration of intact to moderately intact properties.

- Conduct outreach with area residents and property owners to gauge the level of interest in creating a potential locally listed historic district.
- If no, then no action.
- If yes, then conduct neighborhood public meetings to explain and work through the process and provide educational materials on what it means to be listed as a local historic district, explain how this would differ from a NRHP historic district, and the role it could have in shaping design guidelines to inform new construction and development within the neighborhood and how this could serve as a tool for retaining neighborhood character if that is desired by residents and property owners.
- Retain a consultant to assist with preparing the nomination and presenting at the public meetings. Utilize data from this survey and the draft MPD context to complete and submit a nomination.

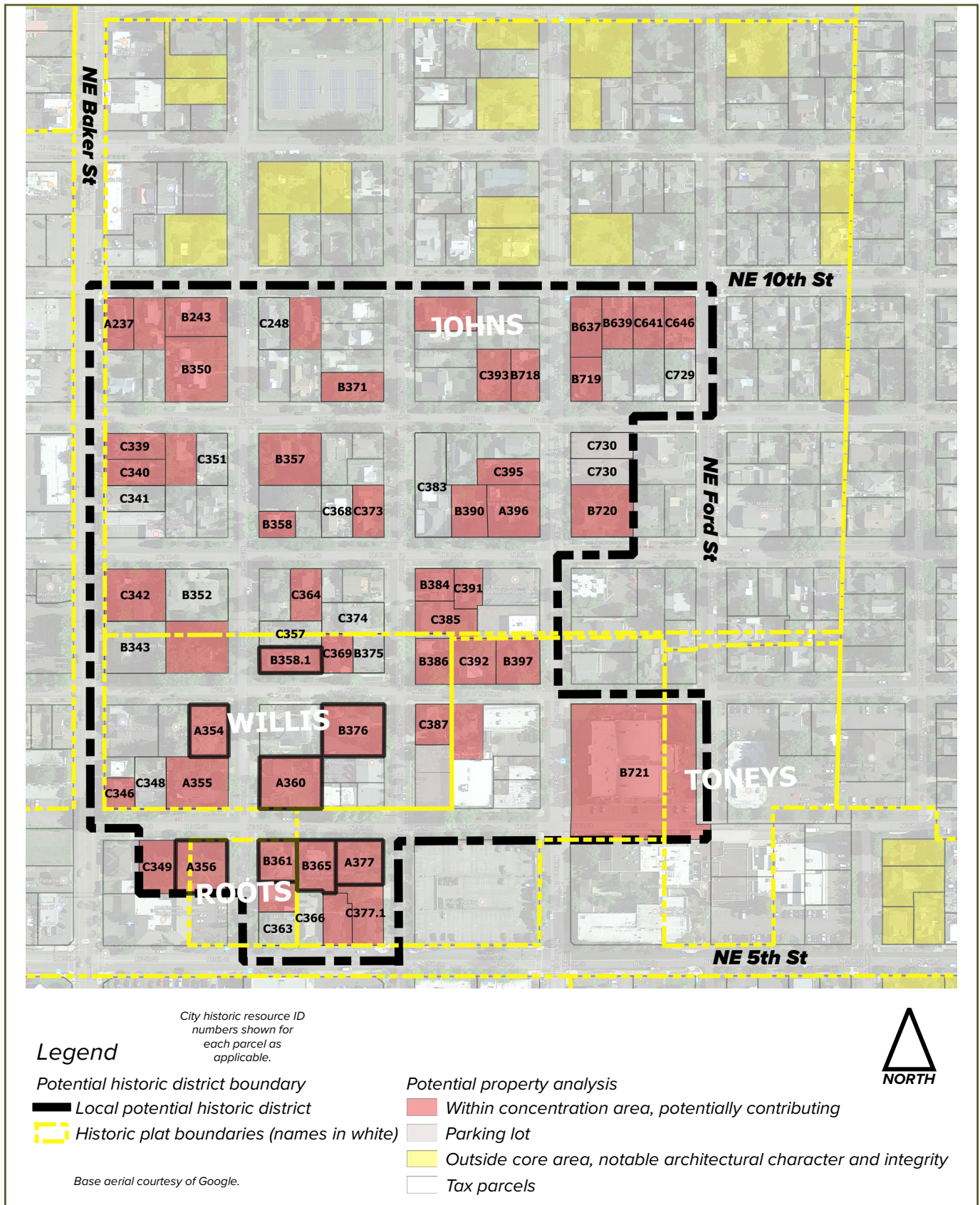
Overall the potential historic district has a medium level of historic integrity. There are 106 properties within the potential historic district (as well as 4 parking lots). The boundary for the potential district was then drawn to capture the highest concentration of properties and encompass the portion of the plats that retain the historic single-family residential neighborhood feeling.

- 51 potential contributing properties (48%)
- 55 non-contributing properties (52%)

Field evaluation of properties focused on the Johns, Willis, Court, and Roots additions. Northwest Vernacular, Inc. reviewed current McMinnville Historic Resource Inventory property status levels and then walked each of the four additions looking at the extent of alterations for each property and marking up field maps. Refer to "Figure 4. City of McMinnville Historic District Eligibility" on page 51 for an overview of the area reviewed.

- Contributing properties are those that retain integrity and convey the historical associations for which the potential district is historically significant.
- Non-contributing buildings are those buildings that have experienced substantial alterations to their exterior visual character. In assessing buildings, the plan, cladding, and windows are the key elements to convey integrity of design, materials, and workmanship. This assessment occurred from the public right-of-way since the visual character evident when walking or driving along the streets is the measure of the integrity of feeling within the historic district. Generally, if two of the three key elements had been substantially altered, then the building was found to be non-contributing, unless there was another factor such as a unique design or historical association that remained

Figure 4. City of McMinnville Historic District Eligibility



intact. Substantial implies that most of the element being altered has been lost, such as replacing all the windows as opposed to just a single window on a side facade. Secondary buildings such as garages were not evaluated as part of this initial assessment.

## 4d. Municipal Regulations

### *Downtown Design Standards and Guidelines*

The City of McMinnville has a set of design standards and guidelines to ensure the protection, enhancement, and preservation of buildings, structures, and other elements in the city's downtown core. The value of this area to the city is further emphasized in the purpose statement of the standards and guidelines which clarifies their intention.

*[I]t is not the purpose of this ordinance to create a “themed” or artificial downtown environment. Rather, its purpose is to build on the “main street” qualities that currently exist within the downtown and to foster an organized, coordinated, and cohesive historic district that reflects the “sense of place,” economic base, and history unique to McMinnville and the downtown core.<sup>4</sup>*

The area subject to the “Downtown Design Standards and Guidelines” is bounded to the west by Adams Street, to the north by 4th Street, to the east by Kirby Street, and to the south by 1st Street. Property immediately adjacent to the west of Adams Street, from 1st Street to 4th Street, is also subject to these standards and guidelines. See "Figure 5: Downtown Design Standards" on page 53.

Properties within this area must complete an application and submit it to the Planning Department for initial review. Minor alterations go through an administrative review with the Planning Director while major alterations and new construction go through review with the HLC. The Downtown Design Standards and Guidelines are currently only located in the Zoning Ordinance in Chapter 17.59. The standards and guidelines address:

- Building and site design, including setback, design, and materials
- Surface parking lots
- Awnings
- Signs

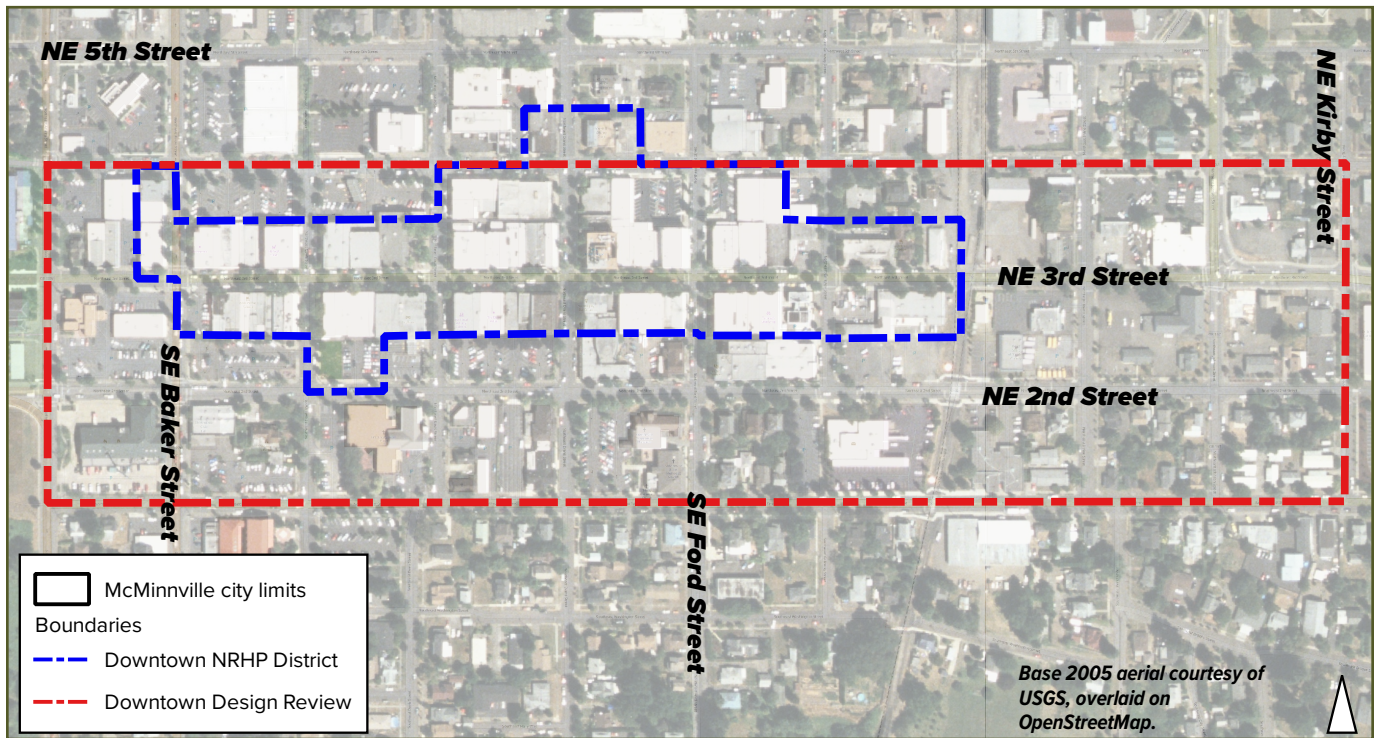
Properties that are within the standards and guidelines boundaries, but that are also listed on the National Register for Historic Places or designated as a historic landmark (i.e. those classified as “distinctive” or “significant”) on the City's Historic Resources Inventory, must also comply with the standards and guidelines specific to historic preservation contained in Chapter 17.65.

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4. “Purpose,” Zoning Ordinance, Chapter 17.59.010, <https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1341/zoningordinance.pdf>.



Figure 5: Downtown Design Standards



## Zoning

Zoning governs the use and development of land in the City of McMinnville. The following states the purpose set forth for the City of McMinnville's zoning.

*17.03.020 Purpose. The purpose of the ordinance codified in Chapters 17.03 (General Provisions) through 17.74 (Review Criteria) of this title is to encourage appropriate and orderly physical development in the city through standards designed to protect residential, commercial, industrial, and civic areas from the intrusions of incompatible uses; to provide opportunities for establishments to concentrate for efficient operation in mutually beneficial relationship to each other and to shared services; to provide adequate open space, desired levels of population densities, workable relationships between land uses and the transportation system, adequate community facilities; and to provide assurance of opportunities for effective utilization of the land resources; and to promote in other ways public health, safety, convenience, and general welfare. (Ord. 4920, §2, 2010; Ord. 4128 (part), 1981; Ord. 3380 (part), 1968).*

The City of McMinnville is projected to grow in population in the future. The Population Research Center at Portland State University recently prepared population forecasts for Yamhill County and the City of McMinnville. Local governments are required by the State of Oregon Department of Land Conservation and Development (DLCD) to use these population forecasts in their land use planning and comprehensive planning processes. The forecasts for the City of McMinnville show an increase in population from 34,293 in 2017 to 44,122 in 2035. By 2067, the population is forecasted to grow to 62,804. As the City of McMinnville grows, there will be redevelopment pressure in existing built environments, which could result in development pressure on historic properties and historic resources throughout the city.

Some areas of the city that have a high number of historic resources may see increased redevelopment pressure based on their current zoning classifications. Based on that, some specific areas were identified to further evaluate to better support the retention of historic resources. These areas were selected after considering the zoning classification and how that may affect historic and potentially historic properties, with the intention of highlighting opportunities to both retain historic character and support population densities and compatible uses. The recommendations provided below should be considered as a component of any long term planning study or analysis completed by the City of McMinnville. However, it should be acknowledged that there are many other factors that need to be considered in the land use planning process outside of the retention of historic resources, which is the focus of the recommendations below.

The following table provides a quick reference for the discussion of zoning change recommendations and how they relate to existing historic buildings.

**Figure 6: Overview of Key Zoning Elements**

<b>ZONE</b>	<b>LOT SIZE MIN.</b>	<b>HEIGHT MAX.</b>	<b>YARD MIN.</b>	<b>DENSITY (LOT AREA PER FAMILY) MIN.</b>
R-1	9000-sqft	35-ft (3 stories)	20-ft front, rear 10-ft side	9000-sqft
R-2	7000-sqft	35-ft (3 stories)	20-ft front, rear 7.5-ft side	7000-sqft
R-3	6000-sqft	35-ft (3 stories)	15-ft front 7.5-ft side 20-ft rear	4000-sqft
R-4	5000-sqft/ 2500-sqft for single family	60-ft (5 stories)	15-ft front 6-ft side 20-ft rear 1 ft increase for each 2ft of building height over 35-ft	1500-sqft (each 2-bedroom unit) 1750-sqft (each 3-bedroom unit)
C-3	NA	80-ft (6-7 stories)	No required yards 20-ft side yard when adjacent to a resi- dential zone	NA
O-R	NA	35-ft (3 stories)	15-ft front Side and rear vari- able depending on context	NA

## R-4 MULTIPLE-FAMILY RESIDENTIAL ZONE

This zoning district permits greater density than other residential zones (R-1, 2, 3) through smaller lot size allowances and nearly double the allowable building height.

Recommend further analysis of the zoning of the following areas to better support the retention of historic single-family houses, single-family residential uses, and historic development patterns.

- South area along SE Cows Street, SE Lincoln Street, and SE Davis Street (near SE Lincoln Street) which generally corresponds to the more intact, and older houses within the area.
- North area bounded by NE Baker Street (west), NE Ford Street (east), NE 10th Street (north), and NE 6th Street (south), which generally corresponds to the potential historic district area.

The above areas generally exhibit characteristics more closely related to the current R-1 zoning. They have 9,000 to 16,000 square foot lots, often with 20-foot front yards, and large 3-story, multi-bedroom residences. The height increase allowable under R-4 is a significant visual change within the neighborhoods. The greater height allowance can lead to an increase in property values to reflect the development potential and encourage the merging of smaller parcels to construct larger buildings.<sup>5</sup> However, density limitations within the R-4 zone will reduce the potential for large-scale buildings and redevelopment projects to take place on the relatively small lots that exist in the area. The merging of smaller parcels could occur, but would require the acquisition of multiple properties.

The intent is to keep historic development patterns evident and to utilize past development patterns to guide the location of denser new development. The city's historic single-family residential neighborhood growth around the downtown core remains an important feature of the city and its history. Multiple family site and design standards could be a tool to better integrate redevelopment and new uses within these areas. Overlay districts or alterations to permitted uses related to historic resources may be other tools to support the retention or reuse of existing historic single family homes.

## C-3 GENERAL COMMERCIAL ZONE

This zoning is focused on commercial uses (including multiple-family) with an allowance for owner-occupied residence in the same building as a business. The zone permits greater density than other residential zones (R-1, 2, 3) through smaller lot size allowances and nearly double the allowable building height.

Recommend further analysis of the following areas to better support the retention of historic single-family houses through alternative uses. The analysis could consider the potential use of the O-R zone in some of the following areas.

- North area, bounded by NE Baker Street (west), NE 6th Street (north), NE 5th Street (south), and NE Cows Street (east). This area is part of the south end of a potential historic district. The area contains both single and multiple-family buildings and is one of the last examples of what historically was single family housing along the edge of the downtown core. This area could provide an

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5. These patterns are already evident in apartment buildings constructed within the southeast and east portions of the south area, such as 501 SE Davis Street, 230 SE Evans Street, 615 SE Washington Street, and 421 SE Evans Street.

important transition buffer to the single-family housing north of NE 6th Street.

- West area, along the west side of NW Adams Street, between NW Park Drive (south) and NW 6th Street (north). This area is the east edge of a potential residential historic district and contains three potentially contributing properties. This area could provide an important transition buffer to the single-family housing west along NW 5th Street.
- East area, north and east of the intersection of NE Galloway Street and NE 4th Street. This area contains single-family residences with high design and integrity levels along the east edge of the downtown core.
- South area, southeast of the intersection of NE Ford Street and NE 2nd Street. This area contains six of the highest design and high integrity single-family residences in the downtown core. These properties represent an important part of the city's development history. Due to their scale they are unlikely to be retained for single-family use.
- Southwest area, along the west side of SE Baker Street, between SE 1st Street (north) and SE Handley Street (south). This area contains moderate to high design and high integrity single-family residences along this key entry corridor to the city. These properties represent an important part of the character of this corridor and the city's development history.

#### O-R OFFICE/RESIDENTIAL ZONE

This zoning has two beneficial purposes, described below.

*17.24.010 Purpose. The purpose and intent of this zone is at least two-fold. One, it may be used to provide a transition and buffer area between commercially zoned and residentially zoned areas; and two, it is intended to provide an incentive for the preservation of old and historical structures. It may also serve as a buffer zone along major arterials between the roadway and the interior residential areas. Therefore, the requirements set forth herein should be interpreted in relationship to the protection of abutting residential areas. Implementation and interpretation should take into consideration those factors conducive to a healthy place to live, and improvements should be in scale and relationship to surrounding property uses. (Ord. 4128 (part), 1981; Ord. 3380 (part), 1968).*

Recommend further analysis of the following area.

- North area bounded by NE 6th Street (south), NE 7th Street (north), and along either side of NE Cows Street and NE Davis Street. This area is currently in single-family use and is part of the recommended potential historic district.



## 4e. Incentives and Benefits

This section outlines the financial incentives and benefits currently available to historic properties and historic preservation-related activities in the city of McMinnville. This list is not exhaustive and these incentives may change over time.

### *Local Incentives*

The following financial incentives are locally financed.

#### FACADE GRANT PROGRAM

The Facade Grant Program is a matching grant program of the City of McMinnville Urban Renewal Agency for property within the Urban Renewal District. The maximum individual grant is limited to \$2,500. A minimum private match of 100% (1:1) of the grant amount is required.

Eligible applicants include property owners of commercial or industrial zoned buildings within the Urban Renewal District and business owners or tenants of commercial or industrial zoned buildings within the District with property owner consent. The grant funds are to be used for existing exterior facade improvements on any street-facing building wall.

#### FREE DESIGN ASSISTANCE PROGRAM

This program offers 10 free hours (or \$1,000) of architectural/conceptual/design services for an eligible property. Properties must be located within the Urban Renewal Zone (see Figure 1). This appears to be the only local incentive that is available to single-family residential properties, albeit just those located in the Urban Renewal District.

#### DEVELOPMENT LOAN/GRANT PROGRAM

This program, offered through the McMinnville Urban Renewal Agency, provides an ongoing source of gap financing for new construction or substantial rehabilitation projects that provide an immediate increase in assessed value and support additional goals identified in the McMinnville Urban Renewal Plan. Loans are available up to 20% of construction costs, but they cannot exceed \$100,000 and are subject to funding availability. Projects must be located within the McMinnville Urban Renewal District and meet other eligibility requirements.

### *State Incentives*

These financial incentives are either administered through the Oregon State Historic Preservation Office as part of the Oregon Parks & Recreation Department or at least offered in connection with the SHPO. Questions related to grants should be directed to the Grants and Outreach Coordinator and more information is available on the SHPO website at <http://www.oregon.gov/oprd/HCD/SHPO/Pages/index.aspx>.

#### SPECIAL ASSESSMENT

Established in 1975, Oregon's Special Assessment of Historic Property Program was the nation's first state-level historic preservation tax incentive. The program specially assesses a property's assessed value

for 10 years. It is most effective when the program is in place prior to any substantial rehabilitation of the property. This incentive is available to both commercial and residential properties, though more readily used and applicable to commercial properties. Per the 2008 State Taskforce report on the incentive: “The complicated nature of “special assessment” has inadvertently triggered much higher taxes for some participants (primarily residential) at the end of their terms than they would have had if they had not participated in the program.”<sup>6</sup>

Basic program requirements are as follows:

- The property must be listed in the National Register of Historic Places, either individually or as a contributing property in a historic district, or be considered historic by the State Historic Preservation Officer, and listed within two years of being certified for the benefit program.
- A preservation plan must be prepared that outlines substantial rehab work the building will undergo during the 10-year period, with emphasis on exterior rehabilitation of the structure.
- There is an application fee equal to 1/10 of 1% (0.001) of the assessed value.
- 10% of the total real market value (RMV) of the property must be invested in rehabilitation within the first five years of the program. For most properties, this includes the RMV of both the building (improvements) and the land.
- State Historic Preservation Office (SHPO) approval or local government approval, whichever is appropriate, is needed for exterior projects, and interior projects of substance.
- An approved plaque provided by the Oregon SHPO must be installed on the building.

## PRESERVING OREGON GRANT

Preserving Oregon Grant Program is administered by the Oregon State Historic Preservation Office (SHPO). Grant funds are to be used for rehabilitation work on properties listed in the National Register of Historic Places, or significant work contributing to identifying, preserving and/or interpreting archaeological sites. As of the 2017-19 biennium, grant funds may be awarded for amounts up to \$20,000 and require a match of 100% (1:1), which can be in the form of cash, in-kind donations, and volunteer time. While commercial properties may be eligible, they need to have exceptional significance and/or extraordinary public benefit to compete. Higher priority is given to publicly owned resources and private non-profit resources, and properties that offer the greatest public benefit through visual access and interpretive/educational value.

Within the Preserving Oregon Grant program there is also the **Diamonds in the Rough Grant Program** (at least for the 2017-2019 biennium). This program provides grants to restore or reconstruct the facades of buildings that have been heavily altered over the years. The purpose is to return them to their historic appearance and potentially qualify them for historic register designation (local or national). Grants may be awarded up to \$20,000. These grants are funded in part by the Oregon Cultural Trust.

## OREGON HERITAGE GRANT

The Oregon Heritage Commission administers the Oregon Heritage Grant Program, which provides matching grants to non-profit organizations, federal recognized tribal governments, universities, and local governments for projects that conserve, develop, or interpret Oregon’s heritage. Currently, \$200,000 per

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6. Report of the Task Force on Historic Property (2008), 5.

biennium is available, but awards generally range between \$3,000 and \$20,000. Grants are made for no more than 50 percent of total project costs.

#### OREGON HISTORIC CEMETERIES GRANT

The Oregon Commission on Historic Cemeteries (OCHC) offers Historic Cemetery Grants to provide financial assistance in the following general categories: Protection and Security, Restoration and Preservation, Education and Training, Research and Interpretation. Eligible projects may include, but aren't limited to: security needs, training, conservation of historic elements such as curbs, markers, etc., documentation and mapping, signage, landscape restoration and planning.

#### OREGON MUSEUM GRANT

The Oregon Heritage Commission offers matching grants to public and non-profit heritage museums that meet certain qualifications. The grants support Oregon museums in projects for the collection and management of heritage collections, for heritage-related tourism, and heritage education and interpretations. Currently, \$110,000 per biennium is available.

#### OREGON MAIN STREET REVITALIZATION GRANT

This grant supports downtown revitalization efforts in communities participating in the Oregon Main Street Network (e.g. McMinnville Downtown Association). The purpose of the program is to acquire, rehabilitate, and construct buildings on properties in designated downtown areas statewide; and facilitate community revitalization that will lead to private investment, job creation or retention, establishing or expanding viable businesses, or creating a stronger tax base. Grants may be awarded up to \$100,000. Grants may fund up to 70% of project costs. 30% of project costs must be matched. Match can be in the form of cash, in-kind donations, and volunteer time. The match requirement may include necessary project "soft" costs for professional service (i.e. architectural or engineering studies directly related to the project/property). Project costs outside of the grant period do not qualify as match.

### *Federal Incentives*

#### FEDERAL TAX CREDIT

This program is for income-producing buildings only (commercial and residential rental). A 20% income tax credit is available for the rehabilitation of historic, income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service, to be "certified historic structures." The State Historic Preservation Offices and the National Park Service review the rehabilitation work to ensure that it complies with the Secretary's Standards for Rehabilitation. The Internal Revenue Service defines qualified rehabilitation expenses on which the credit may be taken. Owner-occupied residential properties do not qualify for the federal rehabilitation tax credit.

## 4f. Education and Advocacy

This section summarizes current education and advocacy efforts occurring in the city of McMinnville. While the City itself is not an advocacy organization, it can partner with and support advocacy efforts to help raise awareness about historic preservation. The following are programs or organizations that currently promote historic preservation and community heritage. For recommendations on new programs and outreach efforts, see Goal 1 in Chapter 4: Goals, Policies, and Proposals.

## *City of McMinnville Historic Preservation Awards*

The City has re-established their awards program for historic preservation. The purpose of the awards program is to acknowledge property owners or individuals that are helping to preserve McMinnville's history, and also to increase the community's awareness of historic preservation efforts going on in the city.

## *McMinnville Downtown Association*

Established in 1986, the McMinnville Downtown Association (MDA) is a non-profit committed to partnering with member businesses to ensure downtown McMinnville is a safe and beautiful space that members of the community can enjoy for years to come. MDA is McMinnville's Main Street program and utilizes the National Main Street Center's Four-Point Approach® (design, organization, economic vitality and promotions) to organize and maintain a refreshingly vibrant downtown district.

The Main Street Four-Point Approach® is a unique preservation-based economic development tool that enables communities to revitalize downtown and neighborhood business districts by leveraging local assets - from historic, cultural, and architectural resources to local enterprises and community pride. It is a comprehensive strategy that addresses the variety of issues and problems that challenge traditional commercial districts.

The MDA also maintains the Historic Mac website ([www.historicmac.com](http://www.historicmac.com)) which highlights downtown McMinnville's history, architecture, and important people. The website is the digital version of the Stroll McMinnville brochure, which is a walking tour of the Downtown McMinnville Historic District, available at <http://www.historicmac.com/pub/doc/Historic-Walking-Map.pdf>.

## *Yamhill County Historical Society*

The Yamhill County Historical Society (YCHS) is a non-profit educational and public service organization engaged to protect, preserve, and share the history and heritage of Yamhill County. YCHS operates two locations, the Historic Lafayette Museum in Lafayette and the Yamhill Valley Heritage Center just southwest of McMinnville. The Miller Log Cabin Museum at the Lafayette site houses the Ruth Stoller Research Library containing photos, genealogical and archival materials, and books on local history. The Yamhill Valley Heritage Center is a 12 acre site with several buildings housing a saw mill, a blacksmith shop, and an incredible fleet of antique farm vehicles. For more information on YCHS and their educational programs, visit <https://www.yamhillcountyhistory.org/>.

# 5. GOALS, POLICIES, & PROPOSALS

McMinnville is already a vibrant city known for its historic character. The success of historic preservation efforts within the city have fostered community pride in the city's historic resources.

This chapter utilizes the format established in McMinnville's comprehensive plan and is organized by goals, policies, and proposals.

- **Goals** are broadly-based statements intended to set forth the general principles on which historic preservation decisions will be made.
- **Policies** are the more precise and limited statements intended to further define goals.
- **Proposals** are the possible courses of action available to the City and stakeholders to implement the goals and policies.

This chapter outlines the following four goals and their related policies and proposals to guide the City of McMinnville's historic preservation program:

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

## Goal 1: Increase Public Awareness and Understanding of McMinnville's History and its Historic Preservation Program

Vibrant historic preservation programs must go beyond just following their preservation ordinance and seek ways to make connections between the community and preservation. McMinnville's historic resources contribute to its overall character and make it a desirable place to live, work, and visit. Promoting McMinnville's history and its historic preservation program—what it is, why it's important, and what it can do for the community—will help residents better understand McMinnville's history, its efforts to preserve that history, and how it affects them.

### Policy 1.A. Promote Historic Preservation Month every May

- Proposal 1.A.1. Continue to host an annual McMinnville Historic Preservation Awards program and invite community input. Consider creating categories for the nominations to promote a variety of projects. Examples could include: Downtown Rehabilitation, Residential Rehabilitation, Leadership in Preservation, Organization in Preservation, or Community Engagement.

- Proposal 1.A.2. Host (or co-host) at least one other preservation-related activity or event during the month of May and encourage HLC members to participate. Potential events include This Place Matters, a trivia night at a local coffee shop or pub, a walking tour, or scavenger hunt. Staff time is limited, so try to co-sponsor events or partner with other groups already hosting events.

**Policy 1.B. Partner with related organizations on programs to establish connections between historic preservation and other city interests**

- Proposal 1.B.1. Consider hosting or sponsoring additional events, either during Preservation Month or the rest of the year.
- Proposal 1.B.2. Set up a booth at the McMinnville Farmers Market. Have informational brochures available on the historic preservation program and the Historic Resources Inventory along with the Stroll Mac walking tour. The Farmers Market is located near the downtown historic district and provides an opportunity to encourage residents to take in their historic resources.
- Proposal 1.B.3. Collaborate with the Yamhill County Historical Society and McMinnville Downtown Association to host a lunchtime walking tour or host a tour in conjunction with McMinnville's 3rd on 3rd (Monthly on the 3rd Friday, 27 storefronts and galleries along McMinnville's historic downtown 3rd Street are open late).
- Proposal 1.B.4. Host research sessions (parties) for property owners or neighborhood residents to bring in an address and get help researching the history of the property. Work with the historical society to identify historic photographs of neighborhoods and streetscapes and then take contemporary photographs to do a "then" and "now" profile. Work with volunteers to research a brief (250 words maximum) write up on what changes occurred between the two photos and the significance of the view or neighborhood.
- Proposal 1.B.5. Attend and present information about the historic preservation program at a meeting of the Yamhill County Association of Realtors to help educate real estate agents on the Historic Resources Inventory, financial incentives, and design review.
- Proposal 1.B.6. Work with the Urban Renewal Board to utilize historic preservation as a key revitalization tool supporting both the historic character and regional destination draw of downtown and the larger Urban Renewal Area. Historic preservation can anchor place identity and support an authentic experience for visitors while providing a context for compatible new development. This would support Goal 7 Historic Preservation of the Urban Renewal Plan.
- Proposal 1.B.7. Partner with tribal organizations or consultants to further research and document the history of human settlement in the McMinnville area prior to European explorer arrival to expand the Historic Context section of the Historic Preservation Plan.

**Policy 1.C. Increase interpretation efforts of the city's historic resources**

- Proposal 1.C.1. Reprint the existing walking tour brochure (Stroll Historic McMinnville) and distribute it to downtown businesses, the library, and various city offices with public interaction.
- Proposal 1.C.2. Develop additional walking tours through McMinnville, possibly offshoots from the downtown historic district into the residential neighborhoods. Utilize content from survey work recommendations outlined in the preservation plan. Work with neighborhood groups to develop and participate in these tours.



- Proposal 1.C.3. Support the character and place identity of neighborhoods within the city through survey and historic context research to understand the unique history and their role relative to the growth and development of McMinnville. This can help support a connection between residents and their neighborhood's history, the preservation of buildings, and education through walking tours.

#### **Policy 1.D. Increase and streamline the historic preservation program's media presence**

- Proposal 1.D.1. Add "Historic Preservation" as a sub-category under Planning on the city web-page's prominent toolbar under the "Government" tab
- Proposal 1.D.2. Streamline the historic preservation program's website. Consider using drop-down menus or collapsible lists to make information easy to find at-a-glance. There is a lot of good information on the website, but a visitor needs to know what they're looking for or else they could be overwhelmed. Move the Supporting Documents PDF links up before the Historic Resource Inventory List or add them to the Informational Brochures page. Add a map to the Zoning & Maps tab that is the Historic Resource Inventory showing the color coded ranking and resource number as an alternate means for residents to find out which properties are on the inventory. Convert the Historic Resource Inventory list to a collapsible list.
- Proposal 1.D.3. Make design review easier to find on the website. The guidelines are currently located in Chapter 17.59 of the Zoning Ordinance. They should be copied into their own document to make them easy to find for applicants.
- Proposal 1.D.4. Incorporate GIS mapping of historic properties on the website, either as an interactive map or a PDF.

## Goal 2: Encourage the Preservation and Rehabilitation of Historic Resources

This goal focuses on the nuts and bolts of owning a historic property and how the City of McMinnville can be a resource to property owners. Lack of information and funds were two key constraints to maintaining historic properties that came up during the community survey and stakeholder interviews.

#### **Policy 2.A Promote local, state, and federal incentives available to historic resources**

- Proposal 2.A.1. Create a list of all the incentives available to historic resources and place it on the city's historic preservation website. Consider creating a graphic handout to have available at any public outreach events (e.g. workshops with real estate and construction professionals).
- Proposal 2.A.2. Consider increasing the maximum individual grant amount of the facade grant program to \$5,000 to allow for projects with a greater impact.
- Proposal 2.A.3. Consider making the facade grant program available to houses (either active rentals or owner-occupied) that are listed on the Historic Resource Inventory as distinctive or significant and to assist with in-kind repairs to character-defining features to directly support integrity retention. This would support work such as repainting, or repairs to wood windows, but would not include the replacement of wood windows.



- Proposal 2.A.4. Explain what properties are eligible for using the Free Design Assistance Program. This appears to be the only local incentive that is available to single-family residential properties, albeit just those located in the Urban Renewal District.

**Policy 2.B Strengthen the integration of historic preservation in city planning to capitalize on neighborhood history and character as City assets.**

- Proposal 2.B.1. Update city zoning per recommendations in this plan to encourage the retention of historic residential character in key areas around the downtown.
- Proposal 2.B.2. Coordinate city guiding policies with preservation planning by keeping city departments/boards/committees apprised of HLC actions and priorities.
- Proposal 2.B.3. Research the use of conservation district overlays in other communities as an alternative to zoning changes.
- Proposal 2.B.4. Consider establishing a conservation district overlay to help retain historic residential character in key areas around the downtown.

## Goal 3: Document and Protect Historic Resources

The City of McMinnville’s historic resources inventory, particularly with its classifications, is an important planning tool. It helps the planning department know where and what types of historic resources exist throughout the city. The inventory also functions as the city’s landmarking process, allowing the city and the HLC to protect those resources through the design review process. As a result, it is critical for the city to develop a system to regularly add to and assess the inventory to ensure the inventory is accurate and reflects the breadth of the city’s historic resources. The city and HLC should also consider their design review process to ensure owners of inventoried properties can easily navigate the process.

**Policy 3.A. Regularly update the Historic Resources Inventory**

- Proposal 3.A.1. HLC and staff review per Zoning Ordinance section 17.65.030 of survey work conducted since 1984 to classify surveyed properties as “distinctive,” “significant,” “contributory,” or “environmental.” Conduct public notice and public meetings per Zoning Ordinance section 17.65.070 associated with applying these changes to the inventory.
- Proposal 3.A.2. Update the inventory after each survey project so the field work, research, and inventory updates are all closely related.
- Proposal 3.A.3. Work with Yamhill County to include the Historic Resources Inventory classification on property titles. This would start with new transactions and would not be retroactive. This would support the network of real estate agents in their effort to inform prospective property owners of any regulatory requirements associated with a new home and also provides a measure of predictability for new home buyers that the character of the neighborhood they are buying into will not change dramatically and reduce their property value.
- Proposal 3.A.4 Develop and promote an application process for historic resource designation so that property owners can volunteer to designate their properties for consideration.
- Proposal 3.A.5. Encourage volunteers to help with updating the local inventory and establish a mechanism which can allow them to share information they gather with the City.

### **Policy 3.B. Create tools to better assist applicants through the design review process**

- Proposal 3.B.1. Develop illustrated design guidelines, grounded in the Secretary of the Interior's Standards, to ensure consistency and fairness in design review.
- Proposal 3.B.2. Consider posting an example completed application on the city website to demonstrate to applicants how to successfully navigate the design review process.
- Proposal 3.B.3. Consider establishing multi-family design standards for the residential properties which surround downtown.

### **Policy 3.C. Train the HLC and staff**

- Proposal 3.C.1. Encourage HLC members and staff to regularly attend SHPO trainings for CLGs. This provides an important opportunity for HLC members to talk with other commission members and experience how other communities approach historic preservation.
- Proposal 3.C.2. Work with Yamhill County to host CLG training
- Proposal 3.C.3. Continue internal conversations between planning staff and the city's building official to ensure departments are working well together.
- Proposal 3.C.4. Invite the city's building code official to workshops and other continuing education events to ensure they are up-to-date on historic preservation efforts and policies in the city.

### **Policy 3.D. Continue to explore National Register nominations**

- Proposal 3.D.1 Evaluate the viability of a north downtown residential nomination.
- Proposal 3.D.2 Work with Linfield College on a Historic Resources Inventory and potential campus nomination.
- Proposal 3.D.3 Evaluate a MPD for "Historic Granaries of McMinnville"
- Proposal 3.D.4 Explore a landscape nomination for City Park.

### **Policy 3.E. Implement survey recommendations identified in chapter 4.**

- Proposal 3.E.1. Review findings from survey work conducted since 1984 to update the Historic Resource Inventory.
- Proposal 3.E.2. Conduct a reconnaissance level survey in the Hayden, Saylors, Baker, and Martin Additions.
- Proposal 3.E.3. Conduct a reconnaissance level survey to document the residential properties around the downtown area, particularly Rowlands Addition.
- Proposal 3.E.4. Conduct a reconnaissance level survey of Chandler's 2nd Addition to include properties built through 1969 (or 50 years prior to whatever year the survey is conducted).
- Proposal 3.E.5. Conduct a reconnaissance level survey along SE Baker Street
- Proposal 3.E.6. Develop design review guidelines for the properties along SE Baker Street (or establish a conservation district) to retain the concentration of historic character at this entry to the city.

### **Policy 3.F. Provide resources for historic property owners to protect their historic properties**

- Proposal 3.F.1. Consider conducting a survey of the downtown historic district to identify those properties which may be vulnerable to damage during a seismic event.
- Proposal 3.F.2. Assist property owners within the district as they carry out seismic retrofitting. This could be making them aware of any available financial incentives or working with groups of owners (with adjacent properties on a single block) to jointly tackle retrofits.

## **Goal 4: Increase Heritage Tourism**

Heritage tourism is defined by the National Trust for Historic Preservation as,

*[T]raveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present. It includes visitation to cultural, historic, and natural resources. Research and planning for Heritage Tourism would include identifying local or regional points of interest, developing or organizing those points of interest for visitation, and developing promotional and informational materials and guides for distribution to travelers and tourists through tourism bureaus, chambers of commerce, and by other marketing methods.<sup>1</sup>*

McMinnville is already a destination and its rich history and built environment add to the city's appeal for tourists and residents, alike. Heritage tourism helps promote the city's history and is also good for the economy, as a 2003 study by the Travel Industry Association of America indicates, with heritage and cultural tourists spending more money and staying longer than other travelers.<sup>2</sup>

### **Policy 4.A Amplify the heritage tourism program for McMinnville**

- Proposal 4.A.1 Work with Visit McMinnville to expand visitor awareness of McMinnville's heritage and historic resources online as a heritage tourism attractor.
- Proposal 4.A.2 Coordinate efforts to promote McMinnville as a destination for visitors with Visit McMinnville during Historic Preservation month.

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1. Jamesha Gibson, "[Preservation Glossary] Today's Word: Heritage Tourism," *National Trust for Historic Preservation*, <https://savingplaces.org/stories/preservation-glossary-todays-word-heritage-tourism#.Wz5YR9hKg0o> (accessed July 5, 2018).

2. U.S. Department of Commerce and the President's Committee on the Arts and the Humanities, "A Position Paper on Cultural & Heritage Tourism," <https://www.oregon.gov/oprd/HCD/FINASST/docs/05WhitePaperCultHeritTourism.pdf> (accessed July 5, 2018).

# 6. IMPLEMENTATION

The following section divides the proposals from the previous chapter (Chapter 5: Goals, Policies, and Proposals) into short-term, mid-term, long-term, and ongoing activities over a 15-year period starting in 2019 (2019-2033). The proposals are sequenced in order to help the planning department prioritize activities and build upon previous work.

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

The proposals were developed from a review of the historic preservation ordinance, conversations with planning staff, interviews with stakeholders, and a community online survey.

**Figure 7. Implementation Matrix**

TERM	PROPOSAL	SUPPORTING GOAL & POLICY	SUGGESTED PARTICIPANTS
Short-term	Set up a booth at the McMinnville Farmers Market. Have informational brochures available on the historic preservation program and the Historic Resources Inventory along with the Stroll Mac walking tour.	Goal 1, Policy 1.B	City of McMinnville, HLC
Short-term	Support the character and place identity of neighborhoods within the city through survey and historic context research to understand the unique history and their role relative to the growth and development of McMinnville. This can help support a connection between residents and their neighborhood's history, the preservation of buildings, and education through walking tours.	Goal 1, Policy 1.C	City of McMinnville, HLC, Consultant

<b>TERM</b>	<b>PROPOSAL</b>	<b>SUPPORTING GOAL &amp; POLICY</b>	<b>SUGGESTED PARTICIPANTS</b>
Short-term	Add “Historic Preservation” as a sub-category under Planning on the city web-page’s prominent toolbar under the “Government” tab	Goal 1, Policy 1.D	City of McMinnville
Short-term	Streamline the historic preservation program’s website. Consider using drop-down menus or collapsible lists to make information easy to find at-a-glance. There is a lot of good information on the website, but a visitor needs to know what they’re looking for or else they could be overwhelmed. Move the Supporting Documents PDF links up before the Historic Resource Inventory List or add them to the Informational Brochures page. Add a map to the Zoning & Maps tab that is the Historic Resource Inventory showing the color coded ranking and resource number as an alternate means for residents to find out which properties are on the inventory. Convert the Historic Resource Inventory list to a collapsible list.	Goal 1, Policy 1.D	City of McMinnville
Short-term	Make design review easier to find on the website. The guidelines are currently located in Chapter 17.59 of the Zoning Ordinance. They should be copied into their own document to make them easy to find for applicants.	Goal 1, Policy 1.D	City of McMinnville
Short-term	Consider posting an example completed application on the city website to demonstrate to applicants how to successfully navigate the design review process	Goal 3, Policy 3.B	City of McMinnville
Short-term	Encourage HLC members and staff to regularly attend SHPO trainings for CLGs. This provides an important opportunity for HLC members to talk with other commission members and experience how other communities approach historic preservation.	Goal 3, Policy 3.C	City of McMinnville, HLC

<b>TERM</b>	<b>PROPOSAL</b>	<b>SUPPORTING GOAL &amp; POLICY</b>	<b>SUGGESTED PARTICIPANTS</b>
Short-term	Consider conducting a survey of the downtown historic district to identify those properties which may be vulnerable to damage during a seismic event.	Goal 3, Policy 3.D	City of McMinnville, Consultant
Short-term	Review findings from survey work conducted since 1984 to update the Historic Resource Inventory.	Goal 3, Policy 3.E	City of McMinnville, HLC
Short-term	Incorporate GIS mapping of historic properties on the website, either as an interactive map or a PDF.	Goal 1, Policy 1.D	City of McMinnville
Short-term	Research the use of conservation district overlays in other communities as an alternative to zoning changes.	Goal 2, Policy 2.B	City of McMinnville, Consultant
Short-term	Evaluate the viability of a north downtown residential nomination.	Goal 3, Policy 3.D	City of McMinnville, Consultant
Ongoing	Host an annual McMinnville Historic Preservation Awards program and invite community input. Consider creating categories for the nominations to promote a variety of projects.	Goal 1, Policy 1.A	City of McMinnville
Ongoing	Reprint the existing walking tour brochure (Stroll Historic McMinnville) and distribute it to downtown businesses, the library, and various city offices with public interaction.	Goal 1, Policy 1.C	City of McMinnville, McMinnville Downtown Association, HLC
Ongoing	Update the inventory after each survey project so the field work, research, and inventory updates are all closely related.	Goal 3, Policy 3.A	City of McMinnville
Ongoing	Continue internal conversations between planning staff and the city's building official to ensure departments are working well together.	Goal 3, Policy 3.C	City of McMinnville
Ongoing	Coordinate city guiding policies with preservation planning by keeping city departments/boards/committees apprised of HLC actions and priorities.	Goal 2, Policy 2.B	City of McMinnville
Ongoing	Encourage volunteers to help with updating the local inventory and establish a mechanism which can allow them to share information they gather with the City.	Goal 3, Policy 3.A	City of McMinnville, HLC

<b>TERM</b>	<b>PROPOSAL</b>	<b>SUPPORTING GOAL &amp; POLICY</b>	<b>SUGGESTED PARTICIPANTS</b>
Ongoing	Invite the city's building code official to workshops and other continuing education events to ensure they are up-to-date on historic preservation efforts and policies in the city.	Goal 3, Policy 3.C	City of McMinnville
Mid-term	Collaborate with the Yamhill County Historical Society and McMinnville Downtown Association to host a lunch-time walking tour or host a tour in conjunction with McMinnville's 3rd on 3rd (Monthly on the 3rd Friday, 27 storefronts and galleries along McMinnville's historic downtown 3rd Street are open late).	Goal 1, Policy 1.B	City of McMinnville, McMinnville Downtown Association, HLC, Yamhill County Historical Society
Mid-term	Host research sessions (parties) for property owners or neighborhood residents to bring in an address and get help researching the history of the property. Work with the historical society to identify historic photographs of neighborhoods and streetscapes and then take contemporary photographs to do a "then" and "now" profile. Work with volunteers to research a brief (250 words maximum) write up on what changes occurred between the two photos and the significance of the view or neighborhood.	Goal 1, Policy 1.B	City of McMinnville, HLC, Yamhill County Historical Society
Mid-term	Attend and present information about the historic preservation program at a meeting of the Yamhill County Association of Realtors to help educate real estate agents on the Historic Resources Inventory, financial incentives, and design review.	Goal 1, Policy 1.B	City of McMinnville, HLC
Mid-term	Partner with tribal organizations or consultants to further research and document the history of human settlement in the McMinnville area prior to European explorer arrival to expand the Historic Context section of the Historic Preservation Plan	Goal 1, Policy 1.B.7	City of McMinnville, HLC, Tribal Organizations, Consultant



<b>TERM</b>	<b>PROPOSAL</b>	<b>SUPPORTING GOAL &amp; POLICY</b>	<b>SUGGESTED PARTICIPANTS</b>
Mid-term	Work with the Urban Renewal Board to utilize historic preservation as a key revitalization tool supporting both the historic character and regional destination draw of downtown and the larger Urban Renewal Area. Historic preservation can anchor place identity and support an authentic experience for visitors while providing a context for compatible new development. This would support Goal 7 Historic Preservation of the Urban Renewal Plan.	Goal 1, Policy 1.B	City of McMinnville, HLC
Mid-term	Explain what properties are eligible for using the Free Design Assistance Program. This appears to be the only local incentive that is available to single-family residential properties, albeit just those located in the Urban Renewal District.	Goal 2, Policy 2.A	City of McMinnville
Mid-term	Create a list of all the incentives available to historic resources and place it on the city's historic preservation website. Consider creating a graphic handout to have available at any public outreach events (e.g. workshops with real estate and construction professionals).	Goal 2, Policy 2.A	City of McMinnville
Mid-term	Develop and promote an application process for historic resource designation so that property owners can volunteer to designate their properties for consideration.	Goal 3, Policy 3.A	City of McMinnville, HLC
Mid-term	HLC and staff review per Zoning Ordinance section 17.65.030 of survey work conducted since 1984 to classify surveyed properties as "distinctive," "significant," "contributory," or "environmental." Conduct public notice and public meetings per Zoning Ordinance section 17.65.070 associated with applying these changes to the inventory.	Goal 3, Policy 3.A	City of McMinnville, HLC

<b>TERM</b>	<b>PROPOSAL</b>	<b>SUPPORTING GOAL &amp; POLICY</b>	<b>SUGGESTED PARTICIPANTS</b>
Mid-term	Consider conducting an annual workshop with HLC members to refresh them on meeting procedures, design review protocol, and the historic preservation ordinance.	Goal 3, Policy 3.C	City of McMinnville, HLC
Mid-term	Assist property owners within the district as they carry out seismic retrofitting. This could be making them aware of any available financial incentives or working with groups of owners (with adjacent properties on a single block) to jointly tackle retrofits.	Goal 3, Policy 3.F	City of McMinnville, HLC, Consultant
Mid-term	Conduct a reconnaissance level survey in the Hayden, Saylors, Baker, and Martin Additions.	Goal 3, Policy 3.E	City of McMinnville, HLC, Consultant
Mid-term	Conduct a reconnaissance level survey to document the residential properties around the downtown area, particularly Rowlands Addition.	Goal 3, Policy 3.E	City of McMinnville, HLC, Consultant
Mid-term	Conduct a reconnaissance level survey along SE Baker Street	Goal 3, Policy 3.E	City of McMinnville, HLC, Consultant
Mid-term	Coordinate efforts to promote McMinnville as a destination for visitors with Visit McMinnville during Historic Preservation month.	Goal 4, Policy 4.A	City of McMinnville
Long-term	Consider hosting or sponsoring additional events, either during Preservation Month or the rest of the year.	Goal 1, Policy 1.A and 1.B	City of McMinnville, HLC
Long-term	Develop additional walking tours through McMinnville, possibly offshoots from the downtown historic district into the residential neighborhoods. Utilize content from survey work recommendations outlined in the preservation plan. Work with neighborhood groups to develop and participate in these tours.	Goal 1, Policy 1.C	City of McMinnville, HLC, Yamhill County Historical Society, Consultant
Long-term	Consider increasing the maximum individual grant amount of the facade grant program to \$5,000 to allow for projects with a greater impact.	Goal 2, Policy 2.A	City of McMinnville

<b>TERM</b>	<b>PROPOSAL</b>	<b>SUPPORTING GOAL &amp; POLICY</b>	<b>SUGGESTED PARTICIPANTS</b>
Long-term	Consider making the facade grant program available to houses (either active rentals or owner-occupied) that are listed on the Historic Resource Inventory as distinctive or significant and to assist with in-kind repairs to character-defining features to directly support integrity retention. This would support work such as repainting, or repairs to wood windows, but would not include the replacement of wood windows.	Goal 2, Policy 2.A	City of McMinnville
Long-term	Update city zoning per recommendations in this plan to encourage the retention of historic residential character in key areas around the downtown.	Goal 2, Policy 2.B	City of McMinnville
Long-term	Work with Yamhill County to include the Historic Resources Inventory classification on property titles. This would start with new transactions and would not be retroactive. This would support the network of real estate agents in their effort to inform prospective property owners of any regulatory requirements associated with a new home and also provides a measure of predictability for new home buyers that the character of the neighborhood they are buying into will not change dramatically and reduce their property value.	Goal 3, Policy 3.A	City of McMinnville, Yamhill County
Long-term	Develop illustrated design guidelines, grounded in the Secretary of the Interior's Standards, to ensure consistency and fairness in design review.	Goal 3, Policy 3.B	City of McMinnville, HLC, Consultant
Long-term	Explore a landscape nomination for City Park.	Goal 3, Policy 3.D	City of McMinnville, HLC, Consultant
Long-term	Evaluate a MPD for "Historic Granaries of McMinnville"	Goal 3, Policy 3.D	City of McMinnville, HLC, Consultant
Long-term	Conduct a reconnaissance level survey of Chandler's 2nd Addition to include properties built through 1969 (or 50 years prior to whatever year the survey is conducted).	Goal 3, Policy 3.E	City of McMinnville, HLC, Consultant

<b>TERM</b>	<b>PROPOSAL</b>	<b>SUPPORTING GOAL &amp; POLICY</b>	<b>SUGGESTED PARTICIPANTS</b>
Long-term	Develop design review guidelines for the properties along SE Baker Street (or establish a conservation district) to retain the concentration of historic character at this entry to the city.	Goal 3, Policy 3.E	City of McMinnville, HLC, Consultant
Long-term	Consider establishing a conservation district overlay to help retain historic residential character in key areas around the downtown.	Goal 2, Policy 2.B	City of McMinnville, HLC, Consultant
Long-term	Consider establishing multi-family design standards for the residential properties which surround downtown.	Goal 3, Policy 3.B	City of McMinnville, HLC, Consultant

# APPENDIX A: COMMUNITY SURVEY & STAKEHOLDER INTERVIEWS

The following sections depict the community survey that was shared online and its responses, along with the list of stakeholder interviewees and their questions. There were 62 responses to the online survey, which was shared through SurveyMonkey.

# Community Survey Questions

City of McMinnville, Oregon, Historic Preservation

## Historic Preservation Community Survey

The City of McMinnville received a grant from the Oregon State Historic Preservation Office (SHPO) to prepare a historic preservation plan to guide historic preservation efforts in the city for the next 15-20 years. This survey will help the consultants, Northwest Vernacular, gather data about the public perception of historic preservation in McMinnville. Historic preservation is about preserving the buildings, structures, sites, and objects of our past. But more than that, historic preservation helps us ask questions about our history and what to preserve from our past for future generations.

A historic preservation plan is the result of a process through which a community establishes its vision, goals, and priorities for the preservation of its historic resources. It is a city planning document that will help steer the city's historic preservation program. The historic preservation plan for McMinnville will provide guidance on how to achieve those goals identified by the community. The historic preservation plan will also include a brief overview of the city's history, architecture, and historic development patterns as well as review its current historic preservation program. For more information about the City of McMinnville's Historic Preservation program and Historic Landmarks Committee, visit <https://www.mcminnvilleoregon.gov/planning/page/historic-preservation>

OK

0 of 9 answered

1. How do you feel historic preservation is viewed in your community? Please select all that apply.

- ☐ It's seen as an asset to the community
- ☐ It's seen as a hindrance to development
- ☐ It's not well understood
- ☐ Other (please specify)

2. Which methods or programs should the City use to inform and/or educate the public about historic preservation projects and programs? Please select all that apply.

- ☐ City website
- ☐ Social media (Facebook, Instagram, Twitter)
- ☐ Newsletters
- ☐ Tours
- ☐ Plaques on historic buildings
- ☐ Awards
- ☐ Historic Preservation month events
- ☐ Other (please specify)

3. What do you consider the biggest priority for historic preservation in McMinnville?

- |   |   |
|---|---|
| <input type="radio"/> Encourage more adaptive reuse (renovation) projects                                       | <input type="radio"/> Public outreach/education to raise awareness on the benefits of historic preservation                             |
| <input type="radio"/> Increase survey and inventory projects to document the city                               | <input type="radio"/> Increase use of financial incentives available to historic properties   |
| <input type="radio"/> Increase the number of properties listed to the National Register or McMinnville Register | <input type="radio"/> Celebrate the historic preservation successes in McMinnville to raise awareness of historic character of the city |
| <input type="radio"/> Other (please specify)  |   |



4. What do you consider the biggest challenge for historic preservation efforts in the city of McMinnville?

- ☐ Design review/regulation
- ☐ Lack of community interest
- ☐ Cost of sensitive historic rehabilitations
- ☐ Other (please specify)
- ☐ Property owner deferred maintenance
- ☐ Increased redevelopment in and around downtown
- ☐ Lack of property owner knowledge about historic preservation construction methods

5. Many properties listed on the local historic inventory are residential homes. Which most closely conveys your thoughts about living in older homes near the downtown historic district?

- ☐ Would like to live in one, they are an asset, convey city character, and are walking distance to the downtown historic district (NE 3rd Street)
- ☐ Would like to live in one, but too expensive to purchase
- ☐ Would like to live in one, but too expensive to maintain
- ☐ Other (please specify)
- ☐ Would like to live in one, but would not feel safe
- ☐ Don't want to live in one, would prefer to live in a new house near downtown
- ☐ Don't want to live near downtown

6. What type of development around the edge of the downtown historic district would be the most helpful to the district?

- ☐ Housing, having more people living next to downtown
- ☐ Parking, easier and faster to find parking when visiting downtown
- ☐ Offices, having more people working next to downtown
- ☐ Housing and offices, having people living and working near downtown

Other (please specify)

7. Do you believe historic preservation is a worthwhile goal for the City of McMinnville?

- ☐ Highly Agree
- ☐ Agree
- ☐ Not Agree

8. What is the biggest challenge to maintaining a historic property?

- ☐ Design review compliance
- ☐ Finding the time to do the work
- ☐ Having money to spend on maintenance and repairs
- ☐ Knowing and prioritizing what needs to be done
- ☐ Finding qualified and affordable contractors to do the work
- ☐ Knowing how to do the work in a compatible way
- ☐ Other (please specify)

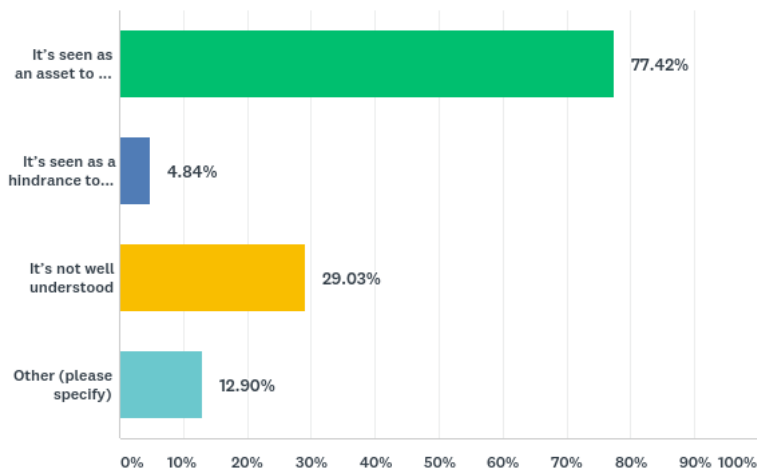
9. Please tell us about yourself

- ☐ Do you live in McMinnville? (check if yes)
- ☐ Do you live in a historic district or listed historic property? (check if yes)
- ☐ Do you own a listed historic property? (check if yes)
- ☐ Do you deal with historic preservation in your profession? (check if yes)
- ☐ Do you have a general interest in historic preservation? (check if yes)
- ☐ Have you ever completed a project which went through review with the Historic Landmarks Committee? (check if yes)

How old is the house you live in?

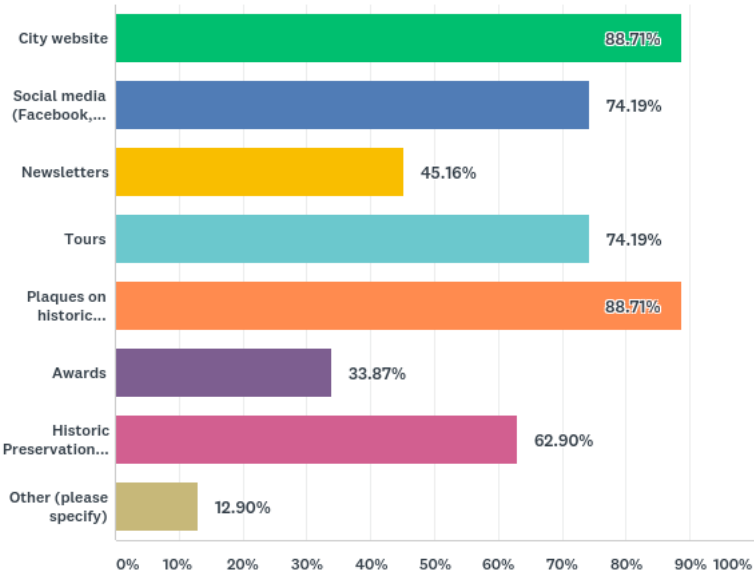
# Community Survey Responses

Q1 How do you feel historic preservation is viewed in your community? Please select all that apply.



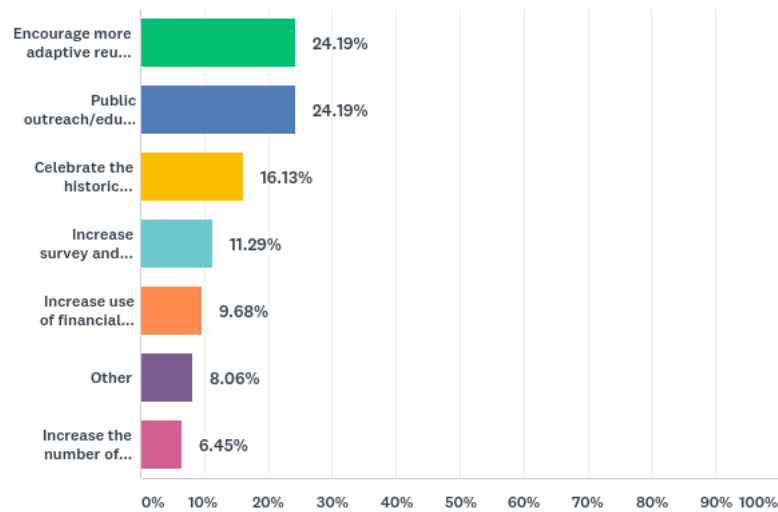
- 
- ☐ **Q1** I think it's viewed as a hinderance by some; I disagree with them. preserving the historic nature of the downtown is crucial to our unique identity and culture.
- 4/23/2018 9:01 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ **Q1** I don't know how other people view historic preservation. I see it an asset to the community
- 4/4/2018 12:14 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ **Q1** Preserving the historic nature of our older neighborhoods enriches the quality of living in our city. Many people think that historic preservation has onerous requirements attached, but that is only in the case of properties on the official National Register.
- 4/4/2018 11:23 AM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ **Q1** Many people recognize its tremendous value for attracting residents, visitors and business as well as the unconscious pride and general quality of life values it adds. Many more just like the fun and educational aspects associated with it. Far too many though are basically unaware of any of the forgoing and a few greedy ones see it only as a potential hindrance. In any event, we have not sufficiently educated as many as we need to insure preservation will be successful.
- 3/29/2018 3:34 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ **Q1** City does not take into account that accessory buildings an vacation rentals are allowed in these areas. They do not take care of the property as well as a residential
- 3/20/2018 11:47 AM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ **Q1** We need more awareness as McMinnville grows about its history and its historic buildings.
- 3/20/2018 10:06 AM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ **Q1** Homeowners seem to care. Not sure that the economic development objectives align with individual's desire to maintain historic homesites, particularly near downtown
- 3/20/2018 9:13 AM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ **Q1** Although not understood well within the community, the citizens appreciate the historic nature of the community and how well many buildings within this community are preserved.
- 3/19/2018 2:14 PM [View respondent's answers](#) [Add Tags ▼](#)
-

Q2 Which methods or programs should the City use to inform and/or educate the public about historic preservation projects and programs? Please select all that apply.



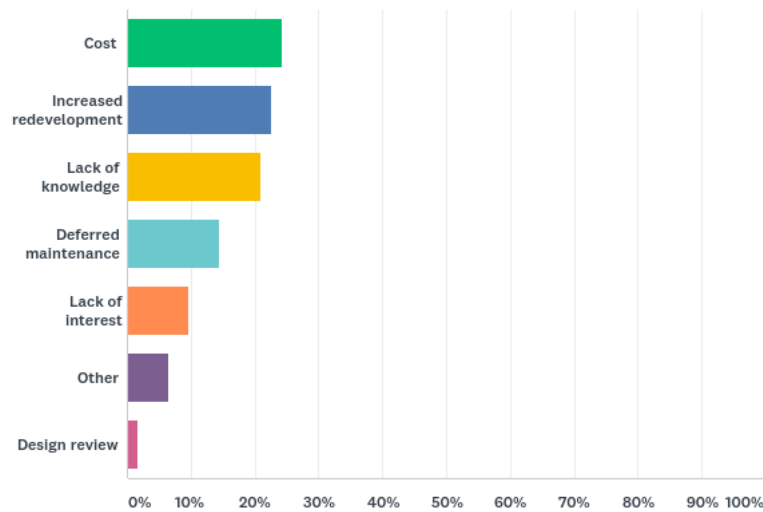
- 
- ☐ Curriculum in local schools. Contests.
- 5/7/2018 3:51 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ Newspaper articles. Signage at entrance to city informing that it encourages historical blogs.
- 4/25/2018 2:02 AM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ Solicit travel writers and editors, use on billboards and other signage announcing the town similar to or more than the "Tree City" designation we have. But, most importantly, figure out how to fund earthquake proofing retrofits so that we will still have some historic structures after the coming earthquake. The full burden should not be dropped on those who are temporary guardians of these structures. Most won't survive unless we do something and people will die.
- 4/22/2018 4:29 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ Partner organizations (like the downtown association)
- 4/20/2018 10:06 AM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ involve the MDA and Visit McMinnville
- 4/10/2018 8:25 AM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ I checked all of the boxes because I don't think historic preservation should be a singular category of city assets but should rather be woven into the very fabric.
- 4/4/2018 10:07 AM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ Many of those are already being undertaken by the Yamhill County Historical Society, but it has less than 500 members. Much more needs to be done. One truly critical thing that needs to be done immediately is retrofit our historic structures, many of which are un-reinforced masonry. When the guaranteed to arrive Cascadia subduction earthquake finally hits, we will lose many of our most important buildings. Others will be severely and expensively damaged. Worse, many inside or adjacent to them will die or be injured from falling architecture and/or fires. Although vital, (this is after all a largely preventable calamity as to the deaths and destruction by retrofitting), it is expensive to do so and the politicians and building code bureaucrats are gutless. Since the historic buildings are really for us all, it makes sense to have government fund the retrofit rather than just penalize the caretakers of such buildings. Moreover, the building codes need to be revised immediately to figure out how to make historic structures safe without remuddling out of existence all the things that made them important to begin with. Fortunately, good intelligent design can be done in that regard.
- 3/29/2018 3:34 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ Keep the education ongoing. Work with realtors; they are the front line and are often I'll informed.
- 3/19/2018 5:42 PM [View respondent's answers](#) [Add Tags ▼](#)
-

### Q3 What do you consider the biggest priority for historic preservation in McMinnville?





#### Q4 What do you consider the biggest challenge for historic preservation efforts in the city of McMinnville?



☐ developers who do not care about the historic character

4/23/2018 9:01 PM

[View respondent's answers](#)

[Add Tags ▼](#)

☐ All the above are important, but the funding mentioned previously may be the most important since they dictate whether the buildings survive at all. It should not be insensitive retrofitting however. Simply chopping off overhangs or ugly bracing will not do.

4/22/2018 4:29 PM

[View respondent's answers](#)

[Add Tags ▼](#)

☐ Every single one of those is applicable, but probably cost is the biggest deterrent at present.

3/29/2018 3:34 PM

[View respondent's answers](#)

[Add Tags ▼](#)

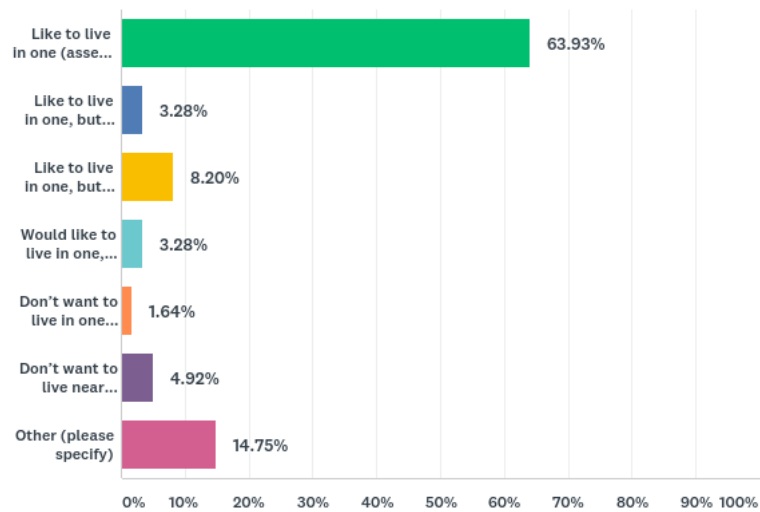
☐ Other answers above touch on it...but the biggest hindrance is misinformation.

3/19/2018 5:42 PM

[View respondent's answers](#)

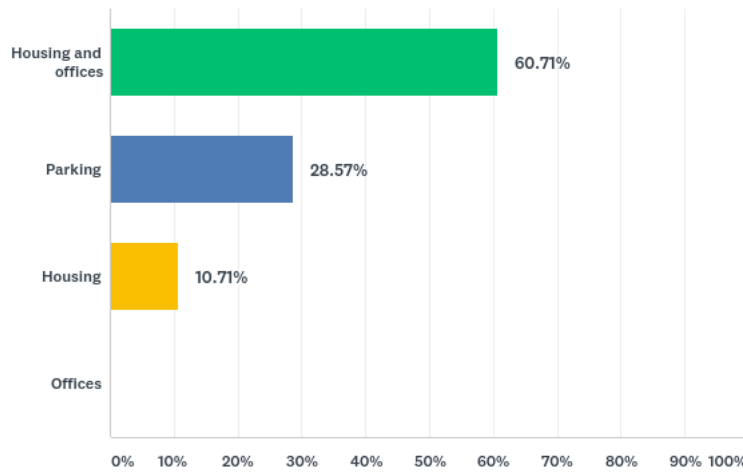
[Add Tags ▼](#)

Q5 Many properties listed on the local historic inventory are residential homes. Which most closely conveys your thoughts about living in older homes near the downtown historic district?

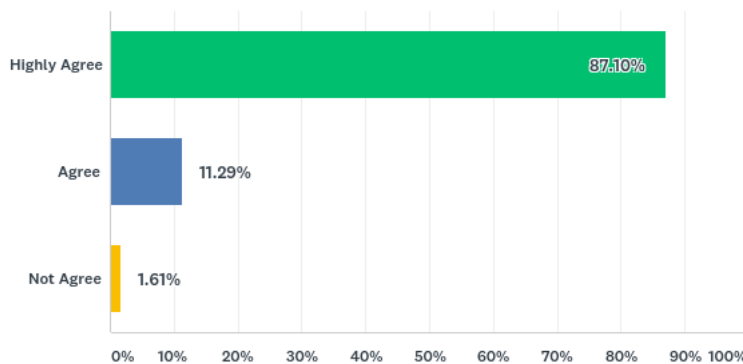


- 
- ☐ I live in one that's not listed but is well known to locals. I am unsure about registering it as it may prevent me from amending it or living freely on the property
- 4/20/2018 7:44 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ I own a turn-of-the-century home about a mile from downtown and enjoy it very much
- 4/4/2018 12:14 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ I already live in one, and I'm alarmed at the possibility of many older/historic homes being turned into businesses and losing their single family residential status!
- 4/3/2018 11:41 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ I have lived in several and put others on the National Historic Register. I always chose living quarters close to downtown, but my wife is now severely disabled anymore and it is difficult to retrofit one for wheelchairs.
- 3/29/2018 3:34 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ I do live in one, and agree with the first statement wholeheartedly
- 3/20/2018 12:30 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ I live in a very old home. Not horribly expensive to maintain but there are some serious hurdles should they become an issue. Would be good to get some sort of credit or special loan term. Maybe work with a local bank like First Federal on loan terms for refinancing historical homes?
- 3/20/2018 10:28 AM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ I do live in one near downtown.
- 3/20/2018 8:16 AM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ I do live in one. However, they are costly to maintain. My home is on the existing historic building register. I asked recently if there was any resource help from the city to refurbish historic parts of the home that badly need repair and was told no. So unfortunately, a lot of the work we need to be done will be replacements because otherwise it's just too costly.
- 3/19/2018 9:32 PM [View respondent's answers](#) [Add Tags ▼](#)
- 
- ☐ Live in one and parking is a challenge.
- 3/19/2018 5:01 PM [View respondent's answers](#) [Add Tags ▼](#)
-

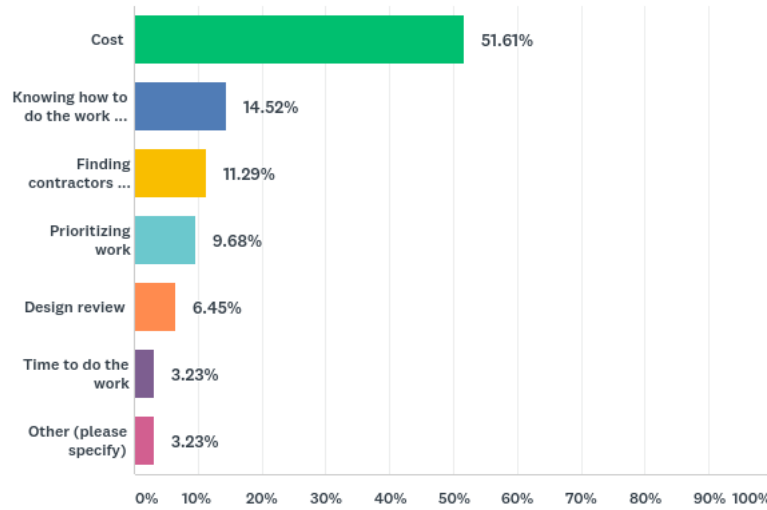
Q6 What type of development around the edge of the downtown historic district would be the most helpful to the district?



Q7 Do you believe historic preservation is a worthwhile goal for the City of McMinnville?



## Q8 What is the biggest challenge to maintaining a historic property?



☐ two of these go together: knowing how to do the work in a way that is compatible with the character of the building while still being adaptable to modern use, AND having the money to do the maintenance.

4/4/2018 11:23 AM

[View respondent's answers](#)

[Add Tags ▼](#)

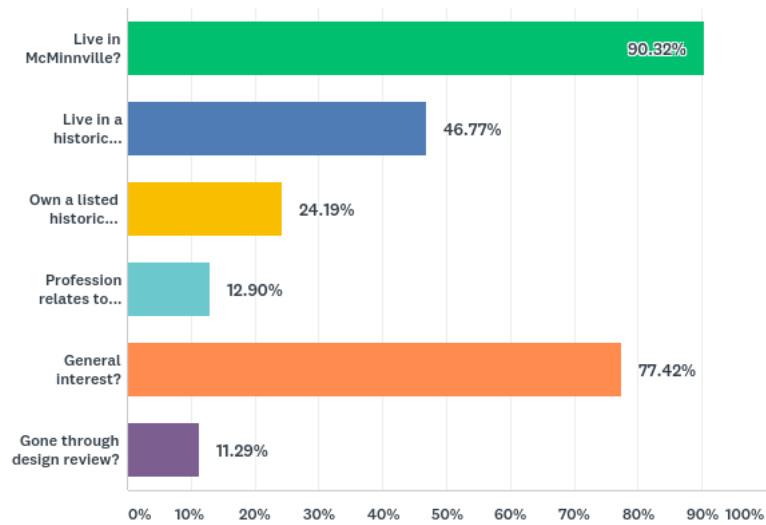
☐ I think a combination of these items...Cost for sure, but also knowledge, time, and execution

3/20/2018 9:13 AM

[View respondent's answers](#)

[Add Tags ▼](#)

## Q9 Please tell us about yourself



## Stakeholder Interview Questions

1. Please tell me a bit about yourself and your involvement with historic preservation, in McMinnville or elsewhere. (E.g. You own historic properties)
2. How do you feel historic preservation is perceived in McMinnville?
3. What do you think are the best ways for the City to educate the public about historic preservation?
4. What do you consider the biggest priority for historic preservation in McMinnville?
5. What do you see as the biggest challenge for historic preservation in McMinnville?
6. What development around downtown do you think would be most helpful to the downtown historic district?
7. What is the biggest challenge to maintaining a historic property?
8. Have you ever had to go through design review with the Historic Landmarks Committee? If so, what was that like?

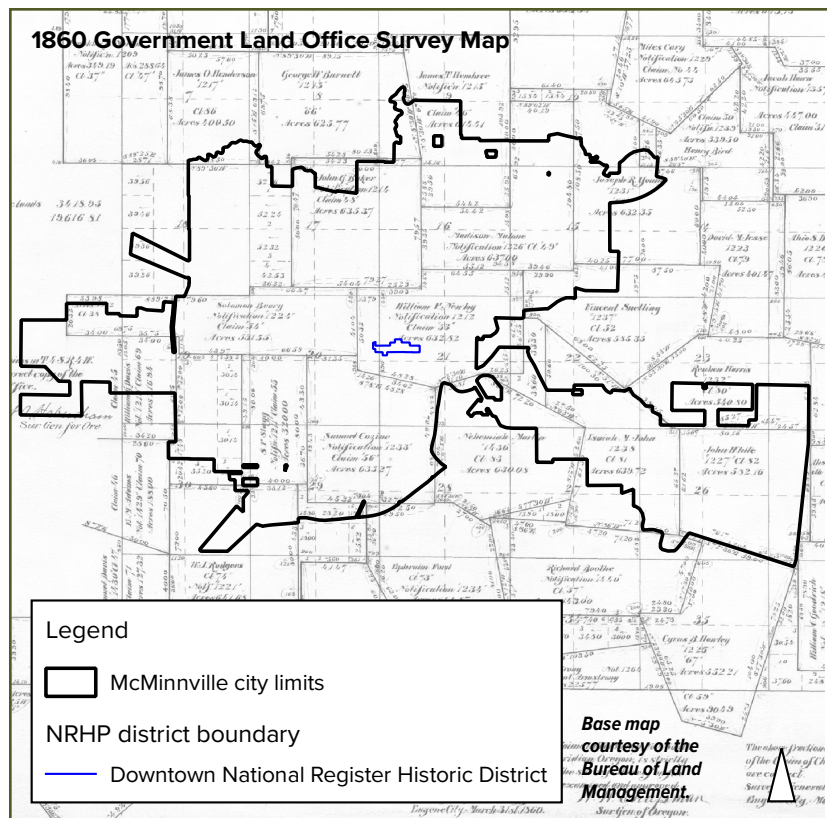
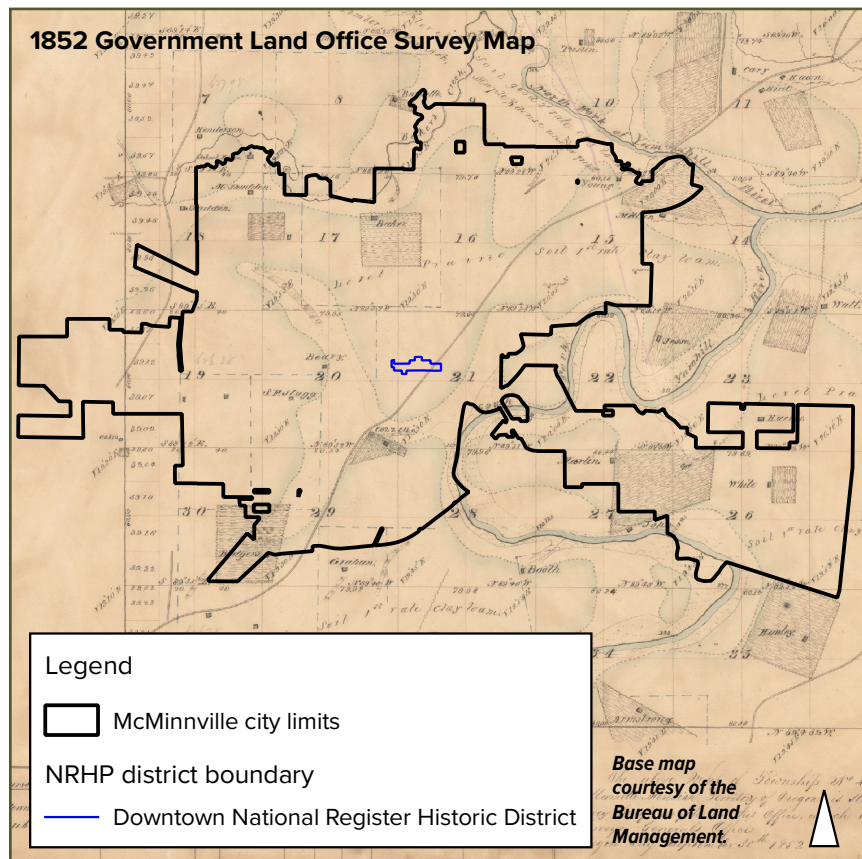
## Stakeholder Interviewees

- Sylla McClellan – Owner of Third Street Books and building (320 NE Third Street)
- Erin Stephenson – Owner of Third Street Flats and Odd Fellows Lodge & part-owner of Atticus Hotel
- Marilyn Worrix – Owner of Old Elk’s building (520 NE Third Street)
- John Mead – Cellar Ridge Construction – Contractor with Historic Preservation Experience and member of HLC
- Kitri McGuire – Owner of historic residential property north of downtown
- Heather Sharfeddin - Owner of historic residential property south of downtown
- Rebecca Ziegler – Owner of residential property and former Manager of McMinnville Downtown Association
- Jenny Berg – McMinnville Downtown Association President
- Ellie Gunn – Board Co-Chair of South of Downtown Association of Neighbors (SoDan)



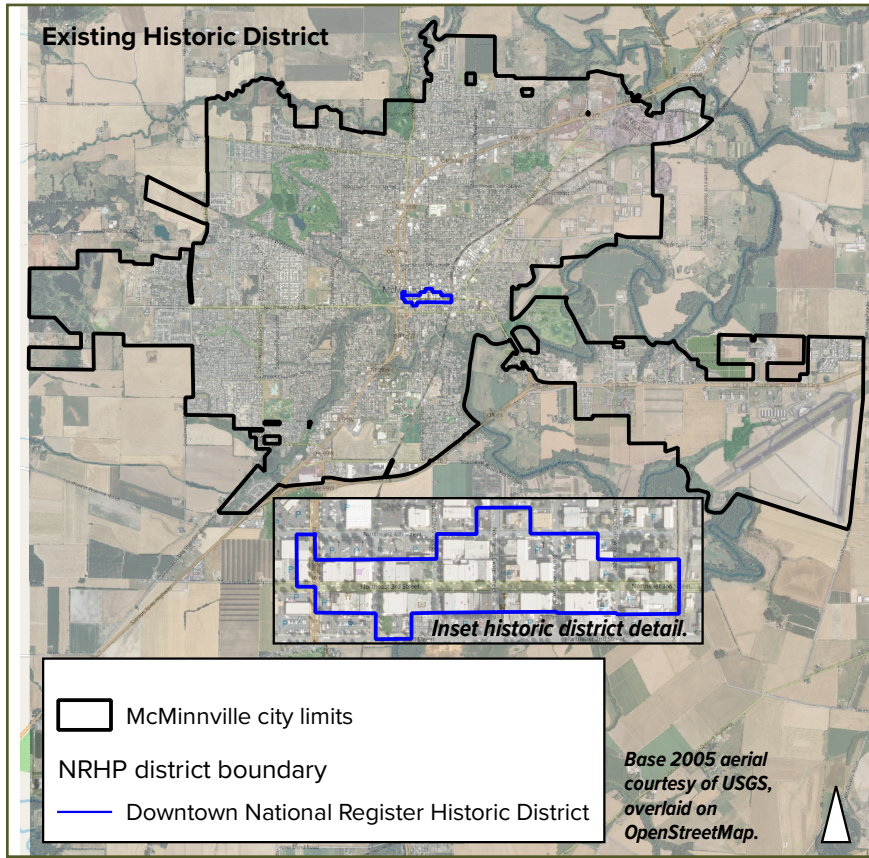
# APPENDIX B: ADDITIONAL MAPS

Map 1. 1852 (upper) and 1860 (lower) Government Land Office Map Overlays

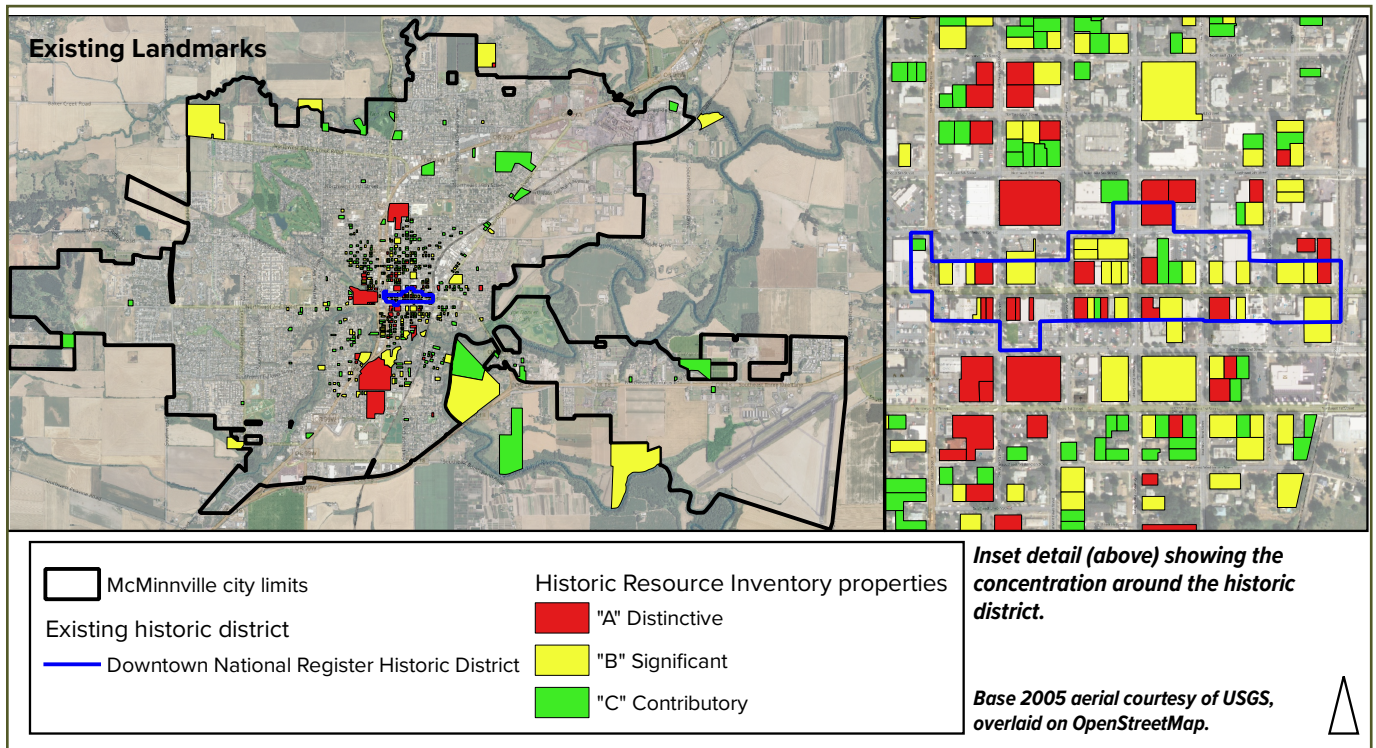




**Map 2. Existing Historic District**

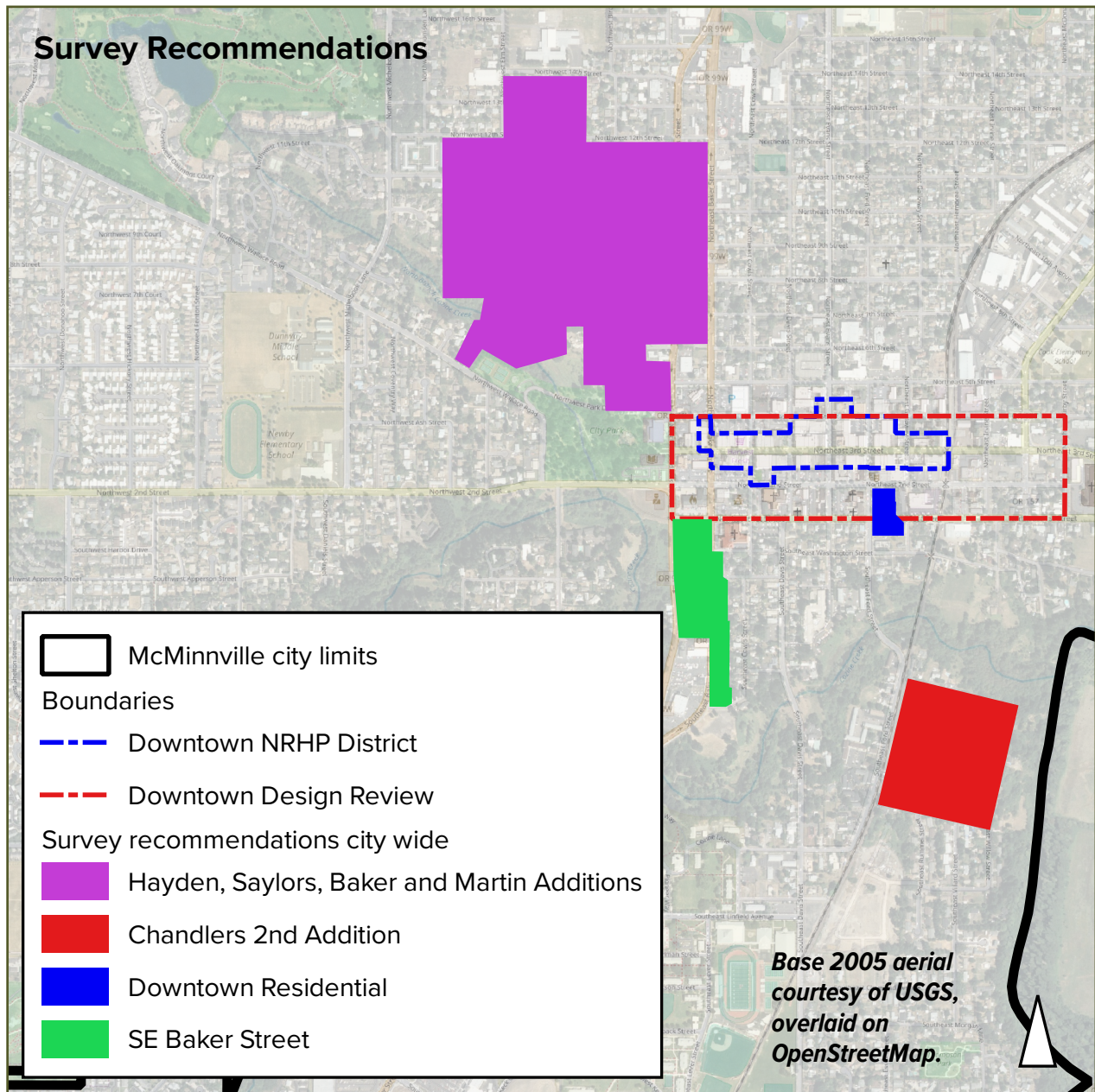


**Map 3. Existing Landmarks Overview.**



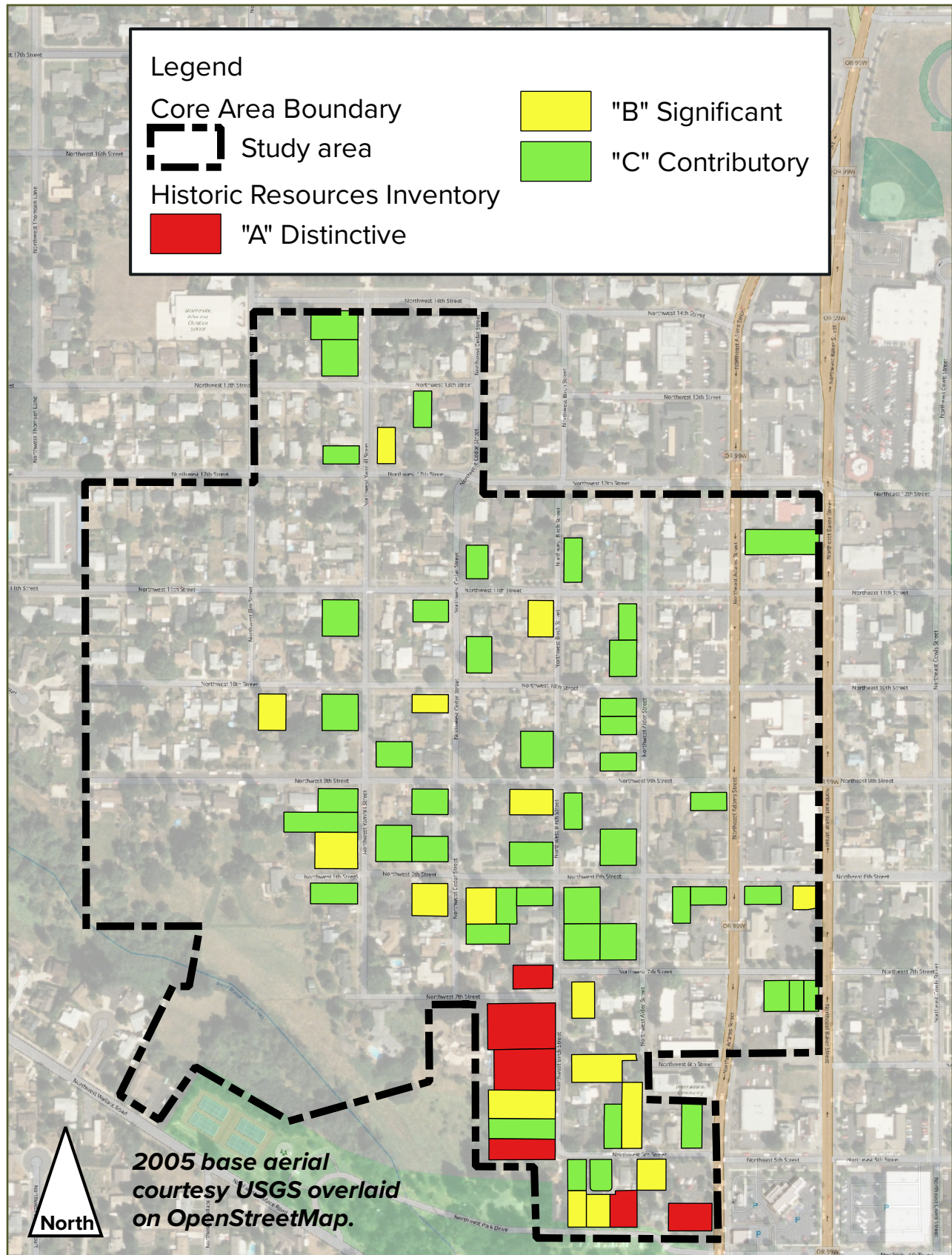


## Map 4. Survey Recommendations



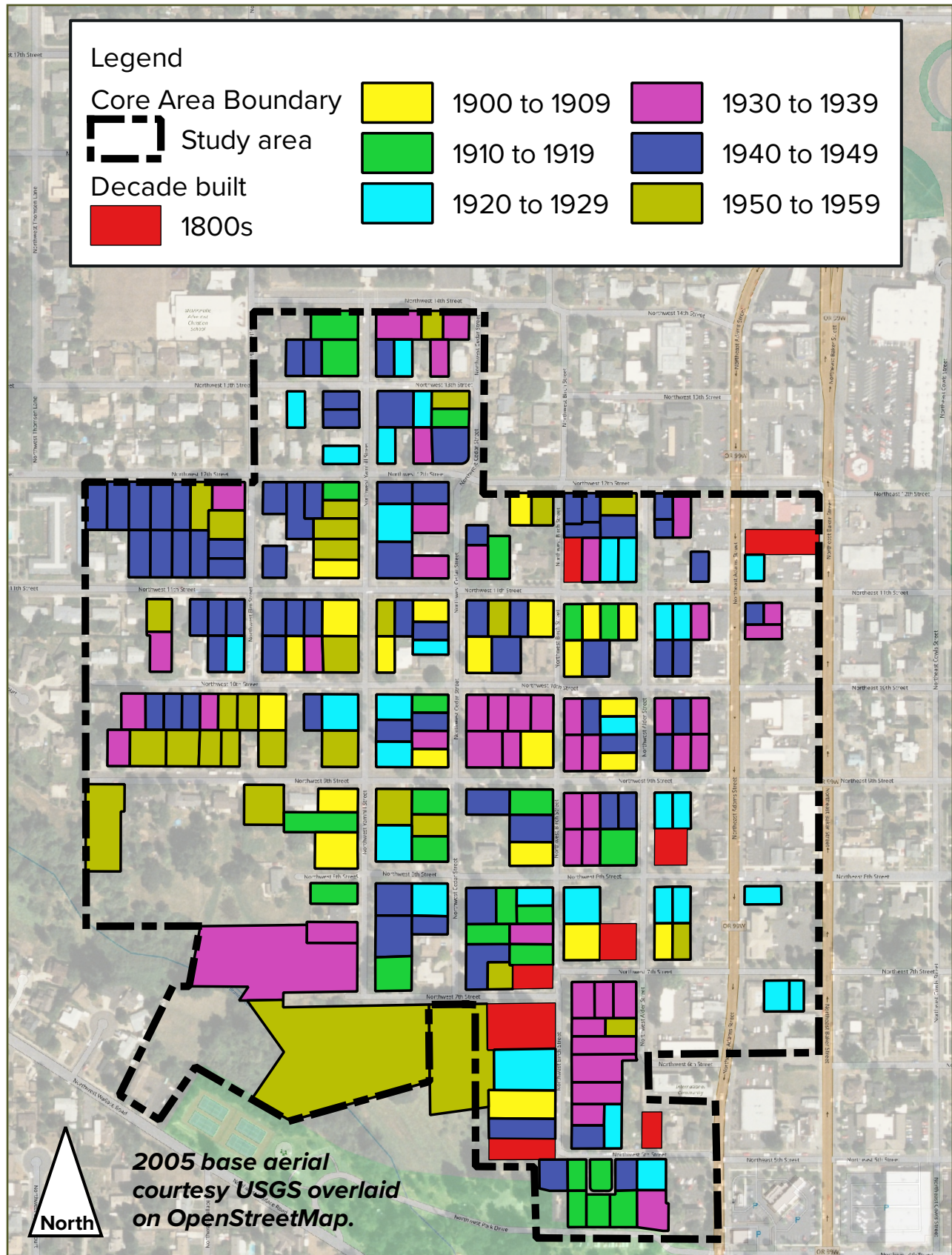


**Map 5. Hayden, Saylors, Baker and Martin Additions, Inventoried Properties**



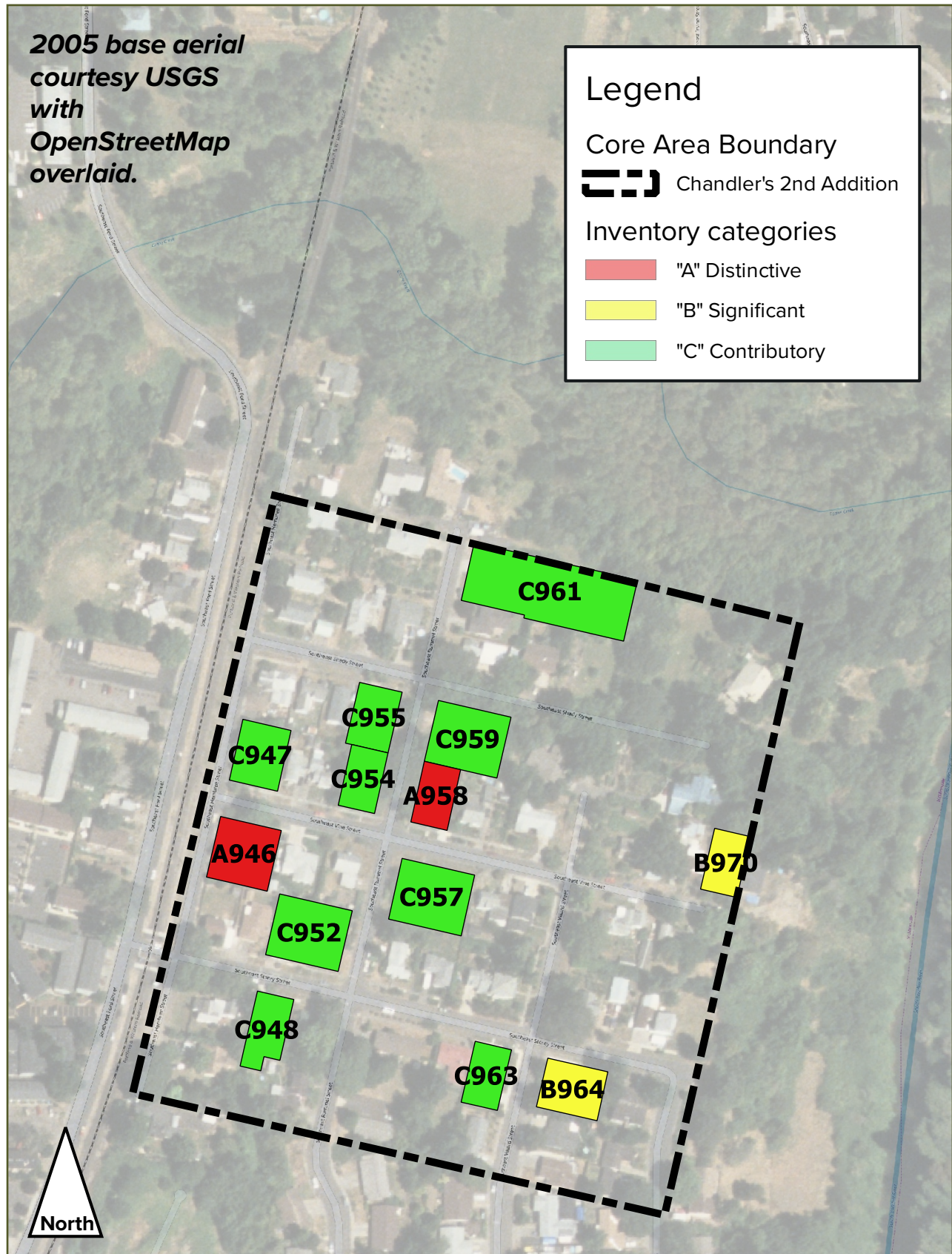


**Map 6. Hayden, Saylors, Baker and Martin Additions, Period Built**



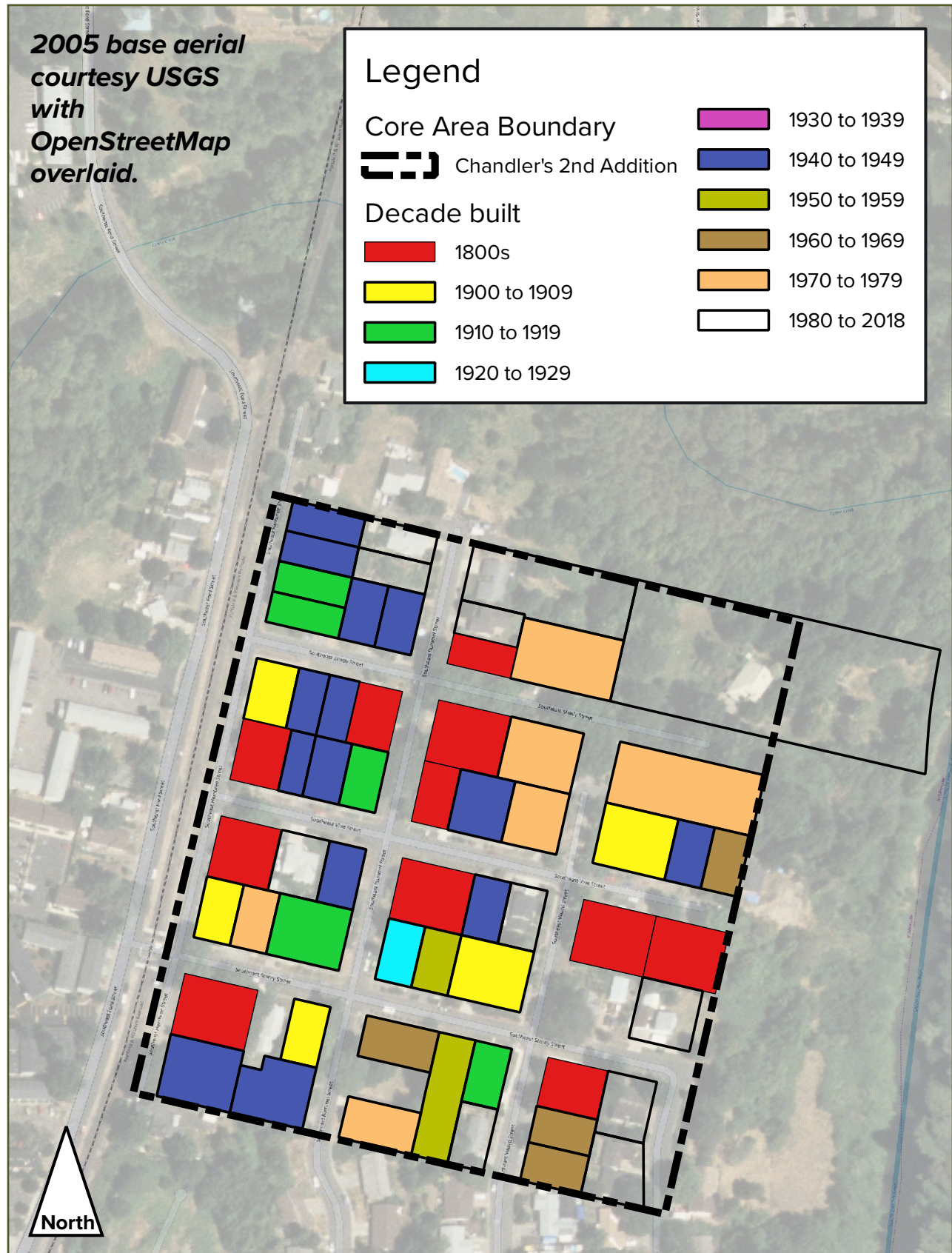


Map 7. Chandlers 2nd Addition, Inventoried Properties

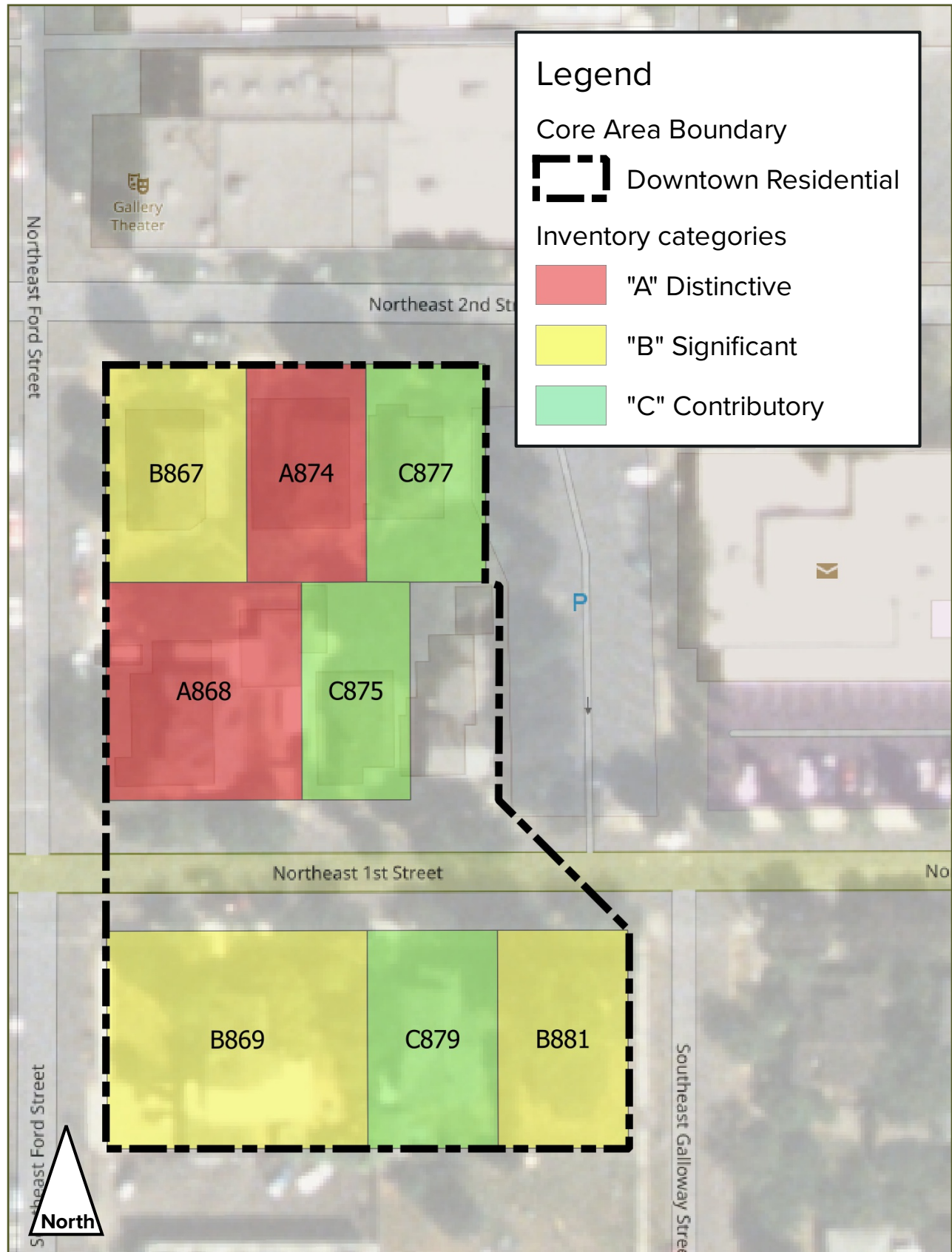




Map 8. Chandlers 2nd Addition, Period Built



**Map 9. Downtown Residential, Previously Inventoried**

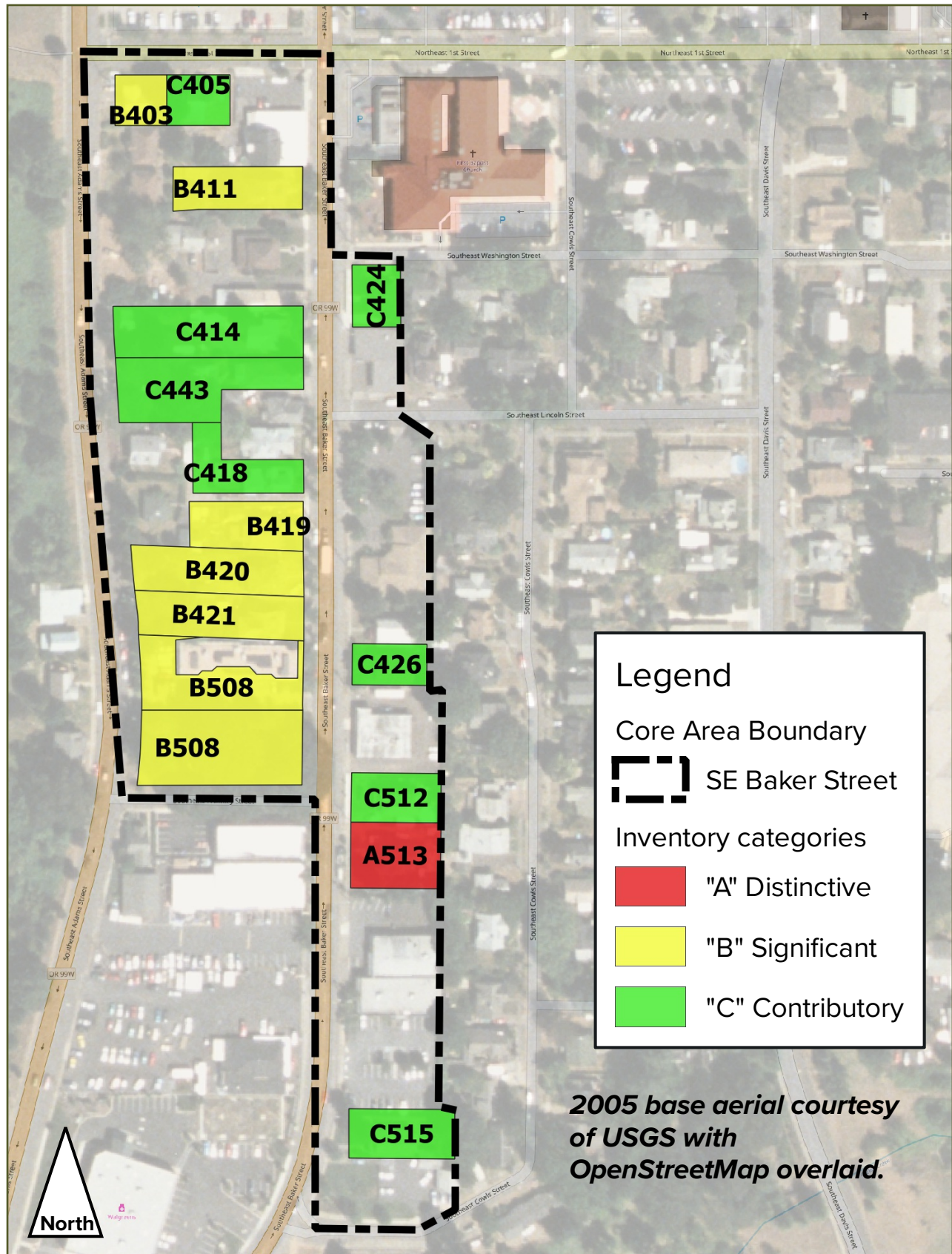




**Map 10. Downtown Residential, Period Built**

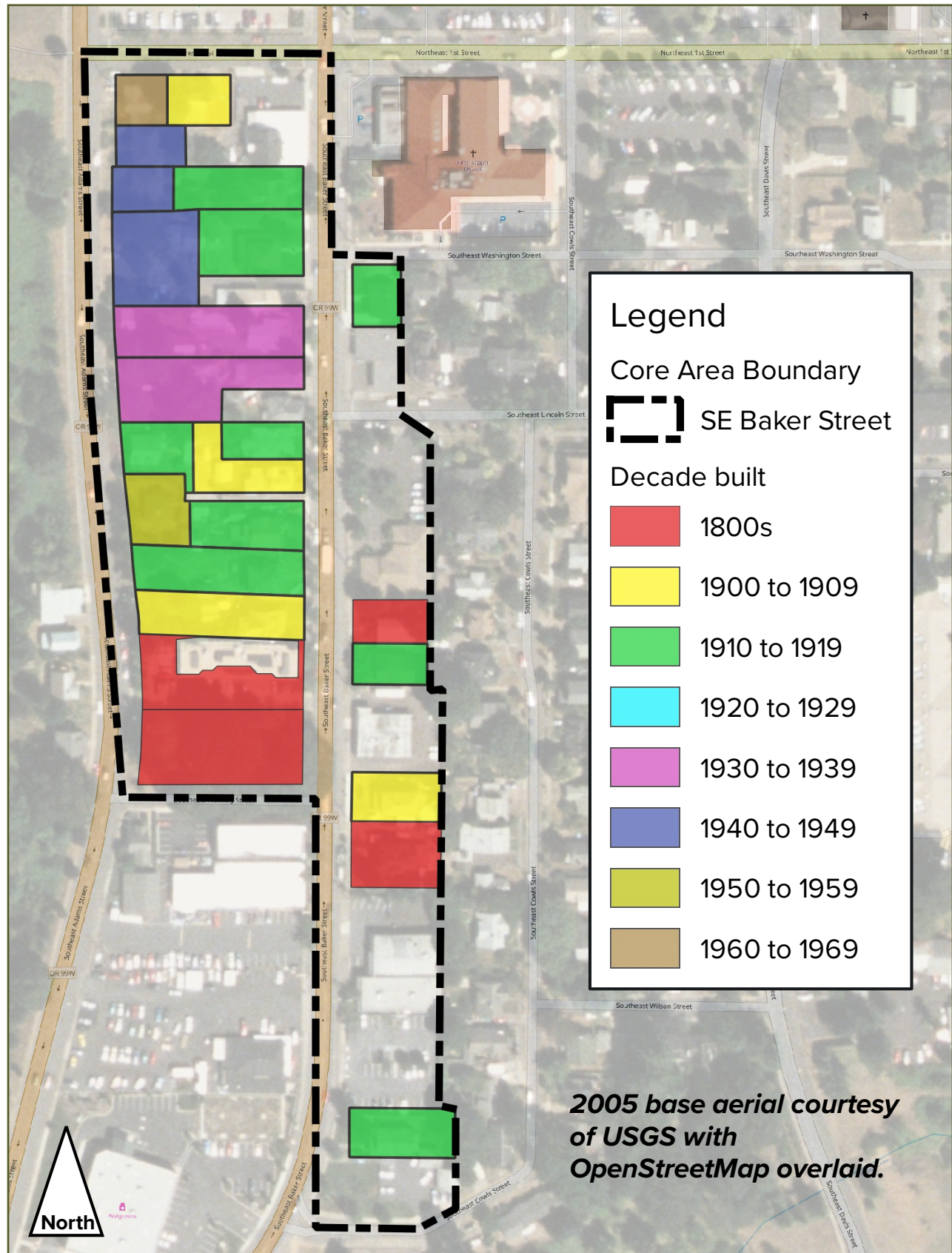


Map 11. Southeast Baker Street, Inventoried Properties





Map 12. Southeast Baker Street, Period Built



**Map 13. Southeast Baker Street, Character Properties**

